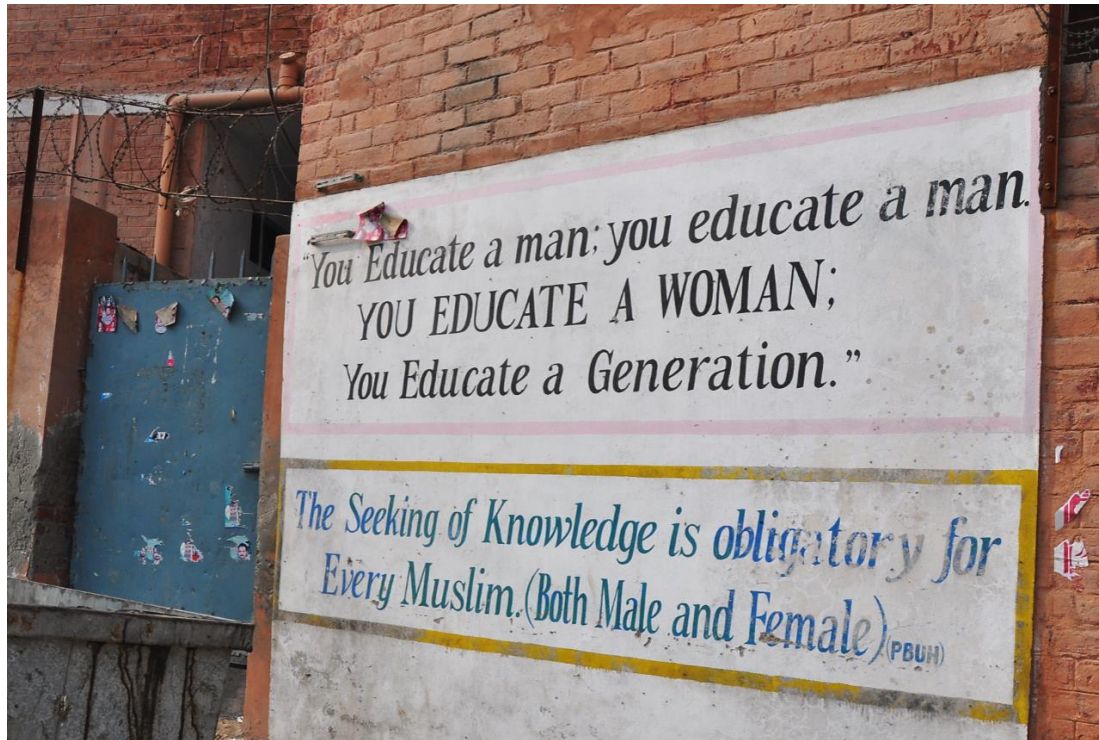


School WASH research: Pakistan country report



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Report prepared for WaterAid by Jacques Edouard-Tiberghien,
Partnerships in Practice

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Cover image: Graffiti highlighting education of women, outside Government Girls High School Niaz Baig, Lahore. Credit: WaterAid/ Saeeda Zardad.

Abbreviations

AGAHE	Association for Gender Awareness & Human Empowerment
CSR	Corporate Social Responsibility
EMIS	Education Monitoring Information System (provincial)
GDP	Gross Domestic Product
ICG	International Crisis Group
IESE	Institute of Environmental Science and Engineering
JMP	Joint Monitoring Programme
MDG	Millennium Development Goals
MET&SHE	Ministry of Education and Trainings and Standards in Higher Education
MHM	Menstrual Hygiene Management
NEMIS	National Education Monitoring Information System
NFBE	Non Formal Basic Education
NUST	National University of Sciences and Technology
PATS	Pakistan Approach to Total Sanitation
PEMIS	Punjab Education Monitoring Information System
PIEDAR	Pakistan Institute for Environment-Development Action Research
PKR	Pakistani Rupee
SACOSAN	South Asian Conference on Sanitation
SLTS	School Led Total Sanitation
SUN	Scaling Up Nutrition movement
WASH	Water, sanitation and hygiene

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Executive summary

Background

In 2010, the 18th amendment to Pakistan's constitution devolved the responsibility for several sectors, including education, water and sanitation, to provincial governments. Since 2010, the state has had to provide free and compulsory education to all children between the ages of five and 16. With more than nine million children without primary or secondary education, stagnating literacy rates, significant gender disparities between rural and urban areas and enrolment rates progressing far too slowly, Pakistan ranks 106 out of 113 countries on the education for all development index.

With respect to child health, Pakistan is experiencing the slowest rate of child mortality reduction in Asia. The Food and Agriculture Authority (FAO) underscores the extremely poor nutritional status of children under five years of age.

In the past 25 years, Pakistan has reduced the share of the population practising open defecation by 36%. In rural areas, 21% of the rural population still defecate in the open.

Water and sanitation (WASH) coverage in schools

The coverage of functional water supply services in schools has decreased from 67% to 63% between 2008 and 2013, whilst coverage of improved sanitation facilities has remained stagnant at 63% during the same period. Significant variations are observed between private and public schools, rural and urban areas, and across provinces. The relevance of school WASH is recognised by the different ministries and departments with a stake in it at national and provincial level, and the school WASH agenda is already partly reflected in water, sanitation and education policies. Yet specific policies are lacking, as is a clear institutional framework with clear roles and responsibilities, effective coordination mechanisms, a school WASH strategy and implementation guidelines, as well as specific norms and standards. Enforcement of the few existing policies is generally weak, notably with regard to compliance with quality standards.

Programmatically, school-led total sanitation is a key component of the Pakistan Approach for Total Sanitation, launched in 2011. School Management Committees are rarely functional and tend to merely operate as a channel to receive government funds, which they fail to utilise effectively. School WASH planning fails to respond to local needs, and is essentially addressing the lack of infrastructure. The functionality of facilities and hygiene are not taken into account in official monitoring systems. The teaching curriculum does not provide enough space for hygiene promotion.

UNICEF and its development partners are pushing national, provincial and district authorities and signs of progress are tangible. However, school WASH remains quite low on the political agenda as well as in the minds of the public, and has failed to mobilise the resources needed. Despite recent increases, an insufficient budget for education remains a major bottleneck. There is therefore scope for an effective nationwide advocacy campaign. Pakistan remains very centralised, and top-level political will can spark major changes in record time. Decentralisation and local government reforms promise the emergence of new champions at provincial, district and local levels. Archaic bureaucracy and vertical

accountability systems tend to disempower education officials, and fail to boost performance by rewarding quality teaching, monitoring and planning. The public education system discourages initiative or critical thinking, and inhibits the expression of its own potential. Low-fee private education and non-formal schools comparatively demonstrate much creativity and success, despite often challenging material and financial circumstances.

Two programmatic entry points at national level

The Pakistan Approach for Total Sanitation and education sector reform are the two major programmatic entry points for school WASH.

The Pakistan Approach for Total Sanitation is backed by strong political will, and its budget allocation is rising. Achievements are notable, but significant risks of relapse have been identified. School WASH interventions can mitigate this risk: students can stimulate new hygiene habits in households and represent the generation that will take communities from open defecation free status towards improved sanitation.

Advocacy to increase the school-led total sanitation share of resources allocated to the Pakistan Approach for Total Sanitation calls for the demonstration of sustainable integrated community/school WASH approaches, and the strengthening of coordination amongst departments and with local government.

The acute crisis of the public education system is epitomised by the escalating enrolment of children in private schools and madrassas (Islamic religious schools), where the quality of teaching and conditions for learning (including cleanliness and quality of WASH facilities) are generally of a higher standard. The short route to accountability – the customer voice – applies, incentivising schools to perform.

Increasing enrolment is amongst the very top priorities of the Government, whose approach fails to address the root cause of the crisis i.e. lack of teachers' leadership and commitment, low teaching performance, weak school management and lack of school/community links.

Instead, emphasis is put on tools, i.e. missing facilities (classrooms, electricity, WASH facilities), furniture, curriculum and textbooks. Whilst better tools will certainly improve the learning environment, better education ultimately resides in the capacity to increase 'knowledge, awareness and heart' in teachers, and to gain community ownership and support.

Suggested strategy and programmatic approaches

Selling school WASH as a silver bullet is likely to prove counterproductive in the medium term. Correlations between WASH and enrolment and/or a decrease in absenteeism amongst teenage girls presumably results much more significantly from the combined effect of access to WASH facilities and their good operation and management. In the absence of a highly supportive enabling environment, good operation and management implies and naturally unfolds from good school governance.

