



# WASH in Schools (WinS) Programme in Indonesia: Better Data is Helping Build a Stronger Programme

## SUMMARY

The development of WASH in Schools (WinS) in Indonesia has been progressing significantly in recent years. The availability of more and better quantitative and qualitative data on WinS has raised the interest of decision makers, both at national and local level, to improve school children's access to water, sanitation and hygiene and improve the overall school environment for children. Some key outcomes have been the increase in financial resources available specifically for WinS and the development of Menstrual Health Management (MHM) educational materials adjusted to the diversity of Indonesia as a country. These efforts have contributed to improved learning outcomes for children in Indonesia.

## Background

Indonesia, a vast country with more than 13,000 islands and over 3 different time zones is South East Asia's largest economy, rich in all types of natural resources and also complex in cultural diversity. A young and dynamic democracy with more than 250M people, the country is urbanizing and modernizing rapidly (United Nations, 2017).

Due to a steady economic growth and supportive government policies, poverty rates and inequality are declining in Indonesia and access to public services is broadening. Yet, increased spending on Health, Education and Social assistance is needed to enhance inclusiveness and effectiveness in the social sector for improved outcomes.

Setting and scaling up a social e is a complex task in Indonesia, the largest archipelagic country

in the world. Indeed, Indonesia has more than 100 different ethnic groups that speak 700 languages and have specific cultural traits. In addition to this remarkable richness, the religious believes and practices and the different levels of socio-economic development throughout the country just shows how diverse, complex and challenging the environment is to implement a nationwide programme. A "one-size-fits-all" is a type of approach that rarely will work in Indonesia.

The country processed human and financial resources to further develop its primary education system quickly, yet one third of the schools (that is more than 73,000) lacked basic water and sanitation services in schools (WASH School access in 2016, Joint Monitoring Programme 2018). Therefore, it has underperformed in some key education indicators, specifically those related to WinS, as compared to less-resourced countries in the region. The reason for this could be that up

until 2016, Indonesian primary and secondary public schools did not have a specific budget allocated for WASH facilities improvement.

New data combined with policies, structures and programmes on WinS as well as key advocacy events and strategies supported by UNICEF and other organizations have resulted in better WASH funding, programming and implementation, leading to WASH improvements for school children in Indonesia.

## Story

The United Nations Development Agenda 2030 formulation of the Sustainable Development Goals (SDG's) and the Joint Monitoring Programme (JMP's) advancement on global monitoring for WASH in schools required some important changes on the type of WASH data to be collected in schools in Indonesia to contribute to these efforts.

The relevance of Menstrual Hygiene Management (MHM) in schools to reach SDG 4 and 6, has made it an important agenda in the WinS programme in Indonesia. Quantitative and qualitative data has informed Ministry of Education and Culture (MoEC) and partner's on the MHM situation in schools and highlighted ways to improve the WinS programme in the country so that girls can safely manage their periods in dignified ways while in school.

This, together with other factors triggered some key interventions described below.

### Advocating for increased funding

Before 2017, MoEC's Facility Special Allocation Fund for the Education Sector (known as DAK), a discretionary funding source for schools to improve infrastructure, had no specific budget line for WASH related improvements.

However, improvements on the education information systems (DAPODIK) and a combination of advocacy events and programmes

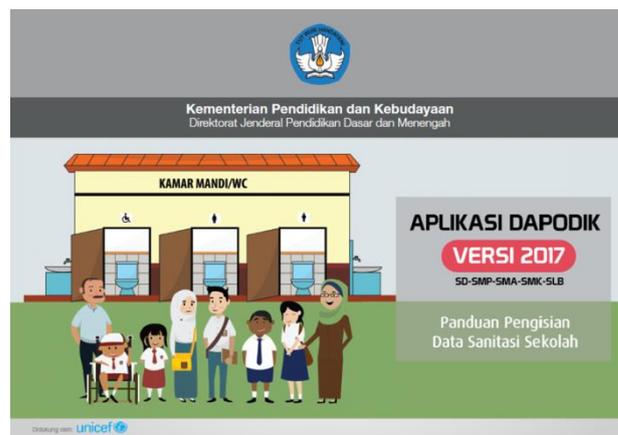
adjustments have resulted in a remarkable increase of resources available for WinS.

