

MID TERM REVIEW STUDY
SCHOOL SANITATION SUB PROGRAMME

GOVERNMENT OF UGANDA-UNICEF
COUNTRY PROGRAMME 2001-2005

FINAL REPORT

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Executive Summary

Sequence	
Country	Uganda
Region	ESARO
Date of Report	September 2003
Language	English
Theme	Improving school sanitation
MTSP	
PIDB	
Type	Study
Follow up	
File Attachments	4 [Cover page, Main Report, Executive Summary, Field Note]
Hard copy to be sent	Yes
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Title	Mid Term Review Study on School Sanitation, Hygiene and Water in Primary Schools in Uganda
Authors	Emmanuel Kamuli and Moses K. Musaazi
Partners	Ministries of Education and Sports, Natural Resources, Health, Finance, UNICEF, DFID
Institutions	Primary Schools, Local authorities,
Background	This study was commissioned by the Gender Task Force and authorised by the MOES M&E Working Group as part of the Country Programme Mid Term Review, to assess achievements against planned activities for the school sanitation sub programme, as well as assessing the strengths, weaknesses, threats and opportunities to the current programme.
Purpose/Objective	<p>The specific terms of reference were to:</p> <ol style="list-style-type: none"> 1. Establish the overall progress of school sanitation, hygiene and water programme since the declaration of UPE. 2. Focus on the sub programme of the new CP from 2001-2003 achievements, noting constraints in implementation. 3. Assess the contribution of the sub programme on girls' enrolment and indicate other contributing factors. 4. From interviews and literature available at school level, establish any effects or perceived effects on WES related diseases among school children. 5. Review the institutional arrangements in place in terms of policies, strategies, institutions and actors in terms of appropriateness, effectiveness and partnerships. 6. Analyse the nature of interventions which have been put in place in terms of advocacy or awareness for hygiene and sanitation improvements, technology choice in the area for appropriateness, relevance and effectiveness. 7. Review enabling or constraining factors for improved hygiene and sanitation. 8. Document the experiences and lessons learnt.

	9. Draw up recommendations including scaling up strategies for promoting school sanitation as a national programme.
Methodology	<p>Mostly qualitative through:</p> <ol style="list-style-type: none"> 1. Observation: of school facilities, pupils' behaviour, advocacy strategies in use, community facilities that provided opportunities for extension of desirable behaviours, etc. This was both anecdotal as well as systematically structured.. 2. Focus group discussions: with parents, pupils, teachers, members of PDC, SIT, and DIT, as well as officials of ministries and Unicef. 3. Interviews with key informants: these were in depth interviews over a wide range of themes with key stakeholders at both national and district (or sub district) levels. 4. Technology assessment using a predetermined checklist. 5. Comprehensive literature review. In all over 100 books, manuals, reports, journals, newspaper articles and pamphlets were reviewed.
Sub programme objectives	<p>The overall objective of the school sanitation, hygiene and water sub-programme is to fulfil the rights of 70% of primary school girls and boys to improved sanitation, hygiene and safe water, in selected districts, by 2005. Specific objectives are:</p> <ul style="list-style-type: none"> ▪ to reduce girls' dropout rate, due to poor sanitation and hygiene in schools, by 20%. ▪ to reduce the pupil-stance ratio, separate for girls and boys, in primary schools from 1:328 to 1:40 ▪ to ensure that at least one female and one male teacher in every school facilitates hygiene behaviour. ▪ to ensure that child-to-child activities on hygiene and sanitation take place in 50% of primary schools
Brief comments on progress against sub programme objectives	<ul style="list-style-type: none"> ▪ Reports indicate that decline in the dropout rate among school girls that is attributable to improved sanitation is 3%. This is a small but extremely significant statistic. ▪ Progress on stance-ratio improvements has been significant since at least 1/4 of the 56 districts are reported to have attained the 40:1 ideal as efforts are stepped up countrywide to improve coverage further. Indeed, the preoccupation is now shifting from mere stances, to installations that are sensitive to the needs of girls who are growing up (washrooms, sanitary protection, accurate and timely information) as well as the special needs of disabled children (ramps, rails). Local authorities are also increasingly focusing on provisions of latrine facilities for teachers so that they do not encroach on facilities for the disabled. ▪ Teacher training has occurred but those trained are sometimes subjected to a backlash by those who felt excluded, leading to lack of collective responsibility on school sanitation. This has been exacerbated by limited support supervision by MOES. CCTs were reported to have mainstreamed school sanitation in their outreach activities but given their wide catchment areas, it would be preposterous to expect them alone to cause effective behaviour change.

	<ul style="list-style-type: none"> ▪ Ensuring Child-to-child activities has happened but not as effectively as would have been expected. Schools that have adopted the GEM concept are more active with child-to-child links and are promoting sanitation beyond the school. Others are yet to be galvanised to implement activities as their own programmes.
<p>Findings</p>	<p>That much as coverage of school sanitation has improved tremendously over the years, the current CP is severely hampered by lack of resources. The lack of consistent community mobilisation and lack of systematic training , monitoring and evaluation have all contributed to a slackening in the progress achieved.</p> <p>With reference to specific terms of reference, it was reported as follows:</p> <p>1. Overall progress of school sanitation, hygiene and water programme since the declaration of UPE</p> <p>Overall there has been remarkable progress from the stressful situation that was unleashed by the launching of UPE when facilities were totally inadequate, to the present situation whereby most schools are within reach of the internationally recommended norms for school sanitation. This has been made possible through the concerted efforts of Government, development partners contributing to the school sanitation SWAP basket, civil society and non government organisations, and specifically the GoU-Unicef Country Programme. Furthermore, the broader water and sanitation sector has achieved greater coverage which has made it possible for school-home links relating to school sanitation.</p> <p>2. Key achievements and constraints in implementing the new Country Programme 2001-2003</p> <p>The key achievements for the country programme include the leveraging of school sanitation in the public domain, coordination of various stakeholders, development of standard models for facilities and guidelines for installation of those facilities, contract processes, advocacy tools and strategies (including the formation and effecting of pupil-led interventions through clubs), education and training of teachers and other sector workers, and generally reversing the tough trends characteristic of the initial years of UPE. Successful use of existing structures and fostering of a sense of ownership among various stakeholders were also noted as achievements.</p> <p>Constraints have mainly consisted of resource related issues, largely due to a decision by development partners to channel resources to budget support, but also due to an interruption in PAF funding to MOES. These in turn meant that many of the activities relating to social mobilisation were not conducted as expected.</p> <p>3. Contribution of the sub-programme on girls' enrolment and other contributing factors</p> <p>The sub programme has contributed significantly to the enrolment of girls, with a perceived levelling off in numbers between boys and girls. Furthermore, there is a small but remarkable decline in dropout rates among girls, meaning that many more are completing the primary cycle. Other contributing factors were reported, such as the tough laws on defilement, exciting co-curricular activities in schools, improved attitudes among parents. Nonetheless, school sanitation is a major factor in determining whether girls remain in school or not.</p>

4. *WES-related diseases among school children and their effects*

School authorities and pupils are acutely aware of the relationship between water and the sanitation of their school and their personal hygiene. They also know how this could translate into proneness to WES-related illnesses. In terms of awareness and sensitisation the sub programme has made significant inroads. It was also reported that due to stepped up efforts to provide water to schools as part of the drive towards improved hygiene and sanitation, incidences of ailments like scabies, eye infections, jiggers, ring worms and diarrhoeal infections have declined. No district had actual figures to back up this observation, but the strength of argument lay in what was perceived as anecdotal evidence.

5. *Institutional arrangements are in place, their effectiveness and appropriateness*

Since the programme was relocated to the Department of Primary Education it has been faced with severe challenges relating to funding. However, the department remains the most appropriate coordination centre largely due to the fact that the majority of activities relating to school sanitation are the responsibility of the PPE department. What is required is a formal set-up that brings together officials from Education Planning, Teacher Education, the Construction Unit as well as Education Standards Agency to form a coordinating team that will network with other players. Such a team would also help in expediting the policies that are still in draft form but are critical to scaling up interventions. School level interventions have also been affected by the lethargy at upstream levels of the programme structure.

6. *Interventions in terms of advocacy/awareness for hygiene and sanitation improvements, technology choice, appropriateness, relevance and effectiveness*

Advocacy for improved school sanitation has been carried out, albeit not in a very purposively structured manner. This was partly due to limited resources to facilitate more systematic interventions, but also in part because stakeholders seemed to have inconsistent expectations about the sub programme. Technology choice was in most cases appropriate and amenable to quick installation. What is lacking is holistic community or learner involvement from planning, operation and maintenance, monitoring and supervision, and eventual ownership for sustainability. Also, the link with household sanitation needs to be strengthened through advocacy and awareness raising, and this is one area where pupils can lead as agents of change.

7. *Enabling and constraining factors for improved hygiene and sanitation*

The policy framework within which the sub programme is operating is an enabling factor. So too are other CP interventions such as CFS, GEM, AGEI, IECD and others. The fact that district officials and sub county/parish workers have accepted their roles in ensuring that things work is an enabling factor. The flexibility of the CP to new ideas, and the capacity of the CP to respond urgently to emergencies have proved helpful in focusing

	<p>interventions.</p> <p>However, various constraints continue to affect the programme. These include political interference in the processes of the sub programme, weak monitoring at the school/parish levels, persistent cultural factors which negate the place of the girl child in the system. Even attitudes in the community towards sanitation have a bearing on school sanitation.</p>
<p>Recommendations</p>	<ol style="list-style-type: none"> 1. The Ministry of Education and Sports should conclude the planning process that has held up PAF funding from Ministry of Finance so that those resources are released into the school sanitation, water and hygiene sub programme. 2. MOES should endeavour to coordinate the resources coming into the sector, be they from local government, donors or NGOs. The efforts of the districts and sub counties need to be supported more firmly as these lower level actors may not have the relevant clout to deal with donors with an attitude. 3. A unit similar to the one that operated under DWD should be established in MOES so that it can manage the school water and sanitation interventions better. Such a unit should be enriched with experts in environmental health and sanitation, water engineering and well as social sciences. The current focal point officer has gained considerable experience amidst severe constraints and has arguably developed the necessary resilience and gravitas to continue in that capacity. 4. Much as the SWAP is reported to be working well, it should be recognised that it is still relatively a new model. Districts and sub counties need support to enhance their capacity to operate within the SWAP framework. Regular seminars are in themselves ineffective since they involve selected stakeholders, some of who may not be good at cascading the lessons. Other strategies such as brief work attachments (e.g. out-of-station responsibility posts) should be tried. 5. On contracts, the retention fee should be pegged to commissioning of works instead of the day when works start. PDCs should be encouraged to play a more active role in enforcing minimum standards on works. 6. There is need to scale up sensitisation on operation and maintenance of facilities, as well as to look more critically at the various roles of each stakeholder. This will work best if the sub programme devises modules for skills building among school children and members of the community so that they can assure sustainability. 7. The CP should continue to foster the development of appropriate local technologies alongside imported technologies.