School WASH can leverage great political support if framed under the education reform agenda, contributing to an increase in enrolment in public schools. At the very least, school WASH initiatives need to be designed, packaged and sold as programmes simultaneously promoting a better learning environment and strengthening leadership, commitment and accountability amongst school and community stakeholders. Failure to invest sufficient amounts in both components results in low sustainability and a limited impact on enrolment. Significant time is needed to properly engage all relevant stakeholders, raise their awareness and build their capacities and leadership skills through on-the-job training. Significant time is also needed to gradually increase their level of confidence and autonomy, ideally through small doable action approaches combined with appropriate incentive mechanisms. Strengthening school governance and school/community links takes time, as does the formation of improved hygiene habits and operation and management routines.

Allowing schools to progress at their own pace is essential. Many schools typically prove responsive initially, which depends on school leadership, agendas and other circumstances. Following a phase of mobilisation and awareness-raising targeted at all schools, the most proactive should be accompanied first. Pioneer schools will become models for those lagging behind.

Fundamentally, there is a need to reconcile equity concerns and principles with the value of merit-based approaches. It is important to avoid the perverse effects of so-called demand-responsive approaches, where requirements put on schools and communities to substantiate their demand are often merely formalities, or easily achievable conditions, that do not guarantee genuine engagement and commitment.

Allowing more time for school WASH activities is highly necessary. Propagating success by showcasing the genuine achievements of model schools will lead to long-lasting outcomes that result from internal changes in attitudes and mind-sets. Formal public schools are the main target, as they represent the bulk of public education institutions.

Targeting non-formal basic education schools is also highly relevant, not only due to the severity of their needs, WASH or otherwise, but because their outstanding leadership and links with communities will likely propel them as WASH model schools. The success they will achieve despite the material deprivation they face will undoubtedly create a reaction of pride and introspection amongst comparatively better-off public schools and their communities. The latter will gradually sense the need to shift from a victimhood mind-set to a proactive attitude, recognising their responsibility and the potential of their leadership.

Chief constraints and possible solutions

Two principal constraints emerge. First, interventions spread out over a longer timeframe (e.g. five years) in the same schools is beyond what donors can currently afford for programmes solely focusing on school WASH. Second, WASH objectives are too narrow to trigger widespread interest and sustain it long enough to achieve lasting outcomes.

Integrated WASH-health-nutrition programmes provide a solution: all these dimensions contribute to better quality education, and support government education reform.

Importantly, success (impact, sustainability) on each dimension depends on good governance and leadership. Such integrated programmes can attract more donors and mobilise more resources, pooling funding to buy more time for building the level of commitment and governance needed.

Not only can such integrated programmes be of interest to donors, but if properly embedded in the curriculum and supporting teachers' efforts, they can trigger strong teacher buy-in and rally the – often lacking – support of district education officers. In certain provinces, WASH clubs can be upgraded to child parliaments to serve the school agenda beyond WASH matters.

Integrated WASH-health-nutrition programmes will require broadening the range of partnerships, and creating networks, forums and coordination platforms addressing WASH, health and nutrition. This already forms part of WaterAid Pakistan's objectives.

Demonstrating a scalable model and accompanying the Government in scaling it up

As noted, WaterAid Pakistan first needs to advocate for school WASH, demonstrate its relevance and raise it higher on the agenda of decision-makers. The level of effort will vary across provinces, as some parts of the country are likely to be more responsive (e.g. Khyber Pakhtunkhwa, Punjab).

Demonstrating scalable models delivering lasting impact will require gathering strong evidence derived from longitudinal research. This will establish for the Government the added value of interventions on key indicators of the education reform programme (e.g. missing facilities, enrolment, gender equity, school leadership, School Management Committee functionality).

Once the model is demonstrated, the challenge will be in adapting approaches demonstrated on a relatively small scale (e.g. district-wide approach) by NGOs to the constraints of large-scale programmes led by the Government through its official systems and players. Challenges will notably relate to the presumably lower capacity of the human resources engaged in the process, and the availability of time and other resources to work closely with schools and communities.

A mechanism is likely to be needed to compensate for this corresponding loss in quality and continuity of engagement, which are crucial for the nurturing of local-level leadership, commitment and the building of capacity through on-the-job learning. This may involve the engagement of private sector organisations (e.g. companies, donors, foundations) in WASH-health-nutrition programmes. Such integrated interventions could allow a pool of such partners to support specific objectives of particular interest to them (from a strategic CSR or even core business perspective), whilst contributing to common activities designed to enhance school governance (i.e. a key requisite for sustainable impact and a requirement for anchoring of consumer behaviours for hygiene products in schools).

Engaging private sector partners on the basis of sustainable strategic partnerships, rather than under relatively ephemeral philanthropic collaboration, requires a political environment favourable to the development of public-private partnerships, which may prove potentially sensitive in the area of education. It also requires local, national and international companies ready to explore the possibility of more ambitious and longer-term joint CSR strategies. Finally, it needs partnership brokers to help craft tailored terms of engagement, ensuring the sustained engagement of private sector partners whilst meeting the requirements of the Government, as well as responding to the core principles and other ethical considerations of NGO participants.



Schoolgirls demonstrating handwashing steps.

ASER

1. Background

The state of water, sanitation and hygiene facilities in schools leaves much to be desired. Many schools across the developing world have inadequate facilities (for example too few latrines for the student population, or no handwashing facilities). Some have had a form of service in the past, but this has fallen into disrepair – often for want of very minor expenditure and repairs, such as the replacement of a tap or adjustment of a rainwater gutter. Many schools have three or four generations of poorly constructed toilets or latrines that have not been cared for, which have filled, collapsed and been abandoned. Random visits to schools in many countries reveal this state of affairs, but to make matters worse, local and national governments often fail to adequately monitor the situation and take action on their findings. A situation that is in principle easily addressed appears to be dominated by civil society and public sector apathy.

Ensuring that such facilities and services are put in place requires an enabling environment consisting of strong and clear policies, effective public planning procedures and adequate budgets. The development of services and facilities requires capacity, expertise and commitment on the part of those undertaking implementation to provide high quality and equitable access for all pupils, including those with physical or other disabilities. Sustaining the functioning and performance of services – arguably the most challenging of all aspects – requires management commitment and capacity, dedicated funds, upkeep and maintenance skills and effective supply chains for goods and services.

In view of its long-running concern about the state of WASH in schools, and against the background of its extensive programmatic and policy work on the topic in many countries, WaterAid took the initiative in 2015 to undertake a programme of research. This commenced with a review of academic and grey literature, together with a set of key informant interviews, which resulted in the report School WASH research and advocacy programme – work package 1 desk review, dated 31 July 2015.

The second stage of the research, undertaken in July 2015, involved the hiring of two independent consultants who, together with WaterAid research and regional staff, designed a field research programme. Jacques-Edouard Tiberghien was recruited to undertake four country case studies in South Asia (Bangladesh, India, Nepal and Pakistan) and Rose Alabaster to carry out five country case studies in East Africa (Ethiopia, Kenya, Rwanda, Tanzania and Uganda).

The third stage of the research led to the completion of nine country case studies in the two regions of WaterAid's country programmes. This document is one of those case studies. Work continues within WaterAid's regional teams and country programmes to summarise, synthesise, learn from and design better programmatic and policy actions based on these reports.

2. WaterAid context

WaterAid's Global Strategy 2015-2020, *Everyone, everywhere 2030*, draws attention to the needless death of 500,000 children annually from diseases caused by a lack of safe water, sanitation and hygiene. It points out the impact on school completion rates of girls whose schools lack adequate toilets. The Strategy draws attention to WaterAid's programmatic work in delivering improved WASH services to many millions of people; and it refers to the influence of its evidence-based policy and campaigns work in reaching many millions more. WaterAid's global aims – addressing inequality of access, strengthening sustainable services, integrating WASH with other essential areas of sustainable development and improving hygiene behaviour – are highly relevant to a focus on enabling, developing and sustaining WASH services in schools.

The Global Strategy clearly highlights the responsibility of national governments to create environments within which public and private sector entities and civil society can bring about change.

WaterAid looks for effective leadership, active communities, a commitment to equality, the systems necessary for sustainability, and the integration of key development sectors. This report, together with the eight others that accompany it, sets out analysis and evidence that is highly pertinent to WaterAid's country programmes, regional efforts and Global Strategy. It is hoped too that the material presented here may be of value to other organisations struggling to support national and local governments, communities and schools in their efforts to improve WASH services.