### An Information Systems update provided better and new data on WinS:

In 2016, UNICEF supported the MoEC to update tools for collection of data related to the status of WASH services in schools.

The Education Management Information System (EMIS) called Dapodik, included a new set of questions on WinS in line with the SDG indicators and the JMP's core indicators for monitoring WinS globally. The first set of data coming from 70% of the schools was available by mid-2016 and the EMIS system provided, for the first time, accurate information about the status of WinS in primary and secondary schools across the country.

### Figure 1: School's Guideline for WASH data collection and entry on Dapodik available since 2017



Source: Ministry of Education and Culture

At the time, the new data showed that one out of three schools in Indonesia did not have access to a basic drinking water service and two out of three did not have access to a basic sanitation service, a higher percentage than expected by the Ministry's officials. This data was the basis for the JMP report on WinS in Indonesia for 2018.

To improve the quality of the data, the MoEC with support from UNICEF, in 2017, released a guideline to inform schools on the way Dapodik

data was to be collected and entered in the system. Incentive mechanisms where schools are awarded with regular and earmarked funds for infrastructure, operations and maintenance only when they provided the key data on WinS, were put in place to promote the operationalization of Dapodik. This eventually increased the percentage of schools implementing WinS and improved data quality.

### International advocacy with key government bodies to improve WinS:

In November 2016, a WinS International Learning Exchange (ILE), a high-level meeting for countries in the South East and the Pacific, organized by GIZ and UNICEF, was held in Jakarta.

Participants from 16 different countries shared progress, exchanged experiences and discussed challenges and ways to improve WinS programmes in the region. Indonesia also presented WinS data and progress it had made.

In this meeting, MoEC, specifically from the Secretariat of Planning and Budgeting at the General Directorate of Primary and Secondary Education, committed to allocate more resources to WinS to accelerate progress so that all Indonesian public schools could have access to basic WASH services.

**Figure 2: Logo of WinS International Learning Exchange, Indonesia 2016**



Source: UNICEF Indonesia

After the ILE, UNICEF supported the Secretariat to prepare two important documents: a WinS SDG Profile providing an accurate description of the situation of WASH services in schools; and a WinS Roadmap, defining the key milestones to be reached in order to improve WinS to reach basic service levels in Indonesia.

### WASH in Schools is integrated into existing educational programmes:

WinS is being implemented under the umbrella of the National School and Madrasah Health Programme (UKSM). The existence of a solid UKSM programme since 1956, and a decentralized administration where schools and local governments can quickly and effectively put in place new programmes and approaches and processes related to health in schools, ensured immediate introduction and implementation of the WinS programme and its subsequent scale up.

**Figure 3: WASH in Schools Key Facts in 2017**



Source: Ministry of Education and Culture

Through the UKSM programme, schools get technical assistance on a variety of subjects, from WASH access activities, operations and maintenance to the use of available funds. Teachers are provided with training on how to transfer WinS related knowledge and skills to pupils.

Other programmes outside UKSM, both national and local, provided great opportunities to develop synergies with the WinS programme and UNICEF's advocacy at central and local government levels and provided technical advice on accelerating WinS.

A major opportunity is Indonesia's flagship National Programme for Sanitation Acceleration (PPSP) under the Ministry of National Development Planning (Bappenas) which provides funds for sanitation infrastructure improvement to eligible districts. Districts can access PPSP funds only if they have a Sanitation Development 5-year Plan (SSK). Although including WinS interventions on SSK is discretionary to each district, more and more of them are adding WinS as an important component of SSK.

In rural settings, UNICEF provides technical support to local government offices on how to integrate WinS into their Community Based Total Sanitation Programmes (known as STBM). As a result, the STBM approach is now considering schools as a fundamental component of the broader intervention.

