

# 7 Public-Private Partnership for Handwashing with Soap in Indonesia

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## Context

In Indonesia each year more than 50,000 Indonesian children under five die from diarrhoeal-related diseases. Handwashing with soap effectively reduces diarrhoeal diseases and respiratory infections in children. While handwashing has been promoted in Indonesia for the past 20 years, these efforts have been uncoordinated and unevenly spread across the archipelago, with a population of almost 240 million.

## The partnership approach

In 2006, the government called for a national handwashing with soap movement to improve coordination and to take ownership of the program. To increase resources and reach out across the nation, a Public-Private Partnership (PPP) for Handwashing with Soap (HWWS) consisting of government, development organisations and private businesses was created.

In 2007 a Core Group of PPP-HWWS was organised at the national level. The Core Group was originally set up with eight organisations from public, private and non-profit sectors. By 2010, the expanded group now includes:

- government: Ministry of Health and the National Planning Agency (BAPPENAS);
- donor organisations: WSP-World Bank, Asian Development Bank, USAID, UNICEF, WHO;
- the private sector: Reckitt Benckiser, Unilever, Triple Ace, Exxon Mobil, Indofood, Bank BTPN;
- non-governmental organisations: Save the Children, CARE, Johns Hopkins University, Mercy Corps and Plan International; and
- community-based organisations: PKK, Muhammadiyah.

Members of the Core Group develop activities in areas related to their interests and strengths. Some work directly with local government, while others develop their own projects with NGOs active at community level. From 2007, the focus has been on the promotion of HWWS into a sustained national program and on awareness-raising throughout the country.

In 2008 the Minister of Health approved the national Community-based Total Sanitation Strategy (STBM). The STBM has five pillars:



Sanitation Coverage:		Water Coverage:	
Rural	Urban	Rural	Urban
36%	67%	71%	89%

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Dr. I. Nyoman Kandung, former Director General (DG) of Disease Control and Environmental Health, Ministry of Health, and Ir. Budi Yuwono, Director General of Human Settlement, Ministry of Public Works, washed hands with school children during World Water Day, 2008

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end open defecation and adopt handwashing with soap, safe household water systems, solid waste management, and wastewater management. The Minister of Health decree on Community-based Total Sanitation serves as an umbrella law for managing the handwashing program in Indonesia.

### Private sector involvement

The message that handwashing is a simple solution to save the lives of children is easy to understand and easy to sell. However, involving business in supporting handwashing programs where the government is the central coordinator requires effort, both on the government side and for business.

Indonesia requires Corporate Social Responsibility (CSR) programs of corporations by a law passed in 2007. Article 74 states that *“Limited liability companies that conduct their businesses in the areas of and/or related to natural resources are obliged to conduct social and environmental responsibility programmes (13)”*.



A performance by the Bina Vokalia School of Music during the Handwashing Stakeholder Assembly in 2008

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The CSR law provides opportunities for the government to partner with the private sector, which is important to scale up the program. However, in the beginning, local governments had concerns that corporations would promote specific brands using CSR. The PPP had to increase government confidence to own the handwashing program. Coordinating the PPP in a transparent way with fair competition among companies who are direct competitors has helped the government stay neutral in the partnership. Businesses also had concerns about partnering with the public sector, such as being exploited and the different cultures and style of work. The PPP also advocates for the private sector’s own channels and distribution networks to communicate messages about handwashing with soap. Patient trust-building work was required, but is now producing results.

- A record-breaking attempt involving 5000 school children and 7000 mothers was conducted in 2008, led by Tangerang Administrative with support from USAID, Care and Unilever, and was recorded by the Museum Record Indonesia (MURI) for the most number of people washing hands together at the same time and in the same place.
- Business initiatives in handwashing promotion have included Bank BTPN which has conducted monthly interactive discussions with customers at 46 branches on handwashing with soap and displayed the HWWS videos and posters in all its branches operating in 14 provinces and a total of 366 outlets countrywide.

- Indonesia’s largest noodle maker, Indofoods, is interested in a long-term engagement and ran the HWWS public service announcement on TV terminals in all its factories for three months in 2009.

Certain brands and products that can harm public health are not allowed to participate in the program. Weapons, liquor, tobacco, milk formulae for babies one to six months old (as a breastfeeding substitute) are not suitable supporters for a handwashing campaign, as is stated in the *Technical Guidelines for Co-Branding*<sup>1</sup> document.