3. Country context

3.1. Generalities

3.1.1. Geography and demography

Scattered over 800,000 km², Pakistan is bordered by India, Afghanistan, Iran and China. It is separated from Tajikistan by Afghanistan's narrow Wakhan corridor in the north, and shares a maritime border with Oman.¹

The geography and climate are extremely diverse, and the country is home to a wide variety of wildlife spreading over three major geographic areas: the northern highlands, the Indus River plain and the Balochistan plateau. The climate varies from tropical to temperate, with arid conditions in the coastal south.



Pakistan's estimated population in 2015 is over 191.71 million, making it the world's sixth most populous country, behind Brazil and ahead of Nigeria. In the past, the country's population had a relatively high growth rate, which has been changed by moderate birth rates. In 2014, the population growth rate stands at 1.49%.² The population is very young (55% of the population is below 25 years old), ethnically and linguistically very diverse. Major social changes have led to rapid urbanisation and the emergence of megacities. During 1990–2003, Pakistan sustained its historical lead as the second most urbanised nation in South Asia, with city dwellers making up 36% of its population. Furthermore, 50% of Pakistanis now reside in towns of 5,000 people or more.² Population density varies dramatically, ranging from scarcely populated arid areas, especially in Balochistan, to some of the highest urban densities in areas such as Karachi and Lahore.³

3.1.2. Political and administrative systems

Pakistan is a democratic parliamentary federal republic with Islam as the state religion. It consists of four provinces and four federal territories. The country is divided into five provinces: Punjab, Sindh, Balochistan, Khyber Pakhtunkhwa and the relatively smaller Gilgit-Baltistan, as well as three territories: Federally Administered Tribal Areas, Azad Jammu and Kashmir, and the Islamabad Capital Territory. The local government system consists of a three-tier system of districts, tehsils and union councils, with an elected body at each tier. There are about 130 districts altogether. In 2010, the Government of Pakistan enacted its 18th constitutional amendment, which resulted in a shift of legislative and administrative authority from the federation to the provinces. As a result, 17 federal ministries (including all social services such as education, health and environment) have been devolved to the provinces.⁴ A regional and middle power, Pakistan has the seventh largest standing armed forces in the world and is a nuclear power. Since 2004, the military has been engaged in a war in northwest Pakistan, mainly against home-grown Taliban

factions.

3.1.3. Economy

Pakistan is a rapidly developing, semi-industrialised economy, and one of the 11 countries that, along with the BRICs (Brazil, Russia, India and China), has high potential to become one of the world's largest economies in the 21st century. The diversified economies of Karachi and Punjab's urban centres coexist with far less developed areas in other parts of the country. Decades of internal political disputes and low levels of foreign investment have led to slow growth and underdevelopment in Pakistan. The country remains stuck in a low-income, low-growth trap, with growth averaging about 3.5% per year from 2008 to 2014. Agriculture accounts for more than a quarter of output and two-fifths of employment.

Textiles account for most of Pakistan's export earnings, and Pakistan's failure to diversify its exports has left the country vulnerable to shifts in world demand. Remittances from overseas workers, averaging more than US\$1 billion a month, remain a bright spot for Pakistan. Official unemployment was 6.9% in 2014, but much of the economy is informal and underemployment remains high.⁵ The increasing proportion of Pakistan's youth provides the country with a potential demographic dividend and a challenge to provide adequate services and employment.

60% of Pakistan's population lives on under US\$2 a day (compared to 79% in India, 81.3% in Bangladesh), and some 28.6% live on less than US\$1 a day (24.9% in India, 49.6% in Bangladesh).⁶ Poverty is particularly felt by Pakistani women, nearly 40% of whom can be termed as poor, and of these nearly 30% can be considered both economically and socially poor, i.e. having a low social status against international indicators assessing status in societies.⁴ Pakistan hosts more refugees than any other country in the world. In December 2014, there were 2.4 million internally displaced persons in Khyber Pakhtunkhwa and the Federally Administered Tribal Areas, as compared to 966,432 a year before.⁷

3.2. WASH sector

3.2.1. Institutional framework and public investment

Since 2011, the governmental Climate Change Division is the national focal point for WASH coordination. It is the custodian of the National Environmental Policy 2005, National Sanitation Policy 2006, National Drinking Water Policy 2009, National Behavioural Communication Strategy and National Climate Change Policy 2012.

In the provinces, local government and public health engineering departments steer water and sanitation, whilst health departments provide leadership for hygiene, and education departments for WASH in schools. All the provinces have revisited or are in the process of revisiting their water and sanitation policies under new 2011 constitutional amendments. Water and sanitation is not recognised as a right, but local government ordinances of 2013 in the provinces infer the responsibilities for safe drinking water and sanitation to local government.⁸

Overall, public expenditure in the sector reaches nearly 0.26% of GDP, significantly lower than other sectors such as education and health. However, strains on the economy imposed by the massive earthquake in 2005, the internal displacement of three million

people in 2009 and the deluge of floods in 2010 and 2011 have not stopped Pakistan from raising its public spending on WASH, which has increased five-fold in terms of public expenditure since 2005. Much emphasis is put on new drinking water supply and sanitation facilities, and comparatively little attention is paid to rehabilitating old WASH infrastructure, wastewater management or resilience to climate change.

3.2.3. Water supply

According to the latest estimates from the UN Joint Monitoring Programme (JMP), 91% of the population has access to water: 94% in urban areas and 91% in rural areas (see Figure 1). UNICEF (2014) suggested a significantly lower coverage of 72% in rural areas. Progress has been very substantial in rural areas, whereas a set-back is noted in urban areas.

Figure 1: Estimates for the use of drinking water sources in Pakistan (JMP 2015).¹⁰

Year	Population (x 1,000)	% urban population	Use of drinking water sources (percentage of population)									Progress towards MDG target	% of the 2015 population that gained access since 1990
			Urban			Rural			Total				
			Total Improved	Unimproved	Surface water	Total Improved	Unimproved	Surface water	Total Improved	Unimproved	Surface water		
1990	111 091	31	96	3	1	82	7	11	86	6	8	Good progress	40
2015	188 144	39	94	6	0	90	7	3	91	7	2		

Two main rural water service delivery models can be observed in Pakistan:

1. Development and operation of water supply schemes by provincial or regional level government institutions (e.g. Public Health Engineering Departments in Khyber Pakhtunkhwa, Balochistan and Sindh).
2. Development of water supply schemes by provincial or regional level institutions (e.g. Public Health Engineering Departments in Punjab, Azad Jammu and Kashmir and the Federally Administered Tribal Areas), subsequently operated and maintained by community-based organisations.

Punjab, Azad Jammu and Kashmir and Gilgit-Baltistan, under the second model, have shown very good financial sustainability with high levels of cost recovery. The Pakistan Council of Research in Water Resources, however, found that up to 50% of schemes are not operational.⁹ According to the same source, half of the failures of rural water schemes in Punjab have a technical origin, the other causes being financial or managerial (non-payment of dues, financial deficits, poor cost recovery, non-representative community-based organisations, community conflict, thefts etc.).

In urban areas, the World Bank's Water and Sanitation Programme (2014) also notes that the absence of a 24/7 water supply service increases the risk of water-borne epidemics all over the country. A lack of wastewater treatment (only 10% of total effluent is treated) leads to environmental degradation. The financial situation of all utilities is problematic, as none of

them is able to recover their operational expenditures. Low levels of consumer metering (10-15%), high levels of non-revenue water combined with high energy consumption undermine good commercial practices. This situation partly derives from an institutional context characterised by fragmentation, poor governance, limited financial space and lack of autonomy in decision making.

3.2.4. Sanitation

The Millennium Development Goal (MDG) target for sanitation was to ensure access to improved sanitation for 64% of the population. In 2014, UNICEF reported that only 48% of the population had access to sanitation, observing marked urban-rural discrepancies (72% access in urban areas vs. 34% in rural areas). Recent JMP estimates suggest a more optimistic picture, with coverage of 83% in urban areas and 64% in rural areas.¹⁰

In the past 25 years, Pakistan has managed to reduce the share of the population practising open defecation by 36%. In rural areas, 21% still defecate in the open. Progress has been particularly significant amongst the richest quintiles of the population, according to the Water and Sanitation Programme. According to the same source, 13% of the total population, over 24 million people, still defecate in the open. A UNICEF representative in Pakistan stressed how incredible an achievement it is to see, “toilet use becoming the new norm in rural Pakistan”.⁷

Figure 2: Estimates for the use of sanitation facilities in Pakistan (JMP 2015).¹⁰

Year	Population (x 1,000)	% urban population	Use of sanitation facilities (percentage of the population)											Progress towards MDG target	% of the 2015 population that gained access since 1990	
			Urban				Rural				Total					
			Improved		Unimproved		Improved		Unimproved		Improved	Unimproved				
			Improved	Shared	Other unimproved	Open defecation	Improved	Shared	Other unimproved	Open defecation	Improved	Shared	Other unimproved			Open defecation
1990	111 091	31	66	66	20	8	55	11	27	67	24	2	25	49	Met	50
2015	188 144	39	83	79	11	51	10	18	21	64	9	14	13			

3.2.4. Challenges

The Pakistan Approach for Total Sanitation was launched by the Ministry of Environment in 2011, following devastating floods. It aims to achieve and sustain an open defecation free environment in both rural and urban contexts, putting emphasis on behaviour change and social mobilisation. The approach endorses the use of several models such as community-led total sanitation, school-led total sanitation, component sharing, sanitation marketing and disaster response.¹¹ For many NGOs, including WaterAid Pakistan, school WASH work is thus integrated into the activities of the Pakistan Approach for Total Sanitation.