	<p>This is more so now that more levels of local supervision have been created in the new structure. It is both economically empowering and enables beneficiaries to develop relevant technical skills for the informal sector.</p> <ol style="list-style-type: none"> 8. Pending policies in the Ministries of Health, Natural Resources and Education and Sports should be concluded so that they add to the enabling environment for school sanitation to thrive. 9. Counterpart funding, which forms part of the planning process, should be scrapped, as it is never realised. Instead, a more reliable form of mobilising local resources should be identified. And once so identified, the basic level implementers should be considered for work-related remuneration (honoraria) to maintain their commitment to the cause of the CP. 10. Related to the foregoing point, it was noted that intra-regional interactions among policy makers and lower level implementers were a regular feature that enabled sharing of lessons and challenges. However, inter-regional fellowships were not common. Yet they offer scope for synergy and mutual enrichment. The best practices of Nebbi, Kasese or Tororo can be effectively disseminated through exchange visits for parish and sub county level workers. It is therefore recommended that such lower level interactions be mounted in the remaining period of the programme. 11. Interventions need to build the capacities of the end users and to address the crosscutting issue of poverty. Installations should therefore have an element of promoting learning by doing among pupils, households and communities. 12. A comprehensive national study should be considered to assemble reliable data on the water, hygiene and sanitation situation in the country. This would enable better responses and would indeed provide the framework for the development of a sub sector Investment Plan. 13. There is need for enhanced partnerships among all the key stakeholders in the school sanitation sub sector. Similarly, the strategy of using existing structures should be strengthened so that school sanitation does not appear to be a parallel programme competing for limited school time. Even club work should be part and parcel of the school curriculum. Choice of hardware installations should consider the possibility of empowering the local community to participate in their maintenance. And once the communities take an increased interest in monitoring and supervision, it should be possible to try out other technologies such as Ferro tanks which failed in the past due to poor supervision.
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	<p>14. The most important recommendation at this point is to compile an accurate database relating to school sanitation, as part of the advocacy strategy, partly to inform future interventions, but mainly so as to provide a basis for instituting a school sanitation strategic investment plan.</p> <p>15. MOES should endeavour to coordinate the resources coming into the sector, be they from local government, donors or NGOs. The efforts of the districts and sub counties need to be supported more firmly as these lower level actors may not have the relevant clout to deal with donors with an attitude.</p>
<p>Lessons Learnt</p>	<p>Lessons mainly relate to strategies for ownership and scaling up. Where schools were experiencing conflicts with communities and they opted to share, this safeguarded the installations. Similarly, where pupils were involved in high profile training sessions they embraced the innovation more readily and went ahead to train others more vigorously than in cases where they were urged to form clubs or to abide by the maintenance roster displayed by the sanitation teacher.</p> <p>On the whole the following lessons emerged:</p> <ul style="list-style-type: none"> ▪ That there is need to maintain constant mobilisation of stakeholders to keep them focused on the goals of the intervention. ▪ School sanitation is equally affected by concerns about poverty, and food security. ▪ Judging the impact of an intervention needs comprehensive data so as to isolate the impact attributable to the particular intervention.

List of acronyms

ABEK	Alternative Basic Education for Karamoja
AGEI	African Girl Education Initiative
AT	Appropriate Technology
BECCAD	Basic Education Child Care and Adolescent Development.
BQ	Bills of Quantities
BTL	Breakthrough to literacy
CAG	Cash Assistance to Government
CAO	Chief Administrative Officer
CBO	Community Based Organisation
CCT	Coordinating Centre Tutor
CEDAW	Convention on Elimination of Discrimination Against Women
CFS	Child Friendly School
CIDA	Canadian International Development Agency
COPE	Complementary Opportunities for Primary Education
CP	Country Programme
CRC	Convention on the Rights of Children
CRE	Christian Religious Education
DANIDA	Danish Agency for International Development
DFA	District Focused Approach
DFID	Department for International Development
DIT	District Implementation Team
DWD	Directorate of Water Development
ECD	Early Childhood Development
ECOSAN	Ecological Sanitation
EMIS	Education Management Information System
ESR	Education Sector Review
FAWE	Forum for African Women Educationists
FRESH	Focusing Resources on Effective School Health
FY	Financial Year
GEM	Girls Education Movement
GFS	Gravity Flow Scheme
GoU	Government of Uganda
HDPE	High Density Polyunsaturated

HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRAP	Human Rights Approach
HWF	Hand washing facility
IDP	Internationally Displaced Person
IECD	Integrated Early Childhood Development
IEQ	Improving Educational Quality
IPS	Integrated Production Skills
IRE	Islamic Religious Education
LCV	Local Council Five [Chairperson/council]
LGDP	Local Government Development Plan
M&E	Monitoring and Evaluation [Working Group, MOES]
MDG	Millennium Development Goals
MOES	Ministry of Education and Sports
MOFPED	Ministry of Finance Planning and Economic Development
MOH	Ministry of Health
MWLE	Ministry of Water Lands and Environment
NA	Not Available
NGO	Non-Governmental Organisation
O&M	Operation and Maintenance
ODI	Overseas Development Institute.
OECD	Organisation for Economic Cooperation and Development
PAF	Poverty Action Fund
PAPSCA	Programme for the Alleviation of Poverty and Social Costs of Adjustment
PDC	Parish Development Committee
PEAP	Poverty Eradication Action Plan
PHC	Public Health Care
PIASCY	Presidential Initiative on AIDS Strategy for Communication to the Youth
PMA	Plan for the Modernisation of Agriculture
PTA	Parent-Teacher Association
PTC	Primary Teachers College
RDC	Resident District Commissioner
RWH	Rain Water Harvesting
SFG	School Facilities Grant
SIDA	Swedish International Development Agency
SIP	Sector Investment Plan

SIT	Sub-county Implementation Team
SMC	School Management Committee
SSB	Stabilised Soil Blocks
SST	Social Studies
SWAP	Sector-wide Approach
TDMS	Teacher Development Management System
TOR	Terms of Reference
TOT	Trainer of Trainers
UNDP	United Nations Development Programme
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
UPPAP	Uganda Participatory Poverty Assessment Project
USAID	United States Agency for International Development
UWASNET	Uganda Water and Sanitation Network
VIP	Ventilated Improved Pit latrine
WES	Water Environment and Sanitation

Background

Prior to the current Country Programme school sanitation was the responsibility of the Directorate of Water Development, in partnership with Ministry of Health. However, general water and sanitation provision consisted of discrete projects by various stakeholders. Most were said to have been supply driven, characterised by duplication, inefficiency and poor coordination.

The current Country Programme operates in a restructured sector wide approach within the wider district focused approach. In this approach funding for the sector—whether internally or from donations—supports a single policy and expenditure programme, under government leadership and adopts common approaches across the sector. It is generally accompanied by efforts to strengthen procedures for disbursement and accountability.

This sector wide approach involves broad stakeholder consultation in the design of a coherent sector programme at micro, meso and macro levels, with strong coordination among donors and between donors and government (ODI). Indeed, the current water and sanitation SWAP operates largely within the ambits of the criteria of a coherent policy framework, with local stakeholders steering the process and upstream levels providing minimum long-term technical assistance. In the districts studied, all significant funding for the water sector supports a single sector policy and is led by the respective local government. Thus, as far as implementation is concerned, the SWAP has constituted a fundamental change in the water and sanitation sector in Uganda, as well as in the relationship between government and development partners.

Development partners are critical stakeholders in the successful implementation of any SWAP. For Uganda, given that the national budget is heavily dependent on donor support, donors will continue to play a key role in leveraging school water and sanitation. Currently, most support is channelled through general budget support to Uganda.

Between 1985-1996 donors provided 98% input into the Water, Environment and Sanitation sector, with government and NGOs sharing the remaining 2% (Country Programme Donor Report). Of these resources rural areas received 40% of funding. Similarly, in the 1980s UNICEF supported the introduction of the community-based maintenance system, reportedly leading to a rise in functionality from 35% to 85%. Since then, UNICEF has continued to catalyse action among various players, government, civil society and donors.

The 2000 Human Development Index (HDI) ranked Uganda 158th out of 174 among the world's most underdeveloped and poverty stricken countries. Recent statistics indicate that at least 40% of the population of Uganda live in abject poverty, with close to 60% in rural areas (above 60% in the north where the insurgency has ravaged the population for long). This shows the magnitude of the challenge facing policy makers and implementers. Yet government efforts towards reducing poverty have been accelerated through such deliberate initiatives as the Plan for Modernisation of Agriculture (PMA), Poverty Eradication Action Plan (PEAP), as well as earlier ones like the Programme for Alleviation of Poverty and Social Costs of Adjustment (PAPSCA). Such national level initiatives are consistent with donor perceptions of poverty reduction as a cross-sectoral issue.

Hygiene, water and sanitation, poverty and food security closely interrelate. School sanitation is arguably a microcosm of this global quartet.

There are various dimensions in which the impact of poor sanitation manifests itself. These include health, economic as well as psychosocial dimensions.

Apart from being a known transmitter of disease (health dimension), sanitation takes on an economic dimension in various ways. In the arid areas that cannot support cultivation, people tend to look after animals that can endure the lack of water, as a strategy for ensuring food security. In deciding priority access to water, the animals are sometimes ranked higher than children. Equally instructive is the fact that in areas where subsistence cultivation is the mainstay of the rural economy, lack of access to markets affects the poor farmers' ability to fight poverty since their produce is usually sold off at give-away prices. Thus, people are caught in a vicious latch of poverty occasioned by either nature or limited access to markets for their produce. This directly affects their capacity to participate in providing for sanitation and proper hygiene at household levels. By extension, school sanitation is equally compromised.

In this country, the relationship between sanitation, economics and food safety was dramatically exemplified in 1999 when Uganda was banned from exporting fish to European Union countries because of poor sanitation at fish landing sites and processing plants. Uganda suffered a loss of foreign revenue due to poor sanitation.

The promotion of hygiene and sanitation in rural areas still remains a major challenge, especially getting the rural poor to invest in improved sanitation. While most people know and want latrines, for example, latrine acquisition may not be a priority item of expenditure. If household sanitation is not a priority, mobilising communities to contribute towards school sanitation is an equally daunting task.

Lenton (1998) argued that in sustainable development, there are few problems more vital than the quality and availability of water throughout the world. Water is both a necessary resource for human development and an environmental resource essential to the health and functioning of the planet's ecosystems. Yet, "in both capacities—development and ecosystems—it is in serious trouble".

Six compelling arguments have been advanced for investing in school hygiene, water and sanitation. These are:

- Sanitation is a basic human right (CRC)
- Schools provide an excellent opportunity to create life-long changes in behaviour.
- Children are effective change agents.
- Improved hygiene and sanitation is critical to the health of school children and the community at large.
- School dropout and low literacy rates, especially among girls, can be attributed to poor sanitation and health conditions in schools.
- School sanitation programmes offer opportunities for participation.

An additional advantage with schools is that they provide venues where concentrations of children can be reaching more efficiently with focused interventions. However, they also pose threats in case of epidemics that afflict large numbers of children.

Thus, locating interventions at school level yields extra dividends for the nation. It is also consistent with various international conventions and national goals. Moreover, it contributes significantly to social transformation.

The School Sanitation study

This school sanitation, water and hygiene study sought to determine how national efforts have fared in the bid to empower schools to instil among learners and their teachers and through them the wider society, the willingness and desire to demand and participate in improving the management of water and sanitation for behaviour change and positive practices. The bigger challenge relates to sustainable sanitation and hygiene in schools, which meets current needs and is able to cope with increasing demand due to increasing school populations. But also, as we have just noted, one which catalyses household sanitation leading to a functional system that yields synergy through school-home-community linkages.

This study was commissioned by the Gender Task Force as part of the Country Programme Mid Term Review, to assess achievements against planned activities for the school sanitation sub programme, as well as assessing the strengths, weaknesses, threats and opportunities to the current programme. The specific terms of reference were to:

6. Establish the overall progress of school sanitation, hygiene and water programme since the declaration of UPE.
7. Focus on the sub programme of the new CP from 2001-2003 achievements, noting constraints in implementation.
8. Assess the contribution of the sub programme on girls' enrolment and indicate other contributing factors.
9. From interviews and literature available at school level, establish any effects or perceived effects on WES related diseases among school children.
10. Review the institutional arrangements in place in terms of policies, strategies, institutions and actors in terms of appropriateness, effectiveness and partnerships.
11. Analyse the nature of interventions that have been put in place in terms of advocacy or awareness for hygiene and sanitation improvements, technology choice in the area for appropriateness, relevance and effectiveness.
12. Review enabling or constraining factors for improved hygiene and sanitation.
13. Document the experiences and lessons learnt.
14. Draw up recommendations including scaling up strategies for promoting school sanitation as a national programme.

The M&E Working Group of the Ministry of Education and Sports gave the formal approval for the study to commence.

Evaluation sites

A total of seven districts were purposively sampled for the study. Care was taken to accommodate specific criteria such as terrain, implementation of AGEI, PEAP/Human Development Index ranking, proneness to conflict, as well as those affected by waterborne diseases and guinea worm infection.