### Exchange of best practices on WinS through Advocacy and Horizontal Learning (AHL) events at regional levels:

UNICEF has worked with AKKOPSI, the Association of Heads of districts for Better Sanitation, to facilitate an advocacy and horizontal learning event, where champion schools and districts show best WASH practices to other schools and districts. This initiative crystallized with a declaration of commitment for better sanitation at schools, endorsed by several heads of local governments. Its success has made

AKKOPSI to replicate AHL meetings in other regions. As such, regions were able to learn from one another through cross fertilization of ideas and experiences.

**Figure 4: AKKOPSI (Indonesian Association of Heads of Districts for better Sanitation) logo**



Source: UNICEF Indonesia

### Evidence generation and an inclusive process to integrate MHM into WinS

In 2019, after three years of data gathering, analysis and intervention design, the MoEC, the Ministry of Health (MoH) and UKSM, in collaboration with UNICEF and GIZ rolled out a nationwide MHM intervention in Indonesia. This intervention consisted the distribution of a comic book about MHM and a training of schoolteachers on how to address the subject in class and at home. The comic book contains the key information school children need to know about menstruation and how to better manage, minimizing any negative impacts on schoolgirls.

The book has three different versions. One for urban settings; another for rural areas; and a specific version for Madrasah (religious schools). This was done to ensure that specificities of each audience and sensitivities of cultures are addressed appropriately. This takes the form of how the content is conveyed and the way the characters are presented. In all three versions the comic book contains specific information for girls and for boys to address their unique information needs.

**Figure 5: Girl reading the MHM comic book in class**



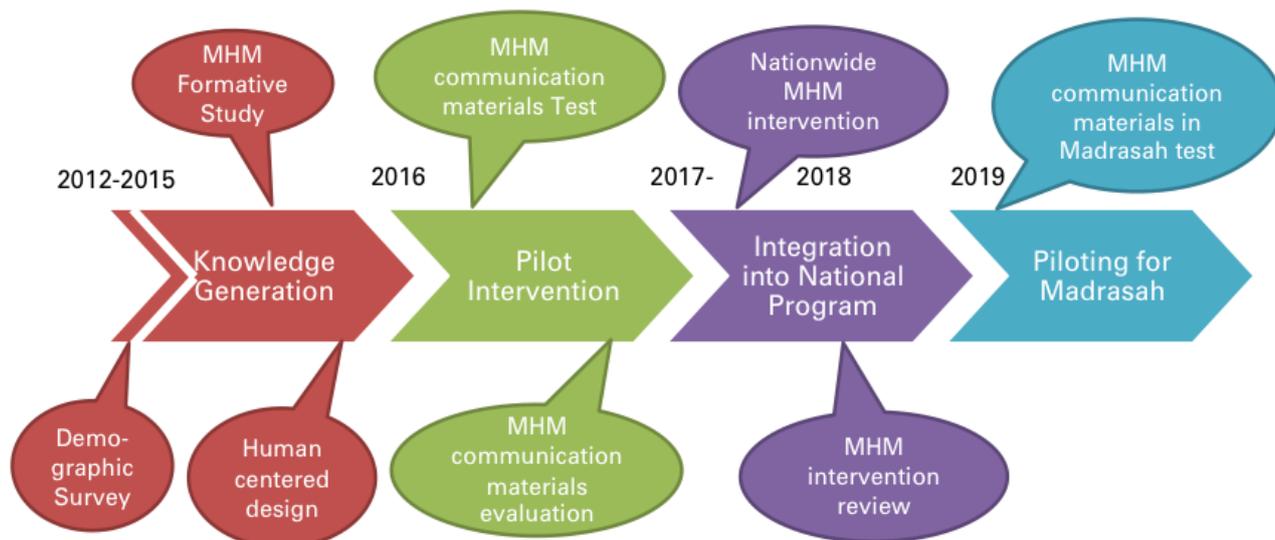
Source: UNICEF Indonesia

All these factors (the specificities and sensitivities included in the book) resulted from participatory approaches employed during consultations in the development and design process. From the very beginning it involved the end users (girls and boys), but also teachers, communities (including mothers), local authorities (community, administrative and religious) at sub-district, district and province level and experts and officials from the different ministries.