The Pakistan Approach for Total Sanitation implementation framework is structured around a stepped process of change, which recognises the significant challenges that need overcome and stresses the importance of post-intervention follow-up and support. Whilst

the approach has allowed much progress in eradicating open defecation in the past few years, UNICEF notes that the sustainability of open defecation free status achieved through the Approach in rural areas remains a challenge. Relapse is frequent and there is a need to develop realistic plans and costing for activities that will contribute to the sustainability of open defecation free status. The development agency recommends increasing the duration of engagement with communities to support the diffusion of new social norms.⁷


3.3. Education sector

3.3.1. The education system

Since 2010, the constitution requires the state to provide free and compulsory education to all children between the ages of five and 16. The public sector formal school system, the largest service provider, consists of 12 academic years organised in six main levels, presented in Table 1.

Table 1: Formal Educational Institutions in Pakistan (Ministry of Education, Trainings and Standards in Higher Education/UNESCO 2014).¹²

Level	Number of schools
(Nurseries)	
Primary schools (grades I-V)	146,185
Middle schools (grades VI-VIII)	42,147
High schools (grades IX-X)	29,874
Colleges (grades XI-XII)	2,318
University programmes	141



WaterAid/ Saeeda Zardad

Students at Government Boys Primary School Niaz Baig, Lahore.

Whilst the majority of children still attend public school, a growing proportion (about one third) are enrolled in private schools. The latter follow diverse streams, some aligned with the national curricula, others opting for the Cambridge International Examinations curricula. In addition to public and private schools, madrassas (religious schools) managed by local communities and financed through charity and donations, provide free religious education with free boarding and lodging. These parallel systems of education in Pakistan have perpetuated inequalities and economic stratifications, and are regarded as a root cause for behavioural divisions and social conflict in society.¹²

An extensive network of non-formal basic education institutions was established in the 1950s as an innovative initiative by Pakistan for out-of-school children. Non-formal schools currently have over 2.5 million students enrolled. This includes over 13,000 basic education community schools providing education to 0.6 million children. Local female teachers are employed in more than 80% of these schools. At the end of grade V, the formal sector conducts an examination providing the possibility of being admitted in grade VI in the formal sector for those who qualify/pass the examination. Basic education community schools are financed by the federal Government under the Ministry of Education. Punjab has self-funded and established non-formal basic education schools in selected areas, and the

National Commission for Human Development has also established about 1,000 feeder schools for grade 1-3 students in rural areas, to improve access and support the enrolment drive for primary education.

3.3.1. Weak performance

Pakistan ranked 106 out of 113 countries on the education for all development index of 2012.¹³ The country has made little progress on enrolment rates in recent years, given its initial starting point and current per capita income: the adjusted net enrolment ratio stands at 72%; the survival rate to Grade V is 67%; and the gender parity index dropped from 0.9 to 0.85. Learning outcomes are weak: for instance, the learning achievement scores for Grade V children who can read a story in Urdu dropped from 50% in 2013 to 46% in 2014. This data, based on overall federal or provincial averages, masks stark contrasts amongst and within districts.¹²

Picture 1: Exams in boys' school, Lahore (Zardad, WaterAid Pakistan).



WaterAid/ Saeeda Zardad

The key challenges to Pakistan's education system, jointly identified by the Ministry of Education and UNESCO (2014), can be summed up as: i) lack of access to education (6.6 million primary school age children are out of school); ii) poor quality education (recent survey results reveal dismally low levels of education quality); iii) low equity in the system; and iv) weak governance.

The education for all national review carried out by both institutions notes that budgetary constraints and weak management indirectly accentuate the lack of access to and poor quality of education. External factors such as poverty, an adverse law and order context, and devastation due to natural disasters, further aggravate the situation. The report stresses the impact of poor teaching quality, teacher absenteeism, truancy and lack of textbooks and facilities (classrooms, furniture, functioning toilets, water and electricity) as underlying drivers. The cumulative effect is a lack of interest/motivation among students and their parents, leading to high school dropout rates.

3.3.2. A system in crisis

With more than nine million children without primary or secondary education, stagnating literacy rates, significant gender disparities between rural and urban areas and enrolment rates progressing far too slowly, Pakistan largely failed to meet its MDG of providing universal primary education by 2015. The combined federal and provincial budgetary allocation to education is the lowest in South Asia, at 2% of GDP.¹⁴ Private schools, ranging from expensive elite to low-cost establishments, mushroom as a result, accounting for 26% of enrolment in rural areas and 59% in urban centres. These vary greatly in methodology, tuition and teacher qualifications; however, parents still consider them better than public schools.¹⁴ Regarding the gap in the quality of the facilities provided by public vs. private

schools, latest statistics produced by ASER indicate that in rural areas, 52% of public primary schools have access to usable toilets (vs. 79% for private schools), and 60% to usable water (vs. 82% for private schools).¹⁵

Private schools include non-profit and education foundations. The latter, made autonomous by parliament in 2004, often rely on programmes such as ‘adopt-a-school’, which seek ‘adopters’ in the private sector, including philanthropists and corporate and non-profit organisations, local and international.

National NGO the Citizens’ Foundation has provided poor communities with quality education since 1995, targeting children in rural areas and urban slums, heavily subsidising fees and costs for some 145,000 students in around 1,000 primary and secondary schools in 100 localities countrywide. In the province of Sindh, the adopt-a-school programme initiated by the Sindh Education Foundation in 1998 is covering 300 schools.¹⁶ According to a study conducted by the International Crisis Group in 2014, these schools are accessible, more cost efficient and provide better services than government schools. Similarly, the Punjab Education Foundation has 3,400 partner schools enrolling 1.4 million children.

The assessment carried out by the International Crisis Group warns that this support for private schools, “detracts attention and resources from reforming the public school system which, ultimately, lies at heart of Pakistan’s education challenge,” quoting a former educator and politician: “private schools are growing by default. Unless the public school system improves, they [the private schools] and madrasas will keep growing. In essence, it’s an abdication of state responsibility, although it might not be conscious policy”. The study also stresses a lack of effort to regulate the mushrooming madrasas, which frequently propagate religious and sectarian hatred.

The International Crisis Group report, dramatically echoing findings from the education for all survey by the Ministry of Education and UNESCO, concludes that Pakistan’s education crisis is on the verge of becoming insurmountable. In a country with such a young population, ongoing illiteracy and poor learning outcomes that result from a failure to make immediate progress to improve access to quality schools, will lead to “rising levels of unemployment and under-employment, hampering economic development and [...] contributing to violence and instability”.¹⁴

3.3.3. Reform

Pakistan joined the Global Partnership for Education^a in 2012. Grant support from the Global Partnership is currently concentrated in two provinces, Balochistan and Sindh. In 2012, Sindh received US\$250,000 to support the development of its education sector plan (SESP 2014-2018), while Balochistan also prepared its first education sector plan (BESP

^a The GPE, originally known as the Education for All – Fast Track Initiative, was launched in 2002 to accelerate progress towards the MDGs of universal primary education by 2015. GPE has grown from partnering with seven developing countries in 2002 to 60 in 2015. It is the 4th largest donor to basic education in low and middle-income countries. (Wikipedia) For instance, donors push for better data management in Punjab brought widespread teacher absenteeism to the forefront and led the Chief Minister to approve in 2010 an Education Roadmap targeting an increase in teachers’ attendance. With the districts’ progress monitored every two months, absenteeism declined from 20% to less than 8% between 2011 and 2013.¹⁴

2013-2018). This support was complemented in 2014 by two additional implementation grants supervised by the World Bank: US\$66 million for Sindh for the period 2015-17, and US\$34 million for Balochistan for 2015-18.⁷ Building on the commitment of the Pakistani Government to reduce the number of out-of-school children and improve learning, UNICEF and its development partners continue advocating for greater budget allocation for education.