Other factors taken into consideration were

- a) the presence of other interventions of the Country Programme such as COPE, BTL and IECD, as well as guinea worm eradication, that were likely to demonstrate a synergy arising from cross fertilisation of the interventions.
- b) The terrain, particularly the constraints imposed by soil texture, the landscape or the general climatic conditions.
- c) The status of the district within the current CP, e.g. being new, and how previous interventions by other partners (including NGOs) were being exploited to enhance sustainable provisions for school sanitation.
- d) The effects of insurgency or inter and intra ethnic clashes resulting from cattle rustling and how these were impacting on the implementation of the sub programme.

From among the 31 districts currently participating in the Country Programme, the following were selected purposively for in-depth study: Masaka, Tororo, Nebbi, Apac, Moroto, Kasese and Rakai.

The 31 districts in the current Country Programme are:

Northern	Eastern	Central	Western
Arua	Bugiri	Sembabule	Kibaale
Moyo	Pallisa	Masaka	Mbarara
Adjumani	Busia	Rakai	Kabarole
Nebbi	Tororo	Mubende	Bundibugyo
Gulu		Kiboga	Kasese
Kitgum		Kalangala	Ntungamo
Apac			Kyenjojo
Lira			Kamwenge
Kotido			
Moroto			
Pader			
Nakapiripirit			
Yumbe			

Respondents

Various stakeholders were interviewed, and/or participated in focus group discussions. These included district officials (CAO, education, water department, LCV and civic leaders), sub-county officials, teachers, pupils, parents, members of SMC, contractors, PDC representatives, volunteers, etc. Discussions were also held with national level officials, staff of Unicef, and donor representatives. In all over 600 respondents participated in this study.

For selection of schools, the guideline in the TOR was that 20% of the schools in each focus sub county be selected. However, in consultation with the study supervisor, the probability proportionate to size sampling technique was applied to select schools. District officials, in consultation with sub country officials provided the full list of schools which were stratified

to account for differences that were considered critical to the study. Selections were accordingly made to capture those differences.

Methodology

This study was largely qualitative, and would have necessitated prolonged interaction with various contexts in order to understand the forces underpinning observed behaviours and practices. Generally this was not possible. However, the various methods outlined below were used and the emerging data were triangulated and contrasted with the reports of previous studies, as well as those compiled by implementers who were reporting progress of the sub programme. These processes enabled the study team to arrive at conclusions.

The methods mainly consisted of the following:

- Observation: of school facilities, pupils' behaviour, advocacy strategies in use, community facilities that provided opportunities for extension of desirable behaviours, etc. This was both anecdotal as well as systematically structured. In some cases, observation was pre-empted by recognition of the fact that facilities that would enable the occurrence of certain behaviours were missing, meaning that prolonged stay was both irrelevant and time wasting. If there were no provisions for hand washing facilities, or if there was no sign of water nearby, it was least likely that hand washing was a routine practice.
- Focus group discussions: with parents, pupils, teachers, members of PDC, SIT, and DIT, as well as officials of ministries and Unicef.
- Interviews with key informants: these were in-depth interviews over a wide range of themes with key stakeholders at both national and district (or sub district) levels.
- Technology assessment using a predetermined checklist.
- Comprehensive literature review. In all over 100 books, manuals, reports, journals, newspaper articles and pamphlets were reviewed.
- Data validation. At periodic intervals the study team provided progress reports with preliminary impressions to select audiences that in turn provided important feedback and clarifications. These audiences included the M&E working group, the Reference Group comprising key stakeholders in the water and sanitation sector, the Gender Task Force, and Programme Officers at Unicef.

Duration

The study commenced in June and much of the fieldwork was conducted in June through August. Analysis, further iterative consultations and report writing were the major activities for September and October.

Limitations

In the course of the study, several unforeseen constraints emerged. These included the following:

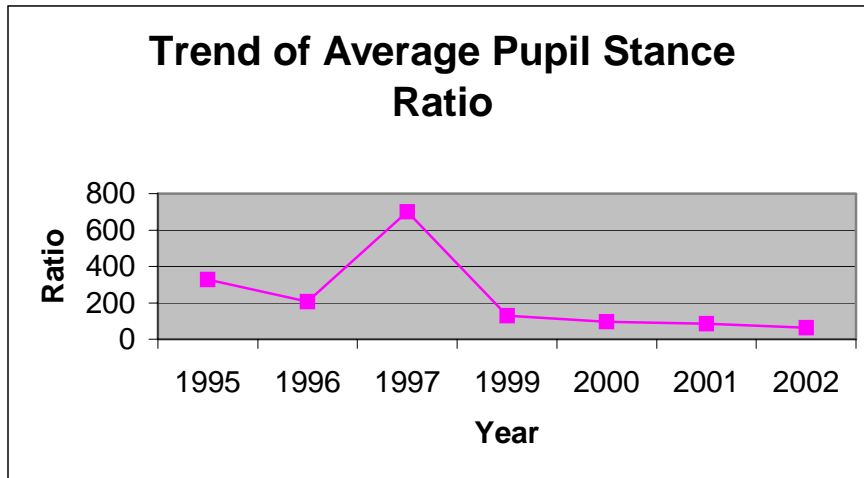
- a) Most districts happened to be finalising their annual budgets and therefore officials were tied down in consultations to beat deadlines. Sometimes this impaired the quality of discussions.
- b) The visit to Nebbi occurred during the national Heroes Day. Much of the information was therefore garnered informally from officials who happened to be in town.
- c) Sometimes it proved extremely difficult to find relevant information. The various reports reviewed contained sometimes contradictory information, making it difficult to gauge which of them was more accurate. Given that they were the main source of data, there were concerns that the study would reinforce circular reasoning rather than inform the Country Programme on actual trends within the school sanitation sub programme.
- d) Even national databases were either inaccessible or when they were accessible the information was not reliable. It was impossible to form an opinion about the progress made with specific interventions for latrine coverage, or provision of water. Disaggregated data was hard to come by. In most cases therefore, we relied on the same sources and had no opportunity to triangulate and confirm data. Even data for 2003 was in most cases unavailable, thereby giving an inaccurate picture for midterm assessment.
- e) There were worries raised about the dearth of coordinated data among partners within the sub programme. Figures tended to be politicised and were used selectively, sometimes even deliberately falsified to various motives. This is discussed under constraints below.

Analysis of the national school sanitation situation

The national water, hygiene and sanitation sector has been undergoing reform with a view to ensuring that services are provided and managed with increased performance and cost effectiveness in an equitable and sustainable manner. The water sector goal is to provide sustainable safe water supply and sanitation facilities based on management responsibility and ownership by users, within easy reach of 65% of the rural population and 80% of the urban population by 2005, with an 80%-90% effective use and functionality of facilities. Thus, the main challenge in developing the sector is to establish strong mechanisms for the effective, efficient and sustainable delivery of water and sanitation services to the end user.

School water and sanitation is but a component of this larger picture. At national level school water, hygiene and sanitation came into sharp focus soon after the launching of the Universal Primary Education Programme, which unleashed a bizarre sanitation situation with reports indicating that some schools had one stance to cater for over 800 children. The national average stood at 300:1. By 1999 the ratio had dropped to 130:1, going on to 100:1 in 2000. In 2001 the ratio had improved further to 86:1. In 2002 the ratio stood at 64:1. In 2003 a number of schools were reported to have attained the recommended 40:1 pupil-stance ratio meaning that national coverage has improved further. In fact, national averages tend to paint a negative picture due to some districts lagging behind and pulling others down.

Below is the graphic presentation of the trends relating to pupil-stance-ratio coverage between 1995 and 2002.



The stress on school water and sanitation necessitated the emergence of strong partnerships between government, development partners and civil society that endeavoured to intervene systematically to alleviate the problem.

Policy framework

Trends in the school water, sanitation and hygiene sub programme were looked at in relation to the policy framework within which the subprogram has operated over the years, the resources mobilised and expended as well as the facilities installed during the current country programme.

The broader country programme has benefited from a series of enabling laws and policies adopted by the Government of Uganda over time. It will be noted that the current programme built on a solid foundation that was established in the previous programme. The enabling laws and policies included:

- The Kampala Declaration on Sanitation—an undertaking by district political leaders to prioritise sanitation in their respective district agenda.
- The Memorandum of Understanding that transferred the coordination role of school sanitation to Ministry of Education and Sports. This was endorsed by various government sectors as well as the donor community.
- The Local Government Act that provided for designated leaders to be directly concerned with children’s affairs. This was buttressed by the decentralisation statute, which not only ceded power to local centres (thereby bringing services and decisions closer to the grassroots) but also enabled enhanced participation by grassroots people in the planning processes.
- The Children’s Statute (1996) which was guided by CRC and reaffirmed Uganda’s commitment to addressing the needs of children. A significant feature of the statute was empowerment of local authorities to establish decentralised family and children’s courts at district level with a slant towards more humane treatment of juvenile offenders.

- The introduction of UPE in 1997 followed in 2003 by the lifting of the ceiling on the number of children per family eligible for free primary education.
- PEAP (I) in 1997 and PEAP (II) in 2003 which provide a framework to enable all development activities to focus on poverty reduction.
- The Water Policy and Regulations which complements the Water Statute (1995) that relates directly to leveraging water and sanitation in households and schools. This builds on the “Policies and Guidelines for the Water Sector” (1994) as well as the National Sanitation Policy (MoH, 1992)
- Benefiting from HIPC initiative which freed funds towards PAF. Some of these funds were ploughed into school sanitation in the initial year of the current country programme and accounted for significant coverage in terms of improving school sanitation.
- The Plan for the Modernisation of Agriculture which directly addresses poverty mitigation through improvements in the agricultural sector, the mainstay of the economy.

In addition to these, several policies are in various stages of development and once completed, will complement the existing framework in contributing towards increased coverage of water and sanitation in schools. These include

- The School Health Policy Framework for Uganda (DWD/MOES)
- The Environmental Health Policy (MOH)
- The Food Safety Law (MOH)

Most of these have been developed to relate to international conventions to which the country has been a signatory. Among these are the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC), Education for All (EFA) and Millennium Development Goals (MDG).

Resources

Mobilising resources towards the current sub programme has been a major challenge for both the country programme as well as the national and local governments. However, it could be said that because of the reforms in the water and sanitation sector, which saw the emergence of SWAPs, much of the activity of partners was channelled through the SWAP arrangement. However, additional resources towards school water and sanitation interventions have been mobilised through other avenues that included GoU-UNICEF Country Programme resources, PAF funds through DWD, School Facilities Grant, Local Government Development Programme, NGOs and CBOs.

DWD PAF Resources

In FY 2000/01 and 2001/02 counterpart funding from Government came from the PAF funds, which were channelled through DWD¹.

PAF finances released to DWD for the CP were as follows:

¹ 2001 was the initial year of the current CP. However, funding through DWD was a result of budgetary provisions for that financial year. No funds have been released to MOES since then.

Year	Amount	Percentage Coverage
2000/2001		41.8%
2001/2002	2,978,771,000	97.4%

With those resources DWD was able to achieve the following coverage in respect to school latrine stances.

For the financial year 2000/01

Activity description	Planned	Achieved	%
5-stance Latrines for primary schools (stable soil formation)	583	402	69%
5-stance Latrines for primary schools (collapsing soils)	547	131	23.9%
5-stance Latrines for primary schools (rocky soils)	126	22	17.5%
5-stance Latrines for primary schools (prefabricated)	83	5	6%
Total primary school latrines	1,339	560	41.8%

- Source: Directorate of Water Development, MWLE

Provisions for sanitation facilities under DWD continued in 2001/2 as follows:

Activity description	Planned	Achieved	%	Cost (Shs) '000
5 stance Latrines for primary schools (stable soil formation)	1,246	777	62%	1,833,153
5 stance Latrines for primary schools (collapsing soils)	281	204	72.5%	472,023
5 stance Latrines for primary schools (rocky soils)	178	128	72%	292,234
5 stance Latrines for primary schools (prefabricated)	54	36	66%	98,411
Public latrines in growth centres	165	86	52%	263,308
Others	5	646	12920%	19,642
Total	1,929	1,878	97.4%	2,978,771

- Source: Directorate of Water Development, MWLE

School facilities Grant

Under SFG, the focus is on classroom construction and latrine construction. Provisions for rainwater harvesting are not intended to benefit the pupils, but their teachers.