The process undertaken to develop the MHM programme and book considered the following key elements:

- Evidence base: a study conducted in 16 schools in different provinces revealed that 14% of girls reported missing one or more school days during menstruation, due to inadequate WASH facilities, the fear of soiling their clothes and dysmenorrhea- pain associated with menstruation.
- Iterative bottom-up and top-down approach: A human centered design exercise was commissioned by UNICEF where girls and boys from six different locations were directly
- Involved in the design of adolescent-driven solutions to overcoming the MHM challenges faced by girls in school. The ministry and school would also provide their inputs during the design to ensure that the content of the book is informed by related educational priorities and strategies and gets fully integrated into the education system. The idea and the final tool of a reversible comic book resulted from this iterative exercise
- Audience segmentation: From the very beginning the comic book was conceived to approach different audiences: Girls and boys, both in urban and rural areas, attending religious and laic schools. This helped identify and address their specific needs.

**Figure 6: Process and actions taken to implement the MHM programme in Indonesia**



Source: UNICEF Indonesia.

## KEY EVENTS, PROGRAMMES AND BETTER DATA HAVE MADE A DIFFERENCE

- *Information Systems: well-designed Information Systems and data provided a better understanding of the real situation of WASH in schools.*
- *Advocacy Events: International Learning Exchange events allowed to learn from other experiences, do some benchmarking and created the opportunity to jointly commit to improve access to WASH services in Schools; Advocacy Horizontal Learning allowed districts to exchange on local experiences and learn from each other.*
- *New Guidelines: to inform schools how they can access more financial resources to improve WinS infrastructure.*
- *Well Established Programmes: The National School Health Programme (UKSM) started in 1956; and a decentralized administration allows its implementation at local level. The National Sanitation Development Programme (PPSP) and the Community Based Total Sanitation Programme can provide funding and technical support to Schools through local governments.*

## Results

### Increased funding for WASH in Schools programme:

Since 2016 when new data on WinS was first integrated into Dapodik, availability of quality data has improved and has been sustained as it is regularly updated. As such and following the ILE which took place in Jakarta in 2016, where preliminary findings on the state of WASH services in the country were presented, funds for WinS increased exponentially.

MoEC's Secretariat of Planning and Budgeting Section of the Directorate General of Primary and Secondary Education, which is responsible for EMIS and budget allocations for primary and secondary schools, took leadership of the WinS programme. One of its immediate actions as lead for the programme was to increase the budget for the Education Sector Special Allocation Fund (DAK) and, even more important, the creation of a specific budget line for the construction and rehabilitation of WASH infrastructure in schools. In fact, in 2017, the DAK fund for WinS facilities was increased by 202% from 2016 (from USD190.4 million to USD 575.6 million), and for the first time, a budget line was allocated to WASH infrastructure, with USD 828,000 which is 0.14% of the total budget. This was crucial for strengthening the WinS programme in the country.

In 2018, DAK jumped to USD 641.8 million (11% increase) and the budget for WinS reached USD 30 million, accounting for 4.66% of DAK.

But it was in 2019 when the funds budgeted for DAK Education and for WASH infrastructure in schools had the greatest increase. The total figure for DAK for Education was USD 1.1 billion, almost double 2018's figure, and the amount for its WASH improvements budget line was estimated to be USD 75.7 million, a 153% increase over the previous year.