According to International Crisis Group (2014), the dissolution of the federal Ministry of Education has put donors in a better position to push reforms: they now work directly with provincial governments, who they have closer links with, and who tend to be more accountable to local constituents. Whilst donors derive much influence from their significant financial support and can thus contribute to shaping policies, the level of ownership of education reform in the Government is critical for these reforms to become meaningful.^b

3.4. Health and nutrition

Pakistan's Human Development Index value for 2014 is 0.538. This puts the country in the low human development category, ranking 147 out of 188 countries.¹⁷ Steady progress towards MDGs four and five (related to maternal and child health) was noted, but these goals could not be met. Successive years of flooding in Balochistan, Punjab and Sindh, an ongoing complex emergency in Khyber Pakhtunkhwa and the Federally Administered Tribal Areas, the volatile security situation in other parts of the country, and the shift in responsibility for delivering health care services from federal to provincial level, have all affected the pace of implementation of health programmes in Pakistan.⁷

Pakistan has the slowest rate of child mortality reduction in Asia. Whilst under-five and infant mortality rates are declining steadily, the neonatal mortality rate is relatively stagnant – and is actually increasing according to some measures. Despite significant improvement, the maternal mortality ratio is still high in Pakistan at 276 per 100,000 live births. Pakistan is now one of only three countries where polio is endemic; the number of cases rose from 93 in 23 districts/areas in 2013, to 303 in 43 districts/areas in 2014. Two thirds of cases originated in areas that are security compromised or have bans on vaccination activities.⁷

The FAO stresses that the nutritional status of children under five years of age in Pakistan is extremely poor: almost 40% of them are underweight, over half are affected by stunting and about 9% by wasting. Significant geographical variations (but no gender variations) in malnutrition rates are noted. The prevalence of stunting appears to be associated with the overall level of development in the provinces, being lowest in Punjab and highest in Balochistan, the least developed province. The anthropometric deficits are systematically higher in rural areas, probably due to people's lower socio-economic status and very poor access to basic health services.¹⁸

^b For instance, donors' push for better data management in Punjab brought widespread teacher absenteeism to the forefront and led the Chief Minister to approve in 2010 an Education Roadmap targeting an increase in teachers' attendance. With the districts' progress monitored every two months, absenteeism declined from 20% to less than 8% between 2011 and 2013.¹⁴

In 2014, thanks to a strong focus on newborn health, the Pakistan Government recognised the global Every Newborn Action Plan as a public health priority. The Scaling Up Nutrition movement (SUN) saw the formation of SUN networks across United Nations agencies, civil society and businesses. In addition, a partnership with the governmental Planning Commission advanced the inter-sector nutrition strategy.⁷

4. Research aims and objectives

The aim of the research is to set out a systematic process by which WaterAid can design and improve its strategies and approaches for school WASH. The objectives of the research are as follows:

1. Review and deepen existing school WASH bottleneck analyses, or in the case of countries with no such analysis undertake them. Focus on detailed descriptions of the bottleneck analysis components and explanation of underlying causes of strengths and weaknesses. Explicitly include a review of country monitoring system and indicators.
2. Analyse WaterAid country programme activities, and as far as possible the work of other organisations, and the extent to which they address school WASH needs and weaknesses.
3. In the course of the work, highlight examples of good practice and promising innovations. Also identify unsuccessful approaches that should be avoided in the interventions of WaterAid and/or other organisations.
4. Recommend modifications to existing WaterAid school WASH strategies and approaches, based on the analysis undertaken and clearly articulated reasoning harmonised across the two study regions.
5. Recommend ways of strengthening the existing bottleneck analysis tool and make other recommendations relevant to the work.

5. Methodology

5.1. Analytical framework

A generic analytical framework was prepared by Rose Alabaster, Richard Carter and Jacques-Edouard Tiberghien to guide the process of data collection (documentation review, interviews, workshops, observations) and analysis. It largely builds upon UNICEF's school WASH bottleneck analysis tool, which aims to support systems-level discussions and planning to improve the effectiveness of WASH interventions in schools in low-income countries. This tool consists of three components (enabling, developing and sustaining), nine subcomponents^c and 27 factors, and is typically used to help identify and prioritise barriers to scalable, equitable and sustainable school WASH services.¹⁹ The analytical framework developed is conveniently split into two components:

^c Enabling (Policy, Planning, Budget); Developing (Access, Equity, Capacity); Sustaining (O&M inputs, Maintenance, Use).

1. Component A: a table comprising sets of themes and questions to gain an in-depth understanding of the bottlenecks and their underlying factors in the school WASH sector at national level.
2. Component B: allows an assessment of the relevance and effectiveness of the strategy and approaches of WaterAid (and other iNGOs and donors), both from the perspective of the bottlenecks identified through Component A and from the perspective of key generic criteria.

Components A and B are generally used in combination. During the document review, the information was coded against the different themes of each component. Meetings and workshops were preceded by an examination of the most relevant themes (from components A and B) to address. The analytical framework was circulated to WaterAid Pakistan several weeks prior to the visit, and time was allocated on the first day of the visit to discuss it with staff. The team found the framework appropriate in its generic form and did not suggest any modifications.

5.2. Data collection and analysis

The research involved a combination of country-level document reviews, key informant and group interviews, stakeholder workshops and field visits. The list of documents consulted is presented in Annex A. In order to embrace WaterAid research-into-use principles, emphasis was put on designing the research protocol and conducting the data collection and analysis jointly with WaterAid Pakistan. The research process was shared early on with WaterAid Pakistan and time was allocated to tailor the framework to the country context. A feedback meeting organised on the last day of the visit allowed discussing preliminary findings and their implications for school WASH programming with staff.

Likewise, attention was paid to engaging national, provincial and district level school WASH stakeholders throughout the research process. The consultant seized the opportunities provided by the roundtable and one-to-one meetings held in Islamabad, as well as the workshops organised in Lahore and Karachi, to clarify to stakeholders the rationale for the research and stress its relevance for the whole school WASH sub-sector. By underlining the need to build on existing tools and experiences and to tap into the collective wisdom available locally, these stakeholders were encouraged to share their insights and suggestions.

The data collected through the literature review was collated in a table mirroring the backbone of the analytical framework. The data collected during interviews was coded against the components and sub-components of the expanded school WASH-PA tool.

5.3. Process

The preparation phase saw the author review the documentation, collate the relevant information in a bespoke table, and design a tentative schedule for the country visit with the focal persons in WaterAid Pakistan. An inception report combining a draft desk report and the research protocol was prepared and shared with the team leader, WaterAid Pakistan and WaterAid UK.

The schedule of the eight-day country visit (7-14 Dec 2015) is presented in Annex C of this report. The visit started with an introduction of the research project to the WaterAid Pakistan focal person and school WASH team in Islamabad. A roundtable meeting was organised in the afternoon with representatives from iNGOs and national NGOs. This conversation addressed a number of key themes of the analytical framework and proved extremely productive, the senior participants sharing much of their insights developed through years and sometimes decades of challenging experience in the sector. Day two started with an introduction of the research by the consultant to WaterAid Pakistan senior management, followed by a meeting with a UNICEF representative, which allowed exploring in greater detail specific issues touched upon on day one.

The third and fourth days of the visit took place in Lahore, Province of Punjab. A one-day province-level workshop brought together circa 30 participants representing different stakeholder groups (e.g. School Management Committees, headteachers, local government, provincial and tehsil education officials, NGOs, UNICEF). Three interactive sessions, alternating plenary phases and group work were conducted to:

- . Carry out strategic stakeholder mapping.
- . Explore the underlying causes of school WASH bottlenecks at the level of policy, planning and budget.
- . Examine the potential for creating commitment and leadership amongst key local stakeholders.

In addition to specific insights gleaned throughout this process, the workshop allowed the testing of new tools and processes of relevance to school WASH programming. The day was completed by a working dinner with the deputy secretary of the Department of Education of Punjab, which shed interesting light on high-level political leadership issues. Day four saw the research team meet with WaterAid's NGO partner Association for Gender Awareness & Human Empowerment, who organised a visit to two public schools in Lahore (urban, not part of the WaterAid Pakistan/Association for Gender Awareness & Human Empowerment programme, a primary boys' school and a girls' high school). These visits were followed by a meeting with the deputy director of non-formal basic education in Punjab, which provided much food for thought on school leadership issues, and a meeting with two district education officers of Lahore City District, where amongst other themes addressed, school WASH was discussed in relation to other priorities of the Department of Education.