Of the general financial resources committed to SFG over the past three years, it was reported that 13% goes towards the construction of pit latrines. Part of the money is spent on installing water tanks at teachers' quarters. It was reported that SFG has now adopted the design of latrines popularised by the GoU-Unicef Country Programme, which has special provisions

for girls' washrooms as well as friendly facilities for disabled pupils. Judging from discussions with relevant officials, it is evident that in future interventions, SFG will provide for hand washing facilities as well as rainwater harvesting containers that will benefit pupils as efforts continue to build among pupils desirable hygiene and sanitation behaviours and practices.

Below is a summary of financial resources that were made available to SFG over the years.

Year	Amount	13% for latrines	No. stances
2001/2002	52,370,382,022	6,808,149,623	6,163
2002/2003	53,660,827,000	6,985,907,510	5,641
2003/2004	59,778,354,000 ²	7,771,186,020	

The following table summarises coverage in relation to latrine stances made by SFG between 1998 and 2003.

Year	Programme	No of Stances
1998/99	SFG	1,295
1999/00	SFG	4,198
2000/01	SFG	6,224
2001/02	SFG	6,138
	ADB	25
2002/03	SFG	5,641
	ADB	1,288
Cumulative total		24,809

LGDP

Local government disburses funds to districts which in turn allocate the same to various sectors including school sanitation. However, it was not possible to retrieve information relating to disbursements specific to school sanitation.

Non-Government Organisations

Non-government organisations participate in school water, hygiene and sanitation at two levels. There are those that implement the CP interventions in some districts, mainly as contractors. Then there are those that participate in mobilising resources for specific interventions. While the former are required to observe accountability and transparency guidelines spelt out in the contract arrangements, the latter are reported to be reluctant to share their information, citing reasons like confidentiality and the need to conform to

² This is the ceiling set for the Construction Unit of MOES by MFPED.

particular arrangements of their donors. Both district officials and programme officers (from reports) expressed exasperation at this sort of arrangement. Clearly, it is constraining as well as undermining the SWAP arrangement.

In summary, the contributions of the various stakeholders contributed significantly to the improvement in the national average pupil-to-stance ratio that in 2001 stood at 86:1, to 64:1 in 2002. It is evident judging from these trends that the current ratio is much better, with an estimate of 50:1 being quite reasonable.

The GoU-Unicef Country Programme

The 2001-2005 CP focuses on human rights issues that affect children and women, especially those living in conditions of absolute poverty and armed conflict. The goal of the CP is to help create a clear vision of desirable, long-term changes in the survival and development prospects of children. A major strategy of the CP is to foster the participation of children. It is argued in the Master Plan of Operations of the current CP that “Child development cannot happen without taking children’s voices seriously. Therefore, this calls for enfranchising children participation in day-to-day community life, in important institutions and processes, and in decision making”.

The schools sanitation sub programme is a component of the school and community sanitation, hygiene and water programme. The overall programme objective is to fulfil and protect the rights of 70% of girls, boys and women to improved sanitation, hygiene and water. Therefore, the programme supports the national goal of “sustainable provision of safe water within easy reach and hygienic sanitation facilities, based on management responsibility and ownership by the users, to 100% by the year 2015 with an 70-90% effective use and functionality of facilities.”

The school sanitation sub programme aims to:

- Reduce girls’ dropout rate, due to poor sanitation and hygiene in schools by 20%.
- Reduce the pupils stance ratio, separate for girls and boys, in primary schools from 308:1 to 40:1.
- Ensure that at least one female and one male teacher in every school facilitate hygiene behaviour.
- Ensure that child-to-child activities on sanitation take place in 50% of primary schools.

The school water and sanitation sub-programme is located within the Primary and Pre-Primary Department of the Ministry of Education and Sports. According to the Strategy Paper for the promotion of sanitation and hygiene in the primary education sub-sector, a technical review of the water and sanitation sector in 2001 noted that the lack of involvement of MOES in the activities of the sector was posing problems such as inadequate integration of hygiene promotion in the curriculum, duplication of efforts thereby overstressing the available time, inadequate follow-up by educationists, and generally sidelining the education structures already in place. An inter-ministerial committee therefore decided that the sub programme be located in education.

The Human Rights Approach to Programming (HRAP)

Human rights are fundamental to the current Country Programme which is a partnership between Government of Uganda and UNICEF. For the latter, the CRC provides the guiding frame of reference, with CEDAW as an important underpinning of UNICEF's mandate (Guidelines, 2001). The two conventions derive from earlier human rights instruments starting with the Universal Declaration of Human Rights and the two covenants on Civil and Political Rights, and Socio-economic and Cultural Rights that were adopted by the General Assembly in 1966.

UNICEF adopted the HRAP for the current Country Programme in Uganda in order to highlight the 'value-added' that the general principles and specific standards of the conventions could provide. It was anticipated that what was bound to change, as a result of the rights-based approach was the scope of issues examined as the basis for programme development.

The HRAP operates within the overarching principles of non-discrimination, the best interest of the child, the right to participate and be acknowledged, and the right to survive and develop. This approach calls for more inherently integrated, cross-sectoral and decentralised activities, and for participatory approaches recognising that the ultimate beneficiaries of any intervention are central actors in the development process.

The rights-based approach has important considerations such as

- The notion of the legal and moral obligation and accountability of the state and its institutions with regard to meeting the basic needs of its people.
- The affirmation that women and children are rights holders, not objects of charity (hence the need to enhance their capacity to participate in processes and decisions concerning and affecting them).
- The principle that benevolent and charitable actions are insufficient.

Within this approach, the sub programme identified four obligations of duty bearers that they would need to pursue in order to ensure that the rights holders are enabled to achieve their rights. The four obligations are:

- To recognise and respect the right of children to learn in a clean environment. Inherent in this obligation is the desire to streamline all legislation, policies, by-laws and guidelines and to disseminate these at all levels.
- To promote the right of children to learn in a clean environment and especially to enhance the capacity of districts and lower civic structures to prioritise this right.
- To protect the infrastructure required to reinforce positive behaviour and practices and therefore ensure that children are not unnecessarily assailed by sanitation and hygiene related diseases.
- To fulfil. Given that only 3% of Ugandan school children currently enjoy the right to learn in a clean environment, this obligation places the onus on duty bearers to manage their resources effectively in order to enable more children to realise this right. This requires them to remain cognisant of the stress imposed by swollen numbers resulting from implementation of UPE.

Operational strategies

The sub programme adopted the following operational strategies:

- a) Putting the rights holders at the centre of the programme through large-scale advocacy campaigns to convince duty bearers at all levels that school children have this right. This is to be achieved through encouraging rights holders to demand their rights.
- b) Focusing on duty bearers at household and school levels by supporting them to collect and analyse information concerning the situation in their schools. This would result in comprehensive school sanitation plans that primarily rely on community/school resources. The sub programme also hoped to orientate sub county and district level duty bearers to support lower level duty bearers.
- c) Providing facilities for hygienic sanitation, as an entry point to promoting the wide range of positive behaviours around improving sanitation, safe water supply, learning of good hygienic practices and understanding the link between nutrition, sanitation and disease patterns. Focus was to be placed on correct use and maintenance of facilities to ensure that they translate into improved health. It was also envisaged that the sub programme would encourage meaningful participation of children in improved sanitation and hygiene activities in their communities through child-to-child approaches emanating from school-based science clubs. It was further hoped that with primary enrolment currently at over 6 million children, this strategy would create at least six million change agents operating in every community in Uganda.

According to the activity analysis contained in the sub programme plan of activities, advocacy, information systems, education and training, as well as service delivery were to constitute the main strategies. Under advocacy, the programme planned to mount mass media and folk media advocacy campaigns on sanitation for political and civic leaders. In information systems, the sub programme envisaged the production of monitoring formats which would be used by prefects and inspectors. The sub programme also proposed to train teachers and tutors in co-curricular and mass media activities while supporting teachers in the implementation of child-to-child activities. Lastly, the private sector was targeted for involvement in constructing user-friendly sanitation facilities.

Partnerships

The planning process of the sub-programme took time to analyse the various strategic partners who were likely to play a crucial role in leveraging resources for school sanitation. Among the donor community, the following were identified alongside the niche they were best placed to service:

Activity	Key ally					
	World Bank	DANIDA	DFID	USAID	Irish Aid	The Netherlands
Construction of sanitation and water facilities	X	X	X	X	X	X
Use/maintain sanitation and water facilities	X			X	X	
Institutionalise sanitation inspection in MOES			X	X		
Promote sanitation through co-curricular activities		X				
Teacher training in promotion of hygiene		X				

Standards

Standards were spelt out in a number of guidelines for national and local leaders as well as schools. These guidelines included technical and cost options for installing sanitation and water facilities, community mobilisation, operation and maintenance, as well as support, monitoring and evaluation. The standards also sought to foster the development of demand responsive approaches in the school water and sanitation sub-sector.

In addition, guidelines were prepared and disseminated to all districts and sub counties in the CP concerning the contract processes and supervision of installations. The guidelines for a child friendly school are that the school should be rights based, whereby all teachers, boys and girls are expected to have a basic understanding of the Rights, Roles and Responsibilities of the child. The school should also be effective in providing quality education. It should be gender-sensitive and girls friendly. It has to be a healthy school where girls and boys learn in a quality learning environment. The school has to be protective/safe. And finally the school is expected to cultivate partnerships and strong relationships with the local community.

Similarly, there are clear guidelines for selecting schools to benefit from CP interventions. These spell out the principles to be followed in order for the school to access funding.

Lastly, the programme has put in place policy guidelines for school sanitation, hygiene and water, which indicate the minimum interventions, eligibility criteria and procedures. The eligibility criteria targets government schools which are:

- Involved in the UPE programme (including schools with or without classroom structures).
- Without a nearby water source (in a distance of more than 0.5 km).
- With a high enrolment.
- With a high ratio of pupils to existing latrine stances.
- Whose community shows interest and willingness to participate in the activity.
- Within a GoU-Unicef programme area.

The procedures detail issues to do with access to funding, privatisation and contracting procedures, accountability and reporting. There are also the summary standards for quality control that specifies expected outputs in relation to latrine construction, hand washing facilities and rainwater harvesting facilities.

For latrines, the standards spell out the following: two 5-stance latrines of 10 metres deep (or lined 5m), built with burnt bricks, with separate facilities for girls and boys, door shutters, a urinal with soak away pit, corrugated iron roof and slab floor. Anal cleansing materials like paper/leaves/toilet paper should be provided. Each block should have a stance for pupils with special needs and the girls' block should have a washroom.

Hand washing facilities should comprise of a 200-litre container with 3 taps raised on a platform, with a drain, soak away pit and soap or ash.

Rainwater facilities consist of a 10,000-litre HDPE (plastic) tank with a tap, mounted on a flat-topped platform.

The guidelines go further to spell out the roles and responsibilities of stakeholders, who include district authorities, sub county authorities, contractors, teachers, school management committees, PTA executives, pupils and central government

Thus, even if the approach is district focused, and even if the districts are in the driving seat as far as implementation is concerned, they operate within a structure that enables consistency and comparison of progress across the country, only taking into consideration unique features that would inform any deviations from the standard.

Annex 2 shows the activity process flowchart.

Assessment of the current sub programme coverage 2001-2003

Introduction

This section looks at the progress of the current sub programme against the set benchmarks as outlined in the PPA.

Programme Financial Resources

Within the country programme it was planned that in line with the District Focused Approach (DFA) 80% of the resource envelope goes to the districts while 20% would remain at the centre. However, even if the cash resources realised in 2001 for school and community sanitation, hygiene and water exceeded the budgetary projections by about 15%, 29% of the resources were utilised at the centre while 71% were disbursed to the districts.

	Amount '000	Percentage
Planned amount for programme implementation	2,408,522	
Total funded by programme	2,786,172	115.68%
Total funded for districts	2,038,060	73.15%
Total funded for sector support	748,112	26.85%

Compared to the general Cash Assistance to Government (CAG) where 64% of the total funds were allocated to districts, the school and community sub programme was better managed. Even then, this shows that for the initial years of the programme, the 80:20 arrangement was over optimistic about the capacity of the districts to internalise and manage their part of the responsibility with minimal long-term backstopping from the centre. For the first few years of the programme whose approach has drastically changed from the previous one, more resources needed to be provided for the centre to provide supervisory support until there was sufficient evidence that the districts, sub counties and schools could proceed on their own.