**Figure 7: Primary students in Indonesia**

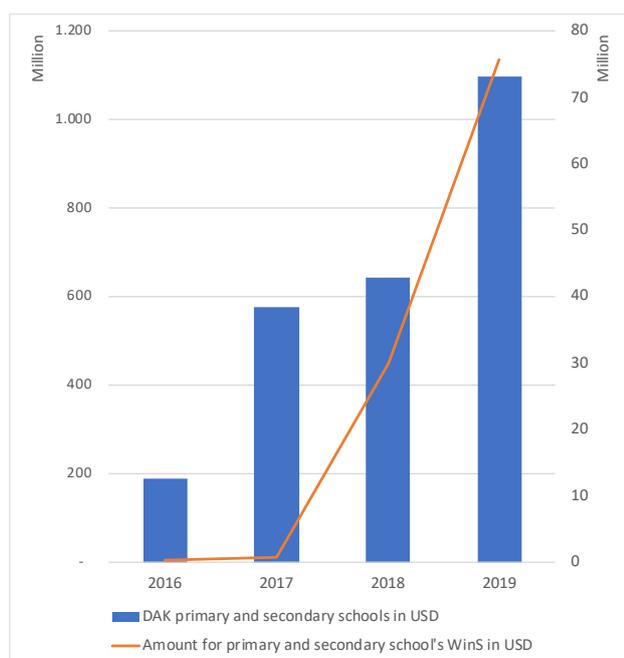


Source: UNICEF Indonesia

## DAK funds and budget for WinS

Beside the new DAK fund allocation for WinS, MoEC has recently allowed the use of the School Operational Fund (BOS) to WASH, so schools can use it to purchase supplies for infrastructure maintenance, cleaning and hygiene services.

**Graph 1: infrastructure over the years**



Source: MoEC, Government of Indonesia, 2019.

It is still early to measure the long-term outcomes of the new budget for WASH improvements in schools, but there is a substantial increase in the amount of resources available to make a difference in the years to come.

### Uptake of the WinS programme at district and community levels:

Other opportunities for schools to improve access to WASH apart from MoEC or UKSM programmes are within their communities and districts. Owing to the availability of quality data on the status of WASH access in schools, UNICEF continues to advocate at national level at Ministry of National Development Planning (Bappenas) and at local level at AKKOPSI. As a result, the government at the central and district levels have fully embraced the WinS programme making it one of their priorities.

Bappenas has introduced schools as a type of facility that can be included in a District's Sanitation Development Plan (SSK) and in so doing, includes WinS as one of the benchmark's while assessing local governments sound 5-year SSK.

At the community level, AKKOPSI has grown in terms of district coverage (90% of Indonesia's districts were already members in 2018) as well as in its capacity to influence local governments to commit to plan, budget, implement and monitor WinS, in line with Bappenas' PPSP.

The AKKOPSI 2017 Declaration of Commitment for Better Sanitation at schools has been an important milestone for supporting WinS at local level since it has pushed other districts to follow suit.

As a result, more districts are preparing their sanitation development plans which include WinS improvement components.

### Synergies with other programmes like Health:

Another fundamental outcome of the data supported advocacy efforts of UNICEF and partners has been the synergies created with the MoH's community-based total sanitation programme (STBM). Recently, it has included different indicators on access to WinS as part of the community intervention. The outcome of this has been that a village cannot be declared as Open Defecation Free (ODF) unless all schools in such a community provide pupils with basic WASH services in schools.

By mainstreaming WinS into WASH plans, budgets and implementation at the district/city/village level, the local governments and community's commitment to address WinS issues as part of the package has gradually increased.

### Increased support for MHM:

The different MHM comic book versions adjusted to the specificities of diverse audiences with

regards of gender, socio-economic environment and religious beliefs has had a big impact on school children's understanding of menstruation.

Children in the six pilot schools have access to the comic book every day during individual reading time before classes start and teachers use it to teach menstrual health and the roles that both girls and boys play to support it.

The availability of the comic books to school children has shown increased awareness and understanding on menstrual health and best ways to promote and support: awareness increased from 50% to 85% in girls and from 30% to 70% in boys.

The MoEC decided that the book to be distributed to all schools in three provinces in 2019. Over the next years, the book would be made available throughout the country.

**Figure 8: Urban version of MHM Comic Book**



Source: UKSM, Government of Indonesia

**Figure 9 Rural version of MHM Comic Book**



Source: Ministry of Education and Culture, Government of Indonesia

## Lessons Learnt

The right enabling environment for scaling up WinS is a combination of different factors- from leadership, plans and budget allocations, monitoring systems to coordination -which interact with one another. This is how the WinS programme in Indonesia has developed rapidly.