The core research team (comprising the consultant, the school WASH focal person and the communication officer) then travelled to Karachi, Sindh province. A day-trip to Thatta district was organised on day five. An introductory meeting was organised with WaterAid Pakistan NGO partner the National Rural Support Programme, involving interesting exchanges with a local district education officer. The visit to two public schools, both beneficiaries of the H&M Foundation programme (implemented by WaterAid Pakistan/National Rural Support Programme), highlighted the fundamental importance of local level leadership. Day six saw the research team conduct in Karachi a province-level workshop similar to that carried out in Lahore. Despite it being organised on a holiday, attendance and participation were very good and useful insights derived, which underlined the particularities of each province. Day seven and part of day eight were dedicated to the analysis of the data collected and to the

drafting of the preliminary findings. The latter were discussed with WaterAid Pakistan senior management on the afternoon of day eight.

5.4. Limitations

5.4.1. A compact visit

For security reasons and otherwise, WaterAid Pakistan favoured a compact schedule. Organising the district-level workshop on a Saturday and working full-time on the Sunday made it possible to fit the planned activities within a short trip. The consultant adapted the formats used in Nepal to frame the roundtable meeting, province-level workshops and feedback meeting. The result was conclusive as the quantity and quality of information gathered through the process exceeded what was initially hoped.

5.4.2. Focusing on selected provinces

Since 2011, decentralisation has led to education-related programmes becoming the responsibility of the provinces. Although not all of them have the required legislative apparatus, rules and regulations in place, and despite the fact that budgetary allocations remain insufficient, it was found relevant to situate the research in the context of one or two provinces. Indeed, applying the analytical framework and conducting the enhanced bottleneck analysis certainly requires taking into consideration national level influences, but also requires situating the work in a precise context with its own policy and institutional framework, its own norms, planning and budgeting mechanisms for school WASH, its mandated players, etc. Thus, the focus was put on two provinces, Punjab and Sindh, selected on the basis of the existence of school WASH programmes recently conducted by WaterAid Pakistan and local partners, logistics and security concerns.

Including two provinces in this study was a means to acknowledge the extreme diversity of contexts (natural environment, socio-eco-cultural, political, ideological) compounded by the autonomy of provinces. The team thus realised first-hand the magnitude of the contrasts between provinces, and could notice how conducive the enabling environment for school WASH in Punjab is compared to that of Sindh.

5.4.3. School selection

WaterAid Pakistan and its partner National Rural Support Programme are carrying out the H&M Foundation programme in Thatta district, Sindh province. There, two schools were selected on the basis of the contrasts they presented (i.e. gender wise, age group, governance wise, urban vs. rural, in terms of WASH performance and sustainability). In Punjab, the initial plan was to visit two schools in Multan district, which benefitted from a programme implemented by WaterAid Pakistan. This plan was cancelled for security reasons, and urban public schools not targeted by school WASH programmes were visited instead in Lahore central district. As Muhammad Shoaib, WASH Officer at UNICEF, noted, these schools are not likely to be representative of the average school found in the province. Government programmes tend to focus greater attention on schools located in the vicinity of decision-making centres, and chances are that the schools visited perform far better than other schools.

5.4.4. School WASH bottleneck analysis

The research could not build on a prior school WASH bottleneck analysis documented in the public domain. The consultant did not find any such assessment available. As a result, the research entailed significant descriptive as well as analytical efforts. Although WaterAid Pakistan and partners are gradually bridging the gap, relatively little analytical data was found to be available on school WASH work in Pakistan. Very dense information (both descriptive and analytical) was found on the status of the education system and the crisis this sector is facing.

5.5. Recommendations for the use of the school WASH bottleneck analysis tool

This research demonstrated the relevance of school WASH analysis framed around the enhanced school WASH bottleneck analysis tool: exploring underlying political economy and accountability drivers to bottlenecks generated great interest from most informants, whether in the context of one-to-one meetings, focus groups discussions or workshops. Stakeholders recognise that further exploiting the potential of the bottleneck analysis tool in this way responds to current needs. Such use of the tool can be time consuming, as descriptive content for the various subcomponents often needs to precede the analysis of the underlying drivers. Therefore, in the context of meetings or workshops, it is highly recommended to focus on a limited number of subcomponents and address them in depth. Such an enhanced bottleneck analysis tool can advantageously build on a preliminary stakeholder mapping and power analysis.

Picture 2: Workshop in Lahore, Punjab.



6. Findings

6.1. Enabling

6.1.1. Policies

a) Policy documents

Although there is a general lag in the formulation of school WASH policies, strong foundations exist in Pakistan for the development of such policies:

- The Constitution of Pakistan itself provides for the right to free and compulsory education for all children between five and 16 years (Articles 25(a)), and sets conditions for the state to provide the basic necessities of life, including education, irrespective of sex, caste, creed or race.^d
- The Education Policy (2009) puts special emphasis on the need to address school WASH, identifying the provision of missing facilities, and in particular toilets and drinking water facilities, as critical for retention and quality education.⁴ This policy also underlines the need for safe menstrual hygiene management education and counselling, availability of sufficient clean water and soap for personal hygiene, functioning toilets, private washrooms and low cost sanitary materials for girls (WaterAid Pakistan 2015).
- The National Water Policy (2009) stresses that a lack of adequate drinking water facilities in schools is one of the contributing factors to both low enrolment and high drop-out rates.
- The National Sanitation Policy (2006) seeks, amongst other objectives, to promote community-led total sanitation and facilitate access for all citizens to basic level services in sanitation, including the installation of sanitary latrines in each household, in rural and urban areas, schools, bus stations and important public places, and also community latrines in densely populated areas.⁴ The needs of women, children and handicapped people are given priority in all policy, planning and implementation processes.
- Right to Water and Sanitation: the Government of Pakistan has officially recognised the Right to Water and Sanitation by signing key international human rights treaties, as well as establishing a number of domestic level policies and programmes on water and sanitation. The right for all, however, will never be fully realised until the terms 'right to water' and 'right to sanitation' are referenced in policies or in the constitution.²⁰ Progress is noted, however: The Pakistan Approach to Total Sanitation programme strongly underpins the elements of sanitation rights in communities, and the new Local

^d A UNICEF representative notes that MHM remains a burning issue that nobody wants to own. A recent study conducted by AGAHE and WATERAID PAKISTAN, describes MHM as an un-registered priority, absent from priorities in national and subnational conventions, policies and plans. It notes that whereas the national water and sanitation policies highlight the need to consider the role of women in WASH related projects including hygiene related projects, they fail to provide practical guidance however. No direct reference is available as to provision of MHM services to adolescent girls and adult females. At service provision level, the health system addresses the MHM through community education elements within the health extension services provided through Lady Health Workers. Linkages with education (for schools based MHM) are non-existent.²⁷

Government Acts (2013) underline violation of improved sanitation as an offence in Sindh and Punjab provinces.⁴

Pakistan also lacks school WASH-specific strategies and implementation guidelines. In the absence of such policy documents, the official entry points for school WASH work are chiefly the Education Reform Roadmaps and the Pakistan Approach to Total Sanitation. Education Reform Roadmaps developed at provincial level typically address school WASH from a hardware perspective, as part of the provision of missing facilities.

The Pakistan Approach to Total Sanitation is the Government's tool to implement the National Sanitation Action Plan 2010-2015. It includes school-led total sanitation as one of its key components, tapping into the potential of children as agents of change to help shift perceptions at community level. The Pakistan Approach to Total Sanitation recognises the value of teacher-student WASH clubs to impart hygiene communication messages at scale. The programme also underlines the importance of training programmes for schoolteachers, capacity building and awareness raising for village-based development organisations, as well as coordination of and support to district level education departments as factors fostering success.⁴

School-led total sanitation's integration in the Pakistan Approach to Total Sanitation supports school WASH efforts,^e but still falls short of the precise and complete strategy and guidelines the sub-sector needs. One of the key learning points for Pakistan at the outset of the UNICEF school WASH International Learning Exchange in Lao (2014) was the importance of setting up an 'institutional hub' on school WASH in education policies and strategies.

b) Decentralisation

The current context of decentralisation can partly explain the slow development of school WASH policies in Pakistan. In 2010, the 18th amendment to the constitution devolved to provincial governments the responsibility for several sectors, including education, water and sanitation.⁴ On sanitation, Punjab formulated its sanitation policy in 2011, whilst Sindh finalised its own draft version in 2014, seeking guidance from the National Sanitation Policy of 2006.