In 2002, the Country Programme was affected by a huge budget deficit, as Unicef was unable to mobilise the required funds. Bilateral WES funds were channelled into the WES-SIP. Thus, the sub programme was only able to mobilise \$239,000 out of the budgeted \$903,000

(i.e. 26.5%). This deficit was compounded by the interruption in PAF funding towards school sanitation referred to above. In this financial year, and subsequent ones, it was also reported that there was nil counterpart funding. As a result many districts could not carry through their planned activities. The absence of social marketing resulting from diminished funding contributed to high failure rates (estimated at 30%) of installed facilities.

The following table summarises the financial expectations of the current sub programme as well as what Unicef was able to mobilise for the two previous years:

Year	Budgeted \$	Actual \$	Shortfall \$	Percent
2001	869,000	614,000	255,000	71%
2002	903,000	239,000	664,000	26.5%
2003	880,000			

The Country Programme hoped to mobilise \$880,000 towards school sanitation in 2003. Data on progress for this year was not readily available. However, it was reported that many donors who previously channelled support through Unicef are now contributing directly to GoU through budget support, in keeping with the move to strengthen SWAPs. Given that PAF funding is unlikely to be realised this current financial year, and given the trend in resource mobilisation by Unicef, it is evident that school sanitation will continue to be affected by a poor resource base.

Programme Implementation

This section assesses actual progress of the sub-programme for the two and a half years it has been operating. The section looks at service delivery, advocacy and mobilisation, information systems, as well as education and training.

Service Delivery

Installation of facilities comprised provision of rainwater harvesting tanks, hand washing facilities, construction of VIP latrines.

Latrines

According to the Results and Activity Analysis, facilities under the school sanitation sub programme were to comprise latrines, hand-washing facilities, and safe drinking water sources as well as refuse pits. A target of 15,000 latrine stances, separate for boys and girls with provision for disabled pupils and hand-washing facilities was set.

By the end of 2002, the sub programme had completed construction of 4,061 latrine stances including over 200 washrooms specifically for girls and an equal number for children with special needs. This total includes installations at primary schools, community pre-schools, community centres, and temporary schools in the north and at COPE centres. The sub programme also introduced special latrine design options to cater for disabled children, girls and unique terrain.

165 two-stance latrines (330 stances) with hand-washing facilities were also installed using HDPE reusable superstructures (crest loos) at pre-schools and temporary schools. In addition, pilot installation of eco-sans commenced in the districts of Kasese, Arua, Nebbi, Moyo and

Yumbe as a response to challenges posed by difficult terrain. So far at least 60 stances have been built and advocacy and mobilisation have been stepped up to ensure acceptance by the end users and the public.

The year 2002 also saw the formal introduction of the concept of providing emergency sanitary pads for girls in Bugiri, Pallisa and Iganga districts. By 2003 this had spread to many schools in all districts including those outside the current country programme.

Summary coverage against planned targets for 2001-2005

Year	Type	No of Stances	Target	% attained
2001	sub-programme 475x5	2,375	3,000	87.3
	COPE, pre-school, etc. 123x2	246		
2002	Sub programme 190x5	950	3,000	48
	Washrooms for girls	100		
	Pre-school, COPE, etc. 165x2	330		
	Pilot eco-sans	60		
Total end of 2002		4,061	6,000	68

Given that the goal of the CP was to construct 15,000 stances in five years, the target for the two years would be roughly 6,000 stances. Thus, by the end of the second year the percentage coverage relating to latrines was 68%. Considering the constraints the programme faced, this was a major achievement. Furthermore, when this is set against the 5-year projects, the CP had accomplished 27% of the programme goal before the mid point of the programme.

The following section provides a brief technical assessment of the latrine facilities in terms of cost effectiveness, user friendliness, quality control and monitoring, operational and maintenance, as well as appropriateness of technology.

- a) **Cost effectiveness:** an average Shs. 4,500,000 is given for the construction of a 5-stance pit latrine, complete with a girls' washroom or a boys' urinal. The actual sum depends on the zone and type of latrine (e.g. standard, brick lined, eco-san, mobilet). The country has been mapped into nine zones each with a recommended type of toilet. While the amount is based on the provided Bills of Quantity (BQ) it is fixed irrespective of distance from town centre and terrain (e.g. hills and mountains of Kasese). When we compared this average sum with what other providers spend on latrine construction (including SFG), and also considering that their designs are not as child friendly, it was noted that these latrines are cost effective. Indeed, there was no serious justification for the gross variations (up to 10,000,000/= in some instances) cited by competing programmes.
- b) **User-friendliness:** the new design model of the VIP latrine—which caters for the special needs of disabled pupils as well as unique needs of girls relating to sexual maturation—was a major innovation. Across all the districts that were visited during the study, there was overwhelming consensus that the new design is contributing significantly to regular participation of girls in school. Though no figures were readily available, all district officials and teachers/headteachers reported reduced absenteeism relating to sexual maturation. Given that absenteeism usually leads to poor performance, the sub programme is making a strategic contribution towards

improving the academic performance of girls. Enhanced performance is in itself a major argument for keeping girls in schools. Pupils themselves confirmed that they no longer panic about the possibility of menstrual accidents at school because senior women teachers, girl prefects and other female teachers are on hand to help, and that the facilities such as wash basins, wrappers, soap, pain killers and the presence of clean water in a special room, were enough guarantees. Given the adage that educating a woman means educating a nation, the small contribution of sensitive facilities is bound to result in phenomenal returns in terms of social transformation.

Many of the schools visited did not have severe cases of disability and the facility designated for disabled children was being used by teachers or as an additional stance for pupils.

The districts visited have now embraced this model as the standard and schools that are not in the Country Programme are being encouraged to adopt the model.

- c) **Quality control and monitoring:** all districts in the country programme have adopted a standard contract process. In this process, districts follow specific guidelines in awarding tenders and a retention fee of 5% is levied. However, in some districts, wily contractors peg the counting of days on the start of works rather than on commissioning. But generally, this fee is relatively small if it is to act as a penalty for shoddy work. Instead, consideration should be made for contractors to obtain a “performance guarantee” from a finance institution.

Furthermore, much as broader ownership was reported, the involvement of various stakeholders was not consistent, due in part, to the assertiveness of the contractors and the unclear demarcation of responsibilities among the beneficiaries, PDC members, SIT members and DIT as far as supervision was concerned. For example some school authorities felt marginalized and only waited for the facilities to be handed over. Yet DIT members could not provide continuous supervision due to lack of transport and their own demanding workloads.

In one instance in Tororo the Sub-County Chief had blocked the handover of a latrine to the school because of shoddy work. This action illustrates what an empowered stakeholder can achieve for the intervention.

District Engineers who are supposed to be the final authorities on quality control were in most cases said to be busy and therefore did not provide the necessary technical support to the schools and SIT members.

- d) **Operation and maintenance:** Generally speaking, the sub programme endeavours to choose technology that requires minimum operation and maintenance. More success is evident in relation to operation. Latrines in most schools were clean (it was quite easy for the study team to differentiate between stage-managed cleanliness and consistent good practice). But maintenance e.g. fixing rainwater drainage (to clear pools that form on the floor when it rains), broken doors, missing door locks, and blocked urinals, remains a challenge to most schools. A sanitation teacher and health prefect (pupils) were available and (theoretically) knew their duties. All pupils (except P1-P2) were given duty rosters to clean latrine facilities. However, they seemed to lack the skills to carry out routine maintenance.

Continuous sensitisation on O&M is still needed. The roles and probably incentives for responsible teachers and pupils need to be looked into constantly. However, the wider issue of specifying teachers for sanitation should be re-examined since it seems to have bred a hands-off attitude among those not charged with the responsibility. Similarly, more resources need to be committed to training pupils in the management of general sanitation as well as fixing facilities so that they can be equipped with a transferable skill as part of a wider life skills training. Lastly, the roles of community members and PDCs need to be further clarified and particularly how they can play these roles, so that their participation can be enriched.

- e) ***Appropriateness of technology:*** the country programme has put in place guidelines for the recommended type of latrines for different soil textures, e.g. brick lined pits for loose soils, etc. The sub programme has also initiated experiments with mobilets and eco-sans. However, before full countrywide roll out is done, pilot trials should be done and any snags sorted out by the AT providers so as to give clear guidelines to contractors.

The programme should endeavour to tap the creative talent of local artisans and school children in responding to local problems. For a start there could be experimentation with an “ideas competition” to see who comes up with workable local solutions. This could also be extended to developing artisan or vocational skills to service or manage installations.

Hand washing facilities (HWF)

Hand washing facilities go hand in hand with latrines. The CP guidelines provide for the installation of 200-litre hand washing containers at the latrines. These are supposed to have three taps each to ease congestion at latrine points especially at break times when there is usually a rush to the facilities.

By June 2003 the sub programme had installed 478 hand washing facilities in 478 schools, of which 288 were in community pre-schools, community centres and at COPE centres. Because of the visible benefits demonstrated by this strategy, and due to the efforts of schools to link positive behaviour to the community, many schools have also been able to install temporary hand washing facilities using 20 litre cans.

Hand-washing facilities were a problem throughout all schools visited. Originally mobile HWF were placed near latrine entrances. These were plastic containers (50-100 litres) with metallic taps. However, mobility and plastic-to-metal connections have led to loose taps or broken containers. In nearly all cases the HWF were either in sporadic use or had been abandoned altogether. The best HWF were in Rakai and Tororo where they were placed permanently on a fixed stand. The tank was secured with a concrete casing to avoid theft.

An appropriate design (permanent) HWF is necessary. Otherwise, even where the practice of hand washing (especially in Kasese) had caught on, it may be lost through lack of practice. A very good example of an appropriate HWF can be found at Nakaseke PTC in Luwero District. It is made out of stabilised soil blocks and cement: it can hold up to 600 litres of rainwater harvested from the latrine roof. It was reported that previous experience with such technologies had discouraged Unicef from considering them again. However, it might be more fruitful to use the lessons learnt from the previous bitter experience to insist on better quality this time round.

While efforts continue to supply plastic HWF to schools, another attempt to construct more sturdy tanks out of stabilised blocks should be made. Though these require extra supervision, they will impart local skills including that of making rainwater-harvesting tanks.

Provision of safe drinking water

The rate of achievement in connection with safe drinking water has been phenomenal. The sub programme aimed to support the construction of 500 appropriate safe drinking water sources over the five-year period. By June 2003, the sub programme had provided 1,181 HDPE tanks to schools. This represents a 236% rate of coverage, and if the trend is sustained the sub programme will surpass its projections with a runaway rate of achievement.

The tanks are part of the CP contribution towards accessing safe, clean water to school children, mainly for their drinking needs but also to help with other sanitary requirements, particularly for girls. Provision of rain water harvesting facilities is a recognition of the abundant, safe and clean rain water that this country receives throughout the year, which is normally left to waste because of failure to apply appropriate technology to harness this gift of nature. Much as this has been done, it was noted that the area targeted for harvesting (approximately 10m) is in most cases inadequate, thereby leaving a lot of water to run off the roof into the ground.

Among all the schools visited during the study, only two (one in Nebbi and the other in Masaka) provided clean drinking water for pupils. Either pots were placed in corners in the classroom, or jerry cans were placed at strategic places accessible to pupils. In other schools pupils said they drank any water available. The risk of water borne diseases was therefore quite high. In fact, Kichwamba Sub-county in Kasese district had been experiencing a cholera epidemic for over a month (May-June 2003) and the lack of safe water provisions exposed pupils to the epidemic.

Provision of clean drinking water requires more sensitisation so as to become a practice. Unless more water is made available at school, this maybe difficult to attain.

Provision of water for sanitary needs was evident in many schools in the districts visited, especially those schools operating within the CFS framework. This was also borne out by the reports of programme staff working in the districts and regional offices. One school in Tororo was using a teacher's house for the purpose. Pupils acknowledged the existence of these facilities and reported that access to them was easy. However, the fact that only hand-washing facilities were assumed adequate for sanitary needs in certain schools was indicative of the priority status accorded the problem. It calls for concerted support efforts on the part of the sub programme so that numbers of teachers trained should be accompanied by statistics on teachers who have had refresher training.