### National-level program roll-out

The main tasks of the Public-Private Partnership are raising awareness and coordinating handwashing promotion activities throughout the country. Through the Community-based Total Sanitation strategy, water and sanitation projects around the country are required to integrate handwashing components into their plan.

In addition, there are activities conducted directly with stakeholders by the PPP at national level. These are aimed at drawing nationwide attention to handwashing messages and showing national government leadership in the activities. At the national level, the Core Group and partners coordinate communication activities through mass media such as radio and television and in events for specific audiences. Examples of other national program handwashing activities include:

- Global Handwashing Day 2009 involved more than one million students across the country supported by the PPP partners, and led by the Ministry of Health.
- November-December is the main Hajj Pilgrimage season. There are six regional offices for Hajj Travel which host thousands of pilgrims for a couple of nights before embarking to Saudi Arabia. The posters and stickers about the five critical times for handwashing are placed in dining halls, toilets and kitchens.
- A Bird Flu campaign was launched in August 2008 in conjunction with Muhammadiyah, the largest faith-based mass organisation in Indonesia, and was conducted in nine cities in five provinces. The campaign recommended the practice of handwashing with soap to prevent bird flu, and was supported by USAID, WSP, Unilever and Reckitt Benckiser.

### HWWS campaign materials

The Public-Private Partnership develops documents to provide a basic understanding and a framework of the initiative in Indonesia. These include:

- the *General Guideline for HWWS Programme Management*<sup>2</sup> explaining the design of the program, policy and the strategy;
- Technical Guidelines for carrying out HWWS programs;
- the Catalogue of Handwashing Facilities Options showing design options for areas with and without piped water supply;

<sup>1</sup> The Technical Guidelines for Co-Branding were developed by the HWWS Core Group.

<sup>2</sup> The General Guideline for HWWS Programme Management and Technical Guidelines were developed by the PPP to support the government’s total sanitation strategy.

- Technical Guidelines for Co-Branding outlining rules of work between local authorities and the private sector;
- PPP General Guidelines describing who can be partners in the handwashing program; and
- the Advocacy and Communication Strategy describing strategies for communicating HWWS messages to audiences.

Handwashing program materials include:

- a pocket book for community organisations and local health promoters;
- a story book for mothers of younger children and comics for school children;
- public service announcements for TV, video and audio; and
- a fact sheet, stickers, re-usable shopping bags and posters.

These can be reproduced by the private sector if credit is given to the original developer, either the PPP secretariat or a partner organisation.

Training-of-trainer modules for government officers were also prepared. These describe guidelines about the program and content issues such as: the importance of soap in preventing the spread of germs from hands; types of diseases that can be controlled; social marketing; steps in building partnerships at local level; and choices of settings to carry out activities. There is also information about how to conduct group discussions, make action plans, and energiser techniques for use in training. These modules are used by the HWWS team in the Ministry of Health's capacity building in regional and local water and sanitation implementation projects.

## Key operating methods of the Public-Private Partnership

### Working closely with Ministry of Health directorates

The work program of the Public-Private Partnership (PPP) for handwashing is linked to the activities of three Ministry of Health directorates. Based in the Directorate of Environmental Health, the PPP coordinator works closely with the handwashing with soap team and the Total Sanitation program secretariat. The Centre for Health Promotion has access to community health centres in the entire country and an excellent network with the private sector. The Centre for Public Communications mobilises journalists and the media. These three Ministry directorates play important roles in promoting handwashing with soap.

### Private sector involvement

The private sector has been increasingly involved in the program. Promoting handwashing increases the public demand for soap, plastic containers, plastic hoses for water piping and other products related to washing hands with soap. The Corporate Social Responsibility law also motivates businesses not related to soap or water to support the handwashing program. Exxon Mobil, an oil and gas company, for example, integrated handwashing messages in mothers and girls empowerment and education programs in Aceh, Central and East Java. Indofood displayed the handwashing promotion materials at 32 production sites to remind workers to always wash hands before touching the raw food material. A talk show was conducted with support of Reckitt Benckiser and the Royal Trauma Hospital to

increase public awareness on H1N1 flu pandemic, and the importance of handwashing with soap. The show reached around 11 million viewers.