On education, provincial governments are now free to devise education policy, planning and curriculum. The federal Government's education remit is now limited to federally administered territories,^f to higher education, inter-provincial coordination and the implementation of international treaties. Until the provinces devise legislation on education policy and planning, existing laws, regulations and curricula remain in place. International Crisis Group (2014) notes that provincial governments have embraced their new

^e [PATS](#) presents only briefly the objectives and principles of SLTS. [PATS Guiding booklet for Social Organizers](#) provides broad guidance on SLTS. [The WASH Club Guiding Booklet](#) for the master trainer, Social Organizer or CRPs provides much more specific guidance on how to implement SLTS. The school teachers can also use this guiding booklet to further train other members of a WASH club.

^f such as the capital, Islamabad, and the Federally Administered Tribal Areas (FATA).

responsibilities in different ways, ranging from tangible efforts to mere political rhetoric⁹ The slow passage of laws and regulations is partly responsible for the lack of progress.¹⁴ The new mandates imposed by the 18th amendment require provincial governments to design a host of new policies, which implies attracting the corresponding capacities needed and defining priorities for their development. This can also explain to some degree why school WASH policies have not been developed as a top priority by provinces. As demonstrated during recent meetings convened by UNICEF, provinces show a varying level of readiness to engage in the development of school WASH policies.

The deputy secretary of school education in Punjab province also stresses the importance of the coming into being of the District Education Authorities. This other aspect of decentralisation at play in Punjab, which will shortly see the province fund separate bodies in charge of education at district level, may well influence school WASH programming. Such local oversight, if exercised responsibly, could improve service delivery and bolster accountability and transparency in a sector marred by corruption and nepotism.¹⁴

Education officers consulted in Lahore city indicate that the implications of this shift are not clear enough, but suggest that in theory many procedural obstacles and restrictions could be removed, increasing the scope for efficiency and responsiveness. The district council chairman may also be able to exert significant influence, in their views, and political influence at district level may matter more.

Marked contrasts can be expected amongst provinces in the years to come in terms of school WASH-related policies (i.e. education, WASH), as well as in the balance of power between political and administrative levels of government. This will likely require tailored school WASH approaches.

c) Leadership, coordination, roles and responsibilities

The documentation consulted and the conversations held with stakeholders shed light on leadership issues. Distinctions were made between the leadership found at school level, in the Department of Education of each province, and political leadership at a local, tehsil and provincial level.

Political leadership

A message consistently shared by informants is that despite ongoing decentralisation, Pakistan remains a very centralised, top-down society. In the words of the CEO of a national level NGO, “What we have, at least in some provinces, such as Punjab, is a provincial centralised system.” The centralisation of power is manifest in the catalytic influence that high-level political will can exert on institutions otherwise crippled by red tape.

The deputy secretary of education in Punjab province thus encourages WaterAid Pakistan

⁹ Sindh and Balochistan enacted in early 2013 a legislation largely borrowed from the National Assembly’s Right to Free and Compulsory Education Act (2012) for the federal capital. In 2014, ICG reported Khyber Pakhtunkhwa as the only province where legislation on free, compulsory education, though reportedly drafted by the provincial government, has yet to be presented to the legislature

and partners to carry out school WASH advocacy targeting decision-makers, notably at the top level of the education department: “If you convince the decision-maker, and we are talking about only one person in Punjab, then everything will follow [...] things can happen very fast.” In parallel, he also points to the need to institutionalise school WASH changes through the curriculum.

As the recent words of Pakistan President Mamnoon Hussain suggest, politicians can easily recognise the call for sanitation or school WASH: “It is unfortunate that the lack of sanitation facilities is one of the major causes of the high child mortality rate in Pakistan, despite the fact that cleanliness is declared half faith in Islam.”²¹ Mobilising political leadership for improved sanitation and constituting a parliamentary taskforce on WASH by June 2014 were actually key objectives listed in Pakistan’s South Asian Conference on Sanitation (SACOSAN) V country paper.

Through decentralisation, the devolution of power is happening. This redistribution of decision-making power is more obvious in some provinces than in others. The Government in Khyber Pakhtunkhwa for instance is actively fostering decentralisation, by granting more financial autonomy to local government and promoting the emergence of local champions. In comparison, Sindh is backward and Punjab somewhere in between.

In the context of decentralisation, local government reform is giving local (union-level) elected members the right to sit at the district assembly to defend the needs of the communities they represent. According to WaterAid Pakistan and National Rural Support Programme staff members, advocacy work targeting such community leaders is very relevant: “Union-council representatives are accessible, normal people, as opposed to members of the provincial assembly, who are more difficult to meet and influence.” (Nazar Joyo, Project Manager, National Rural Support Programme/WaterAid Pakistan Thatta district). Politicians often make a pledge to prioritise education during elections, however, they often fail to ensure a follow up once in office. Elected representatives also tend to use populist schemes with few educational dividends to consolidate support.¹⁴

Leadership in the Department of Education

High-level leadership is also well represented in the Department of Education of some provinces. In Punjab, for instance, the Chief Minister, Muhammad Shahbaz Sharif, put quality education for all as, “the topmost priority of the government of Punjab,” and committed to, “personally monitor the progress of each and every step of the [school reform] roadmap”. This senior level championing of quality education (see roadmap poster in Section 6.1.2.) is instilling a positive dynamic in the department, and according to DFID, gives strength to the roadmap.²² When dealing with school WASH, high-level leadership is not lacking – but it focuses on missing facilities: the number of rooms and missing toilets. A high-level government official notes that the intention to pursue school WASH objectives in a systematic way is not as intense as that manifested by other governments, such as that in Sri Lanka.

The workshop held in Lahore reaffirmed the notion that greatest school WASH impact will be achieved once leadership and instructions ‘come from the top’, with ‘the head of department issuing orders to bring change’ and a corresponding reward and sanction mechanism. But in Karachi, participants of the workshop concurred that the way the

Department of Education operates inhibits the creativity available in the whole system: people are not supposed to take the initiative or think critically: nobody should challenge the system, ‘you have to keep your mouth shut’. Discussions with WaterAid Pakistan staff validated these findings in the context of Sindh, noting that the environment would be more favourable in Punjab and Khyber Pakhtunkhwa.

School-community level leadership

In the absence of a conducive enabling environment – which may take years to emerge – stakeholders uniformly recognise the importance of local level leadership, and in particular that of teachers. A teacher interviewed in a school in Lahore summed up: “the conditions of the school depend on the motivation and cohesion of teachers: it is up to the management of teachers. She [the headmistress] has the values and the willingness. She is setting an example [...] Sometimes you have schools that come back to life only after the transfer of a given [toxic, absent] teacher.”

Good headteacher leadership and teacher cohesion are not the norm, however. Teacher absenteeism is rampant in public schools, and corrupt practices such as bribing education department employees to obtain jobs and then sharing salaries with them is frequent. Political links are also often a factor in appointments, postings and transfers. Some provincial governments attempt to make appointments on merit, and postings and transfers on the basis of need. Or they create and/or update school and teacher databases, a potentially powerful monitoring tool to reduce absenteeism and non-functional schools.¹⁴ Private schools and non-formal basic education schools often contrast with public schools when it comes to teachers’ leadership. In private and non-formal schools, headmasters and teachers are primarily accountable to parents (their ‘customers’) or to the community (their neighbours, literally, in the case of non-formal school teachers). In other words, ‘client power’ – the short route to accountability – is active and encouraging teachers to perform. In such schools teachers face no obstacle from a hierarchy: there is nothing to curtail their willingness to improve the quality of the education service they provide.

Syed Ayub Qutub, Executive Director of the national NGO Pakistan Institute for Environment-Development Action Research (PIEDAR) supports this view, and explains that headteachers of private schools enjoy more space for creativity. In his experience, exposure visits and focus group discussions are sufficient to trigger the spread of good practice and innovation amongst them:

“In low fee private schools we found out that by bringing 12 principals in a room and letting them have free conversations to share their learning on school WASH operation and maintenance, they were able to pick the best practices from one another. We have successfully repeated this process with janitors and members of child clubs.”

Private schools have good incentives to perform and adopt better practices because they compete in the marketplace – they charge low fees and thus have to remain very efficient. Dr Sher Jamel Khan, Head of Department at the Institute of Environmental Sciences and Engineering – National University of Sciences and Technology (IESE-NUST) confirms that creating emulation through exposure visits across districts to share good practices works well. The experience of PIEDAR, however, is that this approach rarely works in public schools:

“We could not achieve the same breakthrough, even in Islamabad high schools, the ‘Cadillacs’ of our system. And we were facing the same problem: these [government] schools are not allowed to charge extra fees and have very little flexibility in the use of their resources. They depend highly on project funds. There is no pressure to succeed, no spirit of competition or excellence and the staff tend to lose the spirit of initiative. So we found that a way to stimulate a reaction from these school managers was by confronting them during a meeting with a wide audience bringing together teachers and janitors. They are presented with the findings of a survey [i.e. school score cards] carried out by children, and which describes the state of the school. In such challenging contexts, which embrace opportunities for improvements less spontaneously, responsiveness of school management is triggered by organised demand from the students based on evidence and supported by their parents.