The situation is worse when provision of water for sanitary needs has to be made. Though there were claims that a basin was available whenever requested for by the girls, the reality was only a hand washing facility in place.

Below is an assessment of their cost effectiveness, user-friendliness, quality control and monitoring, and O&M.

a) ***Cost effectiveness:***

The cost effectiveness of the tanks is yet to be realised. Each tank costs about 2.5m/= before installation. When installed with a concrete base the cost is at least 3,000,000/=. Given that many are not functioning for a number of reasons (broken taps, deliberate locking to reserve the water for teachers, etc.) value is not being realised for the money invested.

b) ***User-friendliness***

Earlier versions of tanks had no provision for either a washout or water filter. These have been provided for (following a recommendation by the CP to the manufacturers). All installed tanks had enough clearance to place a 20-litre jerry can below the tap. In a few cases installation had failed because of low roofs.

It could therefore be stated that generally the tanks are user friendly.

c) ***Quality control and monitoring***

In some cases there was evidence of poor quality control during installation. However, generally, most concrete bases were of good quality. The guidelines had been adhered to.

Guttering works were poor in virtually all schools, mainly due to slopes being too small, clamps being too few, and/or joints between gutters not having been secured with bitumen. These were all a result of poor workmanship. Thus the amount of rainwater harvested was little.

d) ***Operation and maintenance (O&M)***

Several tanks were out of use because they lacked proper O&M. Either the tap was weakly fixed, or when it became loose no one tightened it, or no one cared to close the top lid.

It is obvious that this failure to operate and maintain the tanks is severely undermining the objectives of the sub-programme. Taps are attractive to children to play with, and in fact that pull is one way of sustaining the behaviour of hand washing. Thus, it should always be expected that taps would come off the tank even if they were firmly fixed.

In one school in Nebbi district the pupils refused to use the water because of a foul smell. Apparently a bird had fallen into the tank and decomposed. This indicated improper installation of tanks, whereby there was confusion about the hole at the top of the tank. Usually this is intended for mains water but in this case the contractors used it for harvesting rainwater.

e) ***Technology Appropriateness***

The Country Programme provides 10,000 litre plastic tanks. Some schools had benefited from other donations (e.g. concrete or Ferro-cement tanks). Whatever the type of tank, there were many examples of success and failure, i.e. some were functioning whereas others were not. Plastic tanks are high-tech and only require installation. Others (e.g. concrete) would

require extra supervision during construction but they are cheaper and therefore provide more value for money.

A recent study indicated that big plastic tanks provide suitable environments for the fast growth of harmful bacteria. This would be a major setback to the programme if it were to be proved that the sub programme is actively promoting technologies that are inimical to the long-term goals of the programme.

Equity

Most schools reported that girls and boys were treated equally in fetching water. However, priority is given to water for the midday meal where such meals are provided. Thus, where the school experiences water shortage, the first element to sacrifice is hygiene and sanitation.

Distances travelled to alternative sources of water varied between a few meters to five kilometres. In the latter case, precious class time is lost in the process. Actually, most CP schools fall in the latter category since this is one of the criteria for eligibility to benefit from CP interventions.

All tanks should be installed such that rainwater is harvested from the entire roof so as to minimise the option of pupils fetching water from boreholes or unprotected springs and shallow wells. Furthermore, 10,000 litre capacity tanks are too small for school needs; at least 30,000 litre tanks would suffice. This is where sturdy tanks made out of stabilised blocks would provide a longer-term solution. Moreover, given that most communities felt marginalized when it came to sharing in the water, a higher capacity tank would make it possible for members of the community to share the water.

That notwithstanding, the intervention of rainwater harvesting must be continued especially in areas which are 'water stressed' (Kasese, Karamoja) and with a high mineral content (Masaka-Rakai dry corridor).

Refuse disposal

In all the seven districts, all school compounds were found to be clean of litter.

No school visited had provision for separation of plastics from biodegradable rubbish, nor did they have provisions for proper disposal of sanitary pads. Pads and other sanitary protection are tossed into the pit latrines. Schools endeavour to burn these, but they need to be exposed to alternative methods of disposal. The Sexual Maturation project in Kyambogo University, in conjunction with the Appropriate Technology Centre at Makerere University, is currently popularising cheap, environmentally friendly incinerators that schools and indeed the CP could study with a view to procuring for schools.

Advocacy and social mobilisation

The media, citing authoritative sources at both national and district levels, continued to report that a high percentage of homes lack proper sanitation facilities. In some districts, it was reported that well over 40% of households have no toilets. District reports by Unicef programme staff attest to these reports. As such, facilities available at school do not seem to be available at most pupils' homes e.g. hand washing facilities. The pupils therefore live in two worlds. The downside of these worlds is that they undermine the development of

appropriate behaviour, but also that they threaten whatever good achievements may have been realised through child-to-child initiatives.

One way of enhancing proper sanitation habits among pupils is by encouraging the homes to acquire or erect similar facilities such as provision of water tanks and latrines through skills development to the community. Though a slow process, the community needs to be assisted in getting the facilities through skills development so as to construct their own facilities. There have been several innovations in water tanks, hand-washing facilities, improved rainwater harvesting and latrines. Much as this is a role designated for the community sanitation sub programme, this is one area where the two can cross-fertilise ideas to come up with lasting solutions. The Country Programme needs to undertake a study into the feasibility of such technologies.

As part of social mobilisation efforts, and also to build a basis for sustainability, the Country Programme enabled the creation of supporting structures at the parish, sub-county and district levels to coordinate interventions. These have also been instrumental in accelerating the school sanitation sub programme. Full participation of PDCs, SITs as well as DITs in all districts was reported.

A sanitation art competition was conducted in 2001 in which 226 children from all districts of the country participated. 64 of the children were girls. Through this competition, these children were given the chance to practise life skills and to articulate issues related to hygiene and sanitation creatively and artistically.

Through the FRESH initiative 326 teachers were trained in handling girls' issues and skills-based health education. This included equipping them with counselling skills. In addition, schools were encouraged and assisted to establish health and life skills clubs as well as child-to-child activities.

Concerted efforts were made to integrate hygiene in the curriculum, so that boys may appreciate the special needs of girls. Issues relating to the process of growing up are usually contentious and more often than not, teachers skip them altogether even when the curriculum has made provisions for them. This is because of the overarching culture of silence that characterises the process of sexual maturation, into which most adults have been habituated.

There were equally concerted efforts through media campaigns on local and national radio stations as well as newspapers to keep sanitation in the limelight. Promotional flyers were also utilised. These were printed in three different languages.

In 2002 the school latrine options manual that had been initiated in 2001 was completed and 10,000 copies were printed.

Thus,

- a) Because of systematic training and planning efforts, schools are reportedly endeavouring to set up institutional measures for improving hygiene and sanitation. Though not widespread, schools are gradually embracing the idea of using non-traditional avenues such as clubs to promote desirable behaviours and practices among children. Child-to-child and GEM are clubs that have been launched successfully, but science clubs are also increasing.

- b) There have been enhanced relations among the formal providers (i.e. the Ministry) and other agencies or organisations such as non-governmental organisations. By deliberately targeting non-governmental organisations for inclusion, the sub programme created a meeting point for likeminded institutions to participate in the provision of services to schools. There were reports of enhanced collaboration to deliver services and information targeting girl children in schools. In Nebbi district, FAWE was particularly mentioned for championing causes that place the girl child at the front of interventions, though schemes like the role model approach where successful women are used to engender a love for success in academics and life among younger girls.
- c) Flexibility of the sub programme in response to unique challenges. In Moroto, communities are encouraged to use the latrines meant for ABEK Centres. This may look like an encroachment on the facilities of the children but it is a strategy for sparking off appropriate practices and attitudes among the community so that demand can be generated at the household and community level for a similar service. It also gives girls access to the facilities beyond school time.

Information systems

Information relating to school water and sanitation was collected and managed as part of the school submissions to district data banks and MOES EMIS. It was not immediately obvious how sub counties and schools were taking advantage of the GIS mapping launched in 1998 under WES. Considering that at the national level GIS was reported to have enhanced rational decision-making, resource mobilisation and accountability at district levels, it would have been expected that GIS would feature in school reports on school sanitation, particularly given that most of the sub counties of focus are considered vulnerable in one way or another.

There have been efforts in the current CP to establish community based information systems and to link these to DMIS, EMIS and Birth Registration in order to improve on validated school mapping and micro planning methodologies. Community facilitators were trained and they continue to offer invaluable services in the capturing of data, its management and subsequent use during planning stages. Though capacity is not yet fully built, the framework exists for realising the target of functional community based information systems. Now that PDCs are noted to be compiling extremely useful data on their communities, such data should be tailored to capture school related issues such as incidence of water-related sicknesses, it would be a major boost to networking efforts and information sharing. It would also enhance the prospects for sharing good practices and lessons.

Education and training

In order to foster positive behaviour change, the sub programme adopted the strategy of teacher training, advocacy, health education and life skills training. In 2001 the sub programme trained PDCs, CCTs and teachers. In all 860 headteachers, science teachers and CCTs from 230 schools were trained.

In 2002 teachers who received training on sanitation, advocacy, health education and life skills were from an additional 230 schools. By reporting time more than 700 headteachers, science teachers and CCTs from 600 schools were trained.

236 teachers from the districts of Yumbe, Kibaale and Kyenjojo received training on sanitation and the Child Friendly School concept. And in response to teachers' outcry concerning lack of information on how to manage menstrual hygiene, MOES spearheaded the development of information booklets for pupils, parents and teachers.

Overall, the following can be stated in terms of achievements:

- a) There is now enhanced capacity through the SWAP. Key players are gaining increased confidence on the workings of SWAP and acknowledge it as an efficient and equitable way of managing scarce resources. They also laud it as a better approach as it enables accountability to the centre as well as the stakeholders. As one official pointed out in Nebbi district, "it is much easier to account to the centre since they provide standard formats and have known measures to deal with defaulters. The grassroots people want results and impact."
- b) Districts are also increasingly embracing the rights-based approach and in fact cite inclusion of rights in interventions as a major indicator. Reported resistance to children's rights was not noted among DIT, SIT, PDC or any other active players implementing the sub programme. Instead, there were reports that children are taking the lead in demanding action from duty bearers, say in instances when parents deny them scholastic assistance or try to withdraw them from school. Even cases of child molestation are getting fewer, thanks to vigilant civic structures, the impact of the life skills programme (BECCAD) and children's awareness of their rights.
- c) The sub programme has successfully used existing structures to implement interventions. SMCs, CCTs, senior women teachers, prefects, etc are among the concerned parties monitoring and appraising installations. This enhances accountability and transparency, but also builds capacity at those levels.

Impact

Much as it may seem a bit early to assess the impact (given that data for 2003 is inadequate) certain issues stand out as clear pointers of the impact of the sub programme so far.

- a) The improved stance ratio coverage is evidence enough of the results of the sub programme, particularly with advocacy which has continued to attract more partners into the sub sector.
- b) Flowing from the above, reports indicate that up to 4% of primary school girls who would have dropped out of school due to sanitation-related factors remain in school. The programme is therefore practically contributing towards retention.
- c) The multi-faceted efforts on school health, including school health/hygiene parades, construction of sensitive facilities, addressing attitudinal factors and providing teachers with relevant skills and competencies, have all contributed towards lowering the rate of dropout and therefore contributed to improving the quality of education. In fact, when the dropout figures for boys are compared with those for girls, there is a levelling off which shows that girls are no longer the automatic dropouts.
- d) Significantly, diseases relating directly to hygiene, such as jiggers, ringworm, scabies and body lice are reportedly declining. Even Kasese which is the national punching

bag for cholera reported a reduction in cholera infections among school children. During the study, only one case was reported to have contracted the disease and fortunately, responded to medication and survived.