### Collaborating with water and sanitation projects

The PPP for handwashing with soap developed solid links with large-scale water and sanitation projects coordinated by the Ministry of Health. These include projects supported by the World Bank, Asian Development Bank, and NGOs such as Mercy Corps, Plan International and Care. The project staff often meet at coordination meetings of the Community-based Total Sanitation program. At the meetings it was agreed that all projects must have in their plans a component for handwashing with soap. This has helped bring the handwashing messages to a large number of officials and their project teams. Through them, the PPP has been able to connect with local administrations at various levels around the nation, helping to scale up the program and reach wider target audiences.

### Cost sharing

The PPP for HWWS secretariat in Indonesia has been supported by the World Bank's Water and Sanitation Program, East Asia and the Pacific. As the owner of the movement, the Ministry of Health co-funds the work through its budget for Community-based Total Sanitation. Costs are shared among the national government, international development programs, private sector, NGOs and other hygiene promotion projects. The local government administrations are expected to take a greater part in the HWWS program by allocating budgets and cooperating with the private sector.

### Monitoring and results assessment

Each partner in the PPP has its own tools for baseline surveys and monitoring. The tools largely avoid asking people about their HWWS behaviour, which often results in the respondent giving a 'correct answer', but not necessarily reflecting actual handwashing practices. Additionally, the Ministry of Health has developed a means to measure advocacy



Exxon Mobil staff helping to promote handwashing with soap to mothers and girls during Women's Week, 2008

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and awareness activities, which will be used for reporting by local government health officers to national level.

The focus of the first three years of work was on advocacy, awareness raising and establishing a framework for government's future role in promoting handwashing with soap, rather than on behaviour change at community level. Starting in June 2010, an integrated activity with WSP's Total Sanitation and Sanitation Marketing program will be carried out to measure handwashing behaviour among people in areas which have been declared free from open defecation. A



A mother with her baby washes her hands using a tippy tap

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combination of all the data reported by the different partners from their project areas and data collected in Ministry of Health is expected to present an overall picture of both HWWS programs and practices in Indonesia.

## Conclusions

The first three years of PPP for HWWS have focused on building trust and setting up partnerships with a wide range of organisations. Government leadership of the handwashing promotion within the broader total sanitation strategy ensures that the program will continue over time. With the support of the private sector and community-based organisations in awareness-raising

campaigns, handwashing promotion has reached target audiences in wider areas than the government or development organisations alone could have reached.

## Key challenges of moving forward

### Commitment of the partners

The program is led by the government whose commitment comes through the Community-based Total Sanitation strategy. The Public-Private Partnership works with various stakeholders and places the government in the centre of the partnership, as a means to move from donor-supported projects to nation-wide involvement coordinated by the government. However, government needs to increase its budget for the program so that it is less dependent on external funding. For the private sector, commitment to the program should move beyond supporting specific events to more strategic planning, both short- and long-term. Under the law of Corporate Social Responsibility, businesses can help carry out the whole behaviour change program, from the baseline survey all the way through until evaluation after the program.

### Local implementation

Even though the national government has agreed to support the handwashing program, given the level of decentralisation in Indonesia, local governments are the key implementers of any centrally-approved policy or strategy. Thus, local government officials must be motivated, because the national government does not directly command local administrations.

### Sustainability of the program

The two main elements that secured progress of the Public-Private Partnership for handwashing with soap in Indonesia for the past three years were government leadership from various directorates in Ministry of Health and the involvement of private sector and donor/development organisations. In addition, other ministries have been involved through coordination of the National Water Supply and Sanitation Working Group (AMPL). The AMPL network has made hygiene a priority, which helps to move promotion of handwashing with soap from piecemeal, village-by-village efforts to a broader national program.

With the strong public-private network and a growing HWWS community, combined with clear guidance from the government's Total Sanitation Strategy, promotion of handwashing with soap will play a key part in improving Indonesia's progress towards better sanitation and hygiene in the years to come.

### Lessons learned

The private sector has gradually realised that public health promotion is not, and should not, be the sole responsibility of the government, but that the involvement of the private sector is essential. This has helped move the program from a limited role with sanitation projects, NGOs and local citizens (mainly supported by external donors), to a wider involvement of multinational and local industries with government.

### Recommendations

For a country with a large population and many existing or potential players in handwashing promotion, and the potential

for private sector involvement, it is recommended to first focus on creating a strong supportive environment with government. This will create umbrella laws and strategies and structures for the sustained attention of government and stakeholders, and move the program from piecemeal activities to a coordinated nationwide program.

When the support environment has been created at national level, a nationwide community-based behaviour change program will be more easily introduced, and all hygiene community players including the private sector can support each other in different areas to cover all audiences in the country.

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