Most of the components like UKSM and school supporting structures at local level were already in place; but there was need for data to support the planning and budget allocations for WinS.

Indonesia had endorsed the new SDG agenda for 2030 and so when new data and indicators on WinS became available, it was integrated into the EMIS. WinS data and a commitment by the government to improve WinS led to resource allocation to support it.

Exchange of experiences at local, regional and international levels provide great opportunities to learn from other realities and to find more efficient and effective solutions to improve WinS programmes.

A One-size-fits-all approach might be less costly but does not give the best results. Engaging communities may add complexity to solution-finding and decision-making processes when it comes to implementing WinS programmes, but

supports a sense of ownership, responsibility and ensures sustainability. The approach taken when developing the MHM programme is a very good example of that. More broadly speaking, and at a bigger scale, the decentralized structure of the government of Indonesia is another good example of inclusiveness: programmes are adjusted to specific needs and implemented locally.

Incentives are good tools to engage key stakeholders and improve accountability. Linking data collection and reporting it in the EMIS to access to school funds has ensured a high percentage of schools implementing WinS.

## Next Steps

Allowing schools to benefit from the district technical support and from District Sanitation Funds: The District Sanitation Strategy planning (SSK) is a necessary step for Indonesian districts to get targeted funding for sanitation infrastructure improvements (PPSP). UNICEF, through the MoP and the Ministry of Interior has introduced a School Sanitation Infrastructure component which can be included in the SSK, so that districts can obtain funds for improving school sanitation.

Interface between EMIS and the Community Sanitation Information System: UNICEF has linked the MoP and the Environmental Health Directorate at the MoH so they can interface with their respective Information Systems and cross data from the sanitation situation in villages and from their schools in order to better identify places where health center personnel running the village sanitation programme can help

Promoting the exchange of knowledge and experience amongst districts and schools: UNICEF will continue to support the organization of Advocacy and Horizontal Learning meetings where district, community and school leaders share experiences on sanitation improvement activities.

**Figure 10: Children Raising Clean Hands at School**



Source: UKSM, Government of Indonesia

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## Acknowledgements

Valuable inputs were given by key actors in the area of WASH in Indonesia: (by chronological order of each interview).

Wara Pertiwi, Subdirector of School age children's health, Family Health Directorate, Ministry of Health.

Laisa Wahanudin, Subdirector of Sanitation Development, Bappenas, National Development Planning Agency/Ministry, Cucu Cakrawati, Subdirector of air, soil and regional health,

Environmental Health Directorate, Ministry of Health.

Yudistira W. Widiyasa, Head of Planning and Budgeting Division, Secretariat of Directorate General of Primary and Secondary Education, Ministry of Education and Culture.

Aliyas, Head of General Affair and Staffing Division, Secretariat of Directorate General of Primary and Secondary Education, Ministry of Education and Culture. Head of the National Secretariat of School Health Programme (UKS), at the Ministry of Education and Culture.

Rigil Munajat, Project Manager of the Fit for School Programme funded by GIZ in Indonesia and from the UNICEF Indonesia Country Office.

Chizuru Iwata, Adolescent Development Officer.

Yayu Mukaromah, School Health Consultant.

Aline Ardhiani, WASH in Schools consultant.

Putri Sortaria, WASH Partnership and Monitoring Consultant.

Emilie Minnick, Child Protection Specialist, Focal Point for Gender.

Mitsunori Odagiri, WASH Specialist, Knowledge Management.

And Anu Paudyal Gautam, WASH Knowledge Management Specialist at HQ for the final review.

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UNICEF's water, sanitation and hygiene (WASH) country teams work inclusively with governments, civil society partners and donors, to improve WASH services for children and adolescents, and the families and caregivers who support them. UNICEF works in over 100 countries worldwide to improve water and sanitation services, as well as basic hygiene practices. This publication is part of the UNICEF WASH Learning Series, designed to contribute to knowledge of good practice across UNICEF's WASH programming. In this series:

*Discussion Papers* explore the significance of new and emerging topics with limited evidence or understanding, and the options for action and further exploration.

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