- e) Through child-to child activities, there is more evidence of children reaching out to their siblings as agents of change. Even some districts reported children demanding that their parents provide latrines at homes. This was a credible indicator that the children are taking their role seriously. No figures could be adduced towards this but all it shows is that the goal of making the 6 million pupils agents of change is attainable.
- f) The CFS concept has gained a momentum of its own that is likely to outstrip planned expectations. In all the districts where it has been introduced the schools that are not within the sub programme are reported to have embraced it as an empowering tool for learning and participation. Children are reported to demand that CFS be introduced in their schools. Parents are equally vigilant in encouraging schools to adopt approaches that enhance learning. As a result, the CCTs who have been trained in CFS concept have taken the initiative to reach those teachers who are yet to be reached with the concept, thus mainstreaming it.
- g) School community linkages are also reportedly improving and this is another sign of success. Parents are reportedly getting more and more involved in school activities. The remark made in one of the districts that 'parent' does not mean one with a child in that school but any adult, is a major recognition of the responsibility of adults towards improving schools. In Kelle PS parents not only contributed a block of latrines each for girls and boys, but also put up one for teachers. There were reports that in Moroto district, parents have started to provide small jerry cans to their children to carry water to school. Much as this is not yet a widespread practice, it is an initiative that needs to be supported.
- h) Increasingly, the CP model has been accepted and is being mainstreamed by other intervening programmes in school sanitation. The washroom for girls has been accepted and adopted as a standard model for future interventions. The hand washing concept has caught on in many schools, including water stressed areas like Moroto where pupils at ABEK centres can be seen coming to school with their 1-litre cans. Provision of menstrual protection will soon become a by-word for every school. Slowly but surely, the CP has led the way for others to reflect and emulate.

In conclusion, a lot has been covered so far and given the resource constraints experienced by Unicef and MOES, what has been put in place can be described as impressive. Districts reported that a combination of hardware inputs and software strategies like mobilisation had resulted in improved usage of the installed facilities (especially latrines) by the beneficiaries. Considering that this was a concern of the previous country programme, it could be recorded as a clear success. Stakeholders also commented positively about the current programme, in that they find it more participatory and this has fostered a sense of ownership. However, considering the challenges relating to behaviour change, mobilisation and advocacy need to be viewed as permanent impediments. In other words, the programme should not content itself with figures covered but should see these as potential backsliders who must be constantly prodded and encouraged to carry on.

Constraints

The country programme experienced a number of constraints, which threatened the smooth flow of planned activities. Some derive from unanticipated problems during the planning process while others were largely the result of limited funding.

Policies

While a series of enabling policies and laws are in place, there are a number that are directly relevant to the sub programme, which have not yet been passed. These include the school health policy and the environmental health policy, which are still in draft form. The absence of these policies midway of the programme continues to undermine the progress that would have otherwise been made. Moreover, for the school health policy, the arguments about its probable duplication of the Minimum Standards outlined by the Education Standards Agency suggest an element of in-fighting within the same Ministry, which would be unfortunate. While there were suggestions that the task force that was detailed to streamline the positions of the two instruments was due to finalise their work, indications were that this would not happen in the foreseeable future.

Funding

It emerged that contrary to the belief that Ministry of Finance was reluctant to release PAF funding to Ministry of Education, it is weaknesses within the Ministry of Education itself that were blocking the PAF funding.

The issue of national level coordination deserves a bit of analysis. Deriving from the earlier decision to locate school sanitation within the primary education department, it is obvious that some thought and reflection informed this decision. Among the roles the coordinator would be required to play, the most visible would be installation of infrastructure yet the most critical is the software aspect which includes developing guidelines, standards and strategies for promoting school hygiene and sanitation. It also entails developing and disseminating promotional materials, supervising sanitation programmes and developing or analysing the school curriculum to identify strategic entry points. In addition, the position entails working in a multisectoral arrangement to sensitise stakeholders, disseminate information and promote sharing of experiences. These activities in themselves argue for the location of the programme in the current department. However, the important step would be for the Department of Planning to meet with the Department of Pre Primary and Primary to map out strategies for accessing PAF funds so that the loss suffered in the past two years does not become entrenched.

It was also reported that generally counterpart funding at the districts is never realised much as it remains a major feature in their plans. This was due to the generally low revenue base in most districts.

A related factor is the failure by some districts to account for funds disbursed to them by Unicef. This failure to submit timely accountability is bound to imperil the entire national programme.

Perceived exclusion

It was pointed out in the report that the strategy of training some teachers in all schools was meeting the constraint of some teachers expressing bitterness that they have been excluded from the training. Teachers commented thus: “when it comes to eating they take their friends but when it comes to maintaining sanitation it becomes a collective responsibility”. Others said they too have their own additional responsibilities.

Situations to do with seminars and projects usually create winners and losers. These provide ideal conditions for the emergence of resistance to innovations and this reality has to be recognised. Given that the teachers in a given location are usually few, and that this is really a refresher training building on what they will have covered in their teacher education courses, it should be possible to encircle all teachers in a given location via their coordinating centres. Moreover, it should be recognised that strictly speaking there are no specialist teachers at primary school level. Today’s science teacher is expected to be tomorrow’s SST teacher, in line with the holistic training provided at PTCs.

Related to this is the perception that the much-hyped participation of children is in effect largely peripheral and doled out to them as recipients. The report of Kalangala captures this sense poignantly when the remark is made that “child participation is not obvious in the real sense of the word *participation*”. The impression created is that the sub programme has not yet come to the stage where the rights holders are enabled to participate in the formulation of interventions, and that like previous interventions, they will be reached last when the sub programme is running out of steam.

At the upstream level concerns were expressed that somehow Unicef has ‘disappeared’ into the grassroots levels and abandoned her coordination role, thus leaving fellow donors and especially Ministry officials (natural resources in particular) in the dark. One officer even remarked that in previous country programmes it was easy to tell what Unicef was doing, where, and with what results. The current approach, plus the fact that Unicef has many programmes it is pursuing seems to have severely drained the capacity to manage satisfactorily. It was clarified that these sentiments were made with a view to finding a possible solution of enabling Unicef as a key partner in the CP to recover the momentum of coordination and advocacy.

Corruption in the tendering process

All the districts visited recognised this as a major constraint. However, all have tried to devise measures and byelaws to deal with corruption. Corruption is blamed for shoddy works, among other evils. It is even made worse when the officials entrusted with the award of tenders turn around and take on the tenders using front companies.

Related to this is the continued angst districts suffer with politicians who interfere with processes. Either they will want to swing the intervention to their respective areas without allowing the selection process to take its course. Or in some cases they are accused of inciting communities not to participate in school sanitation programmes, arguing that that is the role of government.

All districts know such fellows and identifying them would be easy. It would not even qualify for description as witch-hunting.

Commitment to the goals of the programme

Some impatience was expressed in some districts about the apparent lip service paid to the sub programme despite the comprehensive planning processes undertaken. It was said that the actions of some key players were contradictory to their expressed intentions relating to school sanitation. Others were accused of behaviours and practices that did not conform to the expectations of society given their status, such as district and civic leaders who hold forth on the universal need for improved sanitation and household/school latrines but have none in their homesteads.

Even schools complained that some parents express anger when they find their children participating in maintaining hygiene and sanitation. One remarked to the teacher that “my child is not a *chura*” this being a derogatory term to refer to a cleaner of latrines.

There is also insufficient evidence of ownership of the programme, as exemplified by constant reference to the Country Programme as the Unicef programme. This casts sustainability in an ambivalent light.

Lack of comprehensive monitoring and supervision

This relates to the lack of funding from the Ministry of Finance towards supporting activities of MOES. In the initial year of the programme, MOES carried out comprehensive monitoring visits to all regions of the country and a fairly large sample of districts were involved. In the second year, the districts were drastically reduced. Monitoring by the ministry provides another level of supervision that complements that by local level actors. Moreover, it is an opportunity for the centre to mentor the local leaders, just as the ministry learns incidental and planned lessons on the progress of the programme. Such learning feeds into future planning.

The lack of systematic monitoring and evaluation is therefore a very unfortunate scenario.

Competing demands

Some concern was expressed about the fact that district officials seem to be too busy with many competing demands on their time. One respondent even referred to them as “busy ‘workshoppers’ hopping from one seminar to another”. This description was not unfounded. Many officials sit on a number of committees and at any one time a district official will be travelling out of the district to attend a workshop or seminar. In fact the sub county level stakeholders pointed out that sometimes they also see the district officials only when there is a visitor from Unicef. In their turn, district officials counter that they do not usually have the requisite logistics to check on progress at the sub counties. That notwithstanding, the issue of many competing demands is a real one and thus the complaint is genuine.

At the school level, the concern is that many initiatives are conceived as if the schools have inelastic time. Thus, an NGO will want to conduct an activity with teachers, another wants to engage with the children, all expecting undivided attention and follow up. While schools appreciate these initiatives, they are concerned that they eat into their school time and place too much responsibility on children. Too many visits to schools are also perceived as disruptive to school activities.

Enabling factors/opportunities

A number of factors provided the opportunity for the sub programme to thrive and realise the achievements outlined above. These include the following:

- a) The district focused approach, which has placed the sub-programme closer to the beneficiary communities. Through the volunteer networks, PDCs, SIT, SMC and DIT, there is now stronger participation and enhanced accountability. This capacity among the communities to demand accountability augurs well for participation and transparency.
- b) Links with other CP supported interventions like IECD, CFS, CFBEL, GEM, AGEI, COPE, ABEK and others. These provided a basis for realising benefits of the synergy of their implementation. In districts where there were more of these CP interventions the evidence of enhanced progress was evident since the main players at DIT and SIT levels were able to cross-fertilise best practices.
- c) The linkage with community based interventions seeking to improve child health, such as the home based management of fever, nutrition within the IECD framework, enhanced capacity at sub county and community levels on integrated approach towards prevention of common childhood illnesses.
- d) Other players at national and local levels, including DFID, DANIDA, World Bank, SIDA, Action Aid, and others contributed significantly towards making it happen. Their readiness to contribute towards a School Sanitation Investment Plan is a further boost to school sanitation.
- e) Government commitment demonstrated through various programmes and initiatives like PAF, PEAP, PMA, SFG, LGDP, decentralisation, etc.
- f) The effective TDMS, which places tutors among schools and provides a mechanism for evaluation/appraisal, teacher development through INSET and dissemination of good practices. CCTs, for example, have embraced sanitation and are providing a vital avenue for accelerated intervention on the software issues of the sub programme.
- g) The considerable body of experience, expertise and knowledge that has accumulated over time. Indeed, the current programme found in place resources and structures that it has judiciously used to scale up interventions for school sanitation. Earlier interventions, which still survive, such as Child to Child and life skills initiative have enhanced the current sub programme.
- h) The ability of the Country Programme to source appropriate technologies from elsewhere that can be applied (sometimes with minor adaptations) to local situations. Hence, eco-sans and mobilets are capable of making a big change in the sanitation of areas facing unique hardships such as loose soils, rocky grounds, insecurity (IDPs) etc.
- i) There are enabling policies within which the sub programme operates. Similarly, draft policies such as the School Health Policy, Environmental Health Policy will go a long way in helping the sub programme to increase coverage.

- j) The bottom-up planning process, which has now been institutionalised, enables targeted and relevant interventions. It also provides a basis for ownership and sustainability of interventions, just as it provides the rights holders with the opportunity to participate.

However, there is still widespread concern that despite the impressive gains made over the years, national coverage on water and sanitation remains among the lowest in the world. Generally speaking the same could be said of school sanitation as well.

Some have attributed this to the low level status sanitation seems to occupy in the public domain. However, given the public and official interest by various stakeholders, it is not possible to sustain this anxiety. Indeed, the highest political office has demonstrated commitment to increasing sanitation generally as well as in schools (manifesto). Civic leaders have also expressed themselves forcefully on sanitation through the Kampala Declaration. Advocacy coordinated by Unicef has been both intensive and extensive. Nevertheless, the sub programme experienced some challenges over the period 2001-2003.

Threats

Factors within the environment that continue to challenge the sub programme include the following:

Security

The worst nightmare for the entire country programme has been the ongoing insurgency in northern Uganda and other parts of the country. The unending war has directly upset plans and made it impossible to implement the programme systematically. Movements of children (including their abduction) have meant that the rights bearers have been denied the chance to enjoy their rights. In Kasese, cultivation is still dangerous in some parts because of the risk of landmines left behind by the belligerents.

Poverty

Similarly, and partly resulting from the cycle of violence occasioned by the war, poverty experienced by the communities benefiting from the programme has not only challenged their capacity to contribute to the programme, but also their capacity to scale up interventions at household, community and institutional levels. In a situation where there are many competing demands for a limited resource envelope, people are left with the will to contribute but minus the wherewithal to carry through their good intentions.

In one sub-county in Kasese, it was reported that the releases from UNICEF are far higher than the total revenue collection of the sub county.

Demographic factors

The steady population growth is not being matched by development. Thus for schools the increases in enrolment figures are consistent with national demographic patterns but not with any appreciation in the resource base. Given that Uganda continues to slide in the HDI, it is probable that the situation will get worse and since we have noted that sanitation is the first casualty, this trend should worry planners.

Limited access to safe water

Related to the foregoing, many schools still contend with the problem of accessing safe water. Where tanks have been supplied, they depend on rainfall and so in dry seasons the water runs out and either the children have to trek long distances or they revert to negative practices. Positive hygienic practices are directly dependent on the availability of water. Thus, despite the abundant knowledge provided via the curriculum and through other related school activities (clubs, drama, etc) schools not having water experience less progress in inculcating proper hygiene and sanitation. Girls are particularly vulnerable in this case.

Similarly, in the link between communities and schools concerning hygiene and sanitation, if the community is stressed by lack of water, chances that homes will reinforce school inputs by fostering positive hygiene and sanitation practices are minimal.

Terrain

Some places are difficult to access or the soils are such that investments cost more than twice the normal rates. This strains the resource envelope.

Negative attitudes among communities

Negative attitudes persist among sections of Ugandan society. These could be about the value of educating girl children. Others relate to managing the process of growing up. A school may provide sanitary protection yet the culture of the girl bars her from using such protection. Thus, some homes frustrate the linkage between schools and homes on sanitation.

Generally, sanitation does not enjoy as high a rating as would be expected. This is illustrated in the way public toilets are usually kept under lock and key, the way people generally behave about latrines. Even the concern expressed by that teacher who said that parents are irritated when they find their children participating in school sanitation, shows how people perceive sanitation.

A related aspect is the way people treat installations like tanks. Many schools report vandalism of their tanks by people who want to access water quickly. In fact, there were reports that some communities value their animals more than the children and will stop at nothing to ensure that the animals are watered.

Weak partnerships

It was reported that some partners are not very forthcoming with information about their own initiatives and coverage. Some districts under-declare coverage so as to attract more investments. Some NGOs are reluctant to share information about their funds. Even among government departments, it was reported that some departments are not as helpful with information as would be expected. The result of such reluctance to share information is that there exist wide disparities among interventions, and also programmatic responses are based on inaccurate information.

Information

Data from EMIS was not comprehensive. Hopes raised by being referred to the MOES website are immediately quashed when one logs on only to find that the information is either

not yet up or cannot be accessed. Gender disaggregated data was lacking just as stance coverage over the years was not available. Similarly, the abstracts that are available refer only to 2002, thus it was not possible to generate a mid term picture for the current CP. Compiling a trend analysis proved quite daunting. This gives rise to speculations that interventions are not empirically informed.

Facilitation

Allowances remain a sore point particularly among lower level implementers. The perception that resources only reach the district level is so widespread that it seems to be undermining efforts at the parish and sub-county levels. This was compounded by the decision to withdraw the nominal allowance of three thousand shillings which used to be paid to parish development workers. It also relates to the view that certain categories of workers are benefiting from the programme at the expense of others. This might explain the limited monitoring interest exhibited by the school level and community level stakeholders, up to the sub county level. Yet even the district teams express concern with the lack of transport and other logistics to enable them carry out their work more efficiently.

Consolidated recommendations

1. The Ministry of Education and Sports should conclude the planning process that has held up PAF funding from Ministry of Finance so that those resources are released into the school sanitation, water and hygiene sub programme.
2. MOES should endeavour to coordinate the resources coming into the sector, be they from local government, donors or NGOs. The efforts of the districts and sub counties need to be supported more firmly as these lower level actors may not have the relevant clout to deal with donors with an attitude.
3. A unit similar to the one that operated under DWD should be established in MOES so that it can manage the school water and sanitation interventions better. Such a unit should be enriched with experts in environmental health and sanitation, water engineering and well as social sciences. The current focal point officer has gained considerable experience amidst severe constraints and has arguably developed the necessary resilience and gravitas to continue in that capacity.
4. Much as the SWAP is reported to be working well, it should be recognised that it is still relatively a new model. Districts and sub counties need support to enhance their capacity to operate within the SWAP framework. Regular seminars are in themselves ineffective since they involve selected stakeholders, some of who may not be good at cascading the lessons. Other strategies such as brief work attachments (e.g. out-of-station responsibility posts) should be tried.
5. On contracts, the retention fee should be pegged to commissioning of works instead of the day when works start. PDCs should be encouraged to play a more active role in enforcing minimum standards on works.
6. There is need to scale up sensitisation on operation and maintenance of facilities, as well as to look more critically at the various roles of each stakeholder. This will work

best if the sub programme devises modules for skills building among school children and members of the community so that they can assure sustainability.

7. The CP should continue to foster the development of appropriate local technologies alongside imported technologies. This is more so now that more levels of local supervision have been created in the new structure. It is both economically empowering and enables beneficiaries to develop relevant technical skills for the informal sector.
8. Pending policies in the Ministries of Health, Natural Resources and Education and Sports should be concluded so that they add to the enabling environment for school sanitation to thrive.
9. Counterpart funding, which forms part of the planning process, should be scrapped, as it is never realised. Instead, a more reliable form of mobilising local resources should be identified. And once so identified, the basic level implementers should be considered for work-related remuneration (honoraria) to maintain their commitment to the cause of the CP.
10. Related to the foregoing point, it was noted that intra-regional interactions among policy makers and lower level implementers were a regular feature that enabled sharing of lessons and challenges. However, inter-regional fellowships were not common. Yet they offer scope for synergy and mutual enrichment. The best practices of Nebbi, Kasese or Tororo can be effectively disseminated through exchange visits for parish and sub county level workers. It is therefore recommended that such lower level interactions be mounted in the remaining period of the programme.
11. Interventions need to build the capacities of the end users and to address the crosscutting issue of poverty. Installations should therefore have an element of promoting learning by doing among pupils, households and communities.
12. A comprehensive national study should be considered to assemble reliable data on the water, hygiene and sanitation situation in the country. This would enable better responses and would indeed provide the framework for the development of a sub sector Investment Plan.

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Annexes

Specific recommendations

SFG

- a) The percentage of the SFG budget committed towards latrine construction should be increased to cater for general sanitation installations as well. A modest figure of 20% would go a long way in improving sanitation coverage in the schools.
- b) The Construction Unit should adopt the child-friendly latrine design with washrooms for girls and supports for disabled pupils, as a universal design.
- c) The budget for latrine construction should include provisions for hand washing facilities constructed out of strong materials that will resist vandalism and damage by pupils. These should be made to harvest water from the roofs of latrines.
- d) Provisions of rainwater harvesting for pupils should be included in the budget of SFG.
- e) The abundant water that runs off the vast roof areas in schools should be tapped through providing more gutters.

Latrines

- The cost of each latrine should be distance and terrain sensitive i.e. transport costs need to be revised in the BQ
- The newly introduced eco-san and mobile toilets should be studied on a pilot basis so as to determine their cost-effectiveness and suitability.
- Prices should be revised periodically taking into account inflation and prevailing actual prices.
- The 10% profit margin should be increased to say, 15% so as to attract more contractors and higher quality of works.
- Districts need to strengthen the SWAP so that such variations are minimised, as they tend to confuse the situation unnecessarily. Furthermore, instances of shoddy work are indicative of weak supervision and should not be sneaked into costs that were arrived at methodically (and are working successfully in other areas).
- The retention fee should be maintained but pegged upon commissioning of works rather than starting day of works. All works should be commissioned, in the presence of SIT & DIT, before a completion certificate is given.

M&E

PDCs should be empowered to play a more active role in supervising and monitoring works at schools.

O&M

Schools should be encouraged to look at their resources and build a maintenance fee cost within the school budget e.g., maintenance allowance for the sanitation teacher and pupils, a tool kit and actual cost of repairs and maintenance.

Sustainability

The programme should endeavour to tap the creative talent of local artisans in responding to local problems. For a start there could be experimentation with an “ideas competition” to see who comes up with workable local solutions. This could also be extended to developing artisan or vocational skills to service or manage installations.

Water provisions

- More water should be made available to schools by increasing rainwater harvesting to cater for all the school needs. Improved sanitation will be achieved if enough strategically located water points (e.g., girls’ washroom) are made.
- All non-functioning tanks should be fixed urgently and that technical advice especially for fixing the tap securely should be sought. It would be better if a tool kit is provided to districts and artisans trained to handle such cases. Similarly, it would auger well for ownership and sustainability if local people were identified and given skills to maintain such works. This would in turn give them an opportunity to earn some income from their skills.
- Alternative technologies for water tanks should be carefully evaluated for adoption. It is known that an 8000 litre tank may cost as little as Shs 500,000 when constructed from stabilized soil blocks (SSB). Additional to this 25% of the cost of an equivalent plastic tank, local skills are developed such that even parents may construct own tanks. This would mean that a pupil is able to carry the good sanitation practices at home. Such advantages would clearly outweigh the extra supervision and quality assurance required to build such tanks.
- Guidelines should be given for low roofs. One of the manufacturers (Crest Tank) is soon introducing a shorter version (bigger diameter) of the 10,000-litre tank. This will probably sort out the roof height problem
- The washout should be placed at the lowest point with the tap slightly above (10 cm).
- The guttering needs to be done more professionally, works supervised and commissioned. For long roofs, specially made gutters need to be manufactured. The inlet for water should be standard because in some cases the top lid is taken off and the opening used as an inlet. This makes it possible for all manner of contaminants to enter the tank: dirt, birds' dropping and green water colouring.
- Taps should be secured onto the tank using a concrete strip where the pipe is embedded as a means of protecting taps from being yanked off the base by energetic pupils.
- As part of the water package, the country programme should consider providing schools with a set of tools to enable them do routine maintenance e.g. washing the tank once a year, tightening taps and washouts, fix gutters, etc.

Appropriate technology

A critical analysis needs to be done on all various types of tank so that the highest value for money is obtained. Technologies are developed from time to time and need evaluation accordingly so as to obtain maximum benefits.

Refuse disposal

There is need to dispose of plastics properly either through incineration or as recommended by environmental authorities. Newly marketed incinerators should be analysed for school use (it burns sanitary pads and plastics in a user friendly way). But more importantly, there is need to build on the good practice of ensuring sensitive facilities by making sanitary pad disposal as private and confidential for the girl child as possible. A model of this has been piloted in Nakaseke and some PTCs around the country have embraced it.

Under Constraints

Policies

The Ministry of Education needs to take up this matter at a very high level so that progress can be made. At the same time, issues need to be ironed out so that there are no negative sentiments accompanying the formulation of the school health policy.

Funding

1. The responsible officers in Ministry of Education and Sports should be prevailed upon to expedite the planning process so that PAF funds can be accessed towards sanitation. Efforts should be further made to recover the funds for previous years, which would have gone a long way in ensuring greater coverage in school sanitation.
2. The country programme needs to recognise this as a perennial challenge and remove it from the plans.

Perceived exclusion

The planning process should be revisited

- To accommodate all teachers in any given school for training as sanitation focal points.
- so that the children's voice is captured more actively and their participation structured into the interventions more meaningfully.

Corruption

Districts should be encouraged to compile lists of such politicians and a way found to blacklist them so that they are held accountable for their own actions.

Lack of commitment to the programme ideals/goals

While sensitisation and mobilisation should be stepped up, there is need to buttress such efforts with firmer actions such as sanctioning those public servants who lead double lives. But importantly, the initiatives of districts like Kasese of barring such people from seeking public office should be emulated.

Competing demands

1. Where duties are concentrated in a few hands, officers should be encouraged to delegate even if this means losing an allowance that comes with that added responsibility. In fact this will foster wider ownership of the intervention.
2. As much as possible, interventions should stick to established structures as per the guidelines of SWAP. Partners also need to be sensitised to be able to listen to voices in the school that might otherwise welcome an intervention and then sigh with relief once it is over.

Process Flowchart