Coordination

The lack of coordination amongst school WASH stakeholders emerges as another bottleneck. This comprises both the lack of coordination between departments and the absence of effective school WASH forums.

Several WaterAid Pakistan staff members referred to difficulties associated with the lack of coordination between the Health and Education Departments, and between the Department of Education and that of Civil Works. The latter relationship seems to be most problematic: the Department of Education allocates a budget to Civil Works for the execution of its plans. But the disconnect between both institutions is blatant when it comes to ensuring that the facilities provided meet actual needs. Planning from Education fails to respond to specific needs (see 6.1.2.), Civil Works only implements its overly standardised designs, and construction oversight is lacking. This absence of coordination has the most deleterious effect on effective budget spending.

The lack of coordination mechanism and school WASH forums at national, provincial and district levels is also identified as a weakness: in 2012, a report from UNICEF highlighted the lack of effective links amongst school WASH partners.²³ This weakness characterises the broader WASH sector, as shown by the commitment made by Pakistan at SACOSAN IV, “to establish one national body with responsibility for coordinating sanitation and hygiene, involving all stakeholders including, but not limited to, those responsible for finance, health, public health, environment, water, education, gender and local government at national, subnational and local levels”.

Progress has been insufficient so far, partly due to enactment of the 18th amendment in June 2011, notably with regard to establishing provincial coordinating bodies.²⁴ Iftikhar

Ahmad Shaheen from Plan International, who leads a large consortium implementing the South Asia WASH results programme, also notes that Pakistan is well behind other countries in the region, such as Bangladesh, regarding the creation and use of a coordination platform that would allow an active engagement of different stakeholders, including representatives of the Education and Health Departments.

At provincial and district level, coordination mechanisms are more or less active depending on programmes on the ground. Participants of the workshop in Lahore mentioned the absence of a formal WASH forum in Punjab, but the existence of regular meetings of WASH stakeholders in coordination with the Government. A traffic light study conducted by WaterAid Pakistan and Muslim Aid in the district of Rajanpur, Punjab, indicates the presence of regular Government-led WASH cluster meetings.²⁵

The visit to Thatta district underlined the need to engage the Department of Education more thoroughly at local level. A conversation with a district education officer in charge of primary education revealed that he and his colleagues are not properly engaged in (and often not even informed about) the projects implemented by NGOs in their area of intervention, which seemed to lead to some resentment towards NGOs. The frustration of education officers who perceive themselves bypassed by NGOs is probably not an isolated case and needs to be addressed, since it can affect the success of programmes.

Roles and responsibilities

Problems of coordination between stakeholders partly reflect a lack of clear definition of roles and responsibilities. Going back to basics, local governments are primarily responsible for WASH in schools, with the support of the Ministry of Disaster Management at federal level, and the Department of Education, Local Government and Rural Development plus the Public Health Engineering Department at the provincial level.²⁴ That being said, several informants referred to problems of overlapping roles and lack of visibility in the responsibilities of each stakeholder, leading to a lack of accountability. The traffic light study conducted by WaterAid Pakistan and Muslim Aid in the district of Rajanpur also stressed the overlap amongst the roles played by Public Health Engineering Departments, the Local Government and Rural Development Department and the Education Department, and describes the institutional setup for school WASH in Punjab as confused, failing to effectively attribute roles for effective programme implementation.

This situation largely stems from the absence of school WASH policies, strategies and guidelines. There is a need to clarify these roles and responsibilities, as well as the activities carried out by WASH clubs, parents and School Management Committees, and to formalise them in at the provincial level, explains Khobaib Avahedy, Head of Humanitarian at Muslim Aid. Abdul Salam, WASH Coordinator at the National Rural Support Programme, further stresses the importance of clarifying broad issues of leadership, ownership and accountability in such policies. Participants in the workshop in Lahore underline the importance of specifying such responsibilities in the terms of references for different stakeholders.

A finding from the workshops in both Lahore and Karachi is that the panel of participants^h can seemingly effortlessly provide a detailed map of the different school WASH stakeholders active at school, community, district, province and national levels. They also have quite a precise idea of the key roles and responsibilities of each stakeholder, although inaccuracies emerge at this point as well as significant overlap, notably with regard to government stakeholders, where a myriad of players are supposed to contribute to the success of school WASH.

There is a shared understanding that it may take some time for provincial governments to: i) formalise these roles and responsibilities; ii) build the capacities of each stakeholders to fulfil their duty; iii) put in place bespoke accountability mechanisms to foster compliance; and iv) effectively enforce policies to ensure the contribution of each stakeholder. Whilst this process is absolutely fundamental and requires full support from WaterAid Pakistan and other development partners, the extended time horizon associated with it requires pragmatic approaches in the meantime. Workshop participants in Lahore and Karachi thus recognised the value of undertaking a strategic stakeholder mapping to allow the identification of key players to address sustainability issues and allow scaling up of school WASH programmes. The output of this process may vary from one province to another depending on the local dynamics, policies and aspects related to decentralisation referred to above, such as the extent to which decision-making power and resources are effectively devolved.

d) Standards

Standards formulation: national level foundations

In 2009, in collaboration with the Ministry of Education, the Planning Commission of Pakistan and the Local Government and Rural Development Department, and with the support of UNICEF, the Ministry of Environment devised 'Water and Environmental Sanitation School Designs', which specified important details related to drinking water (access, availability and storage), sanitation and hygiene in schools (location of toilets, the use of soap and solid waste management etc.).²⁶ The SACOSAN V country paper notes the adoption in 2010 by the Ministry of Education of national standards for child-friendly inclusive education, which underpins provision of WASH as a critical component of a healthy and protective environment for children. The child-friendly school manual for Pakistan addresses WASH issues, and in particular hygiene, with handwashing and personal hygiene components. The norm stipulates that each school needs to provide one toilet and one tap for every 50 children, a handwashing facility near the toilet and a fixed soap container. The toilet must be located at least 30 metres away and downhill from a water source.⁴

Representatives of WaterAid Pakistan and UNICEF concur that the existing standards are merely civil work standards, followed by Civil Works to apply solutions too uniform to respond to specific local needs. Since 2010, the formulation of school WASH standards has become a provincial matter. According to WaterAid Pakistan representatives, school WASH

^h Collectively representative of most School WASH stakeholders (except student), but qualitatively perhaps more aware of School WASH issues than their peers.

standards will be derived to a good extent from provincial water and sanitation policies, which are still in the process of development in several provinces.ⁱ

Supporting provincial government in the design of appropriate norms and standards for school WASH is on the agenda of UNICEF Pakistan, which also wishes to respond to the demand of donors to support well packaged school WASH interventions, responding to clear technical requirements and following a systematic approach with well-defined components. UNICEF's work in Pakistan around the Three Stars certification scheme needs to be understood in relation to efforts to help the Government set appropriate standards for school WASH. There is a good momentum, confides Muhammad Shoaib, WASH Officer at UNICEF, who reveals that the consultative strategy development workshop led by the Federal and Provincial Departments of Education in September 2015, which brought together representatives from all provinces, has allowed some benchmarking of the Three Stars approach to tailor it to provincial contexts. Adjusting this certification scheme to the realities of Pakistan is critical, explains Syed Ayub Qutub, Executive Director of PIEDAR, as some aspects present in the generic form of the Three Stars approach (e.g. expecting children to clean toilets, or to bring their own bottle of water) are unlikely to be socially acceptable.

Enforcement of standards and norms

Compliance with the norms is happening, though very progressively: governments first focus on missing facilities – ensuring the presence of toilets in all schools – before addressing the number of toilets needed by each school to meet the ratio of 50 students per toilet. The relevance of the approach is of course debatable from a number of perspectives: the provision of insufficient toilets has adverse implications in terms of use (queuing) and maintenance, particularly when the construction of facilities is not accompanied by the delivery of software components fostering the adoption of new behaviour.

Compliance with quality standards for the construction of school WASH facilities is variable. Whether the service provider is a private contractor selected through a 'biased' bidding process, or a community committee supported by an NGO, will lead to very different quality of execution. That public procurement is generally fraught with corruption is well known, explains a representative of WaterAid Pakistan, who stresses the pathetic quality of the facilities built by the Government:

"The demonstration of their inferior quality is made in disaster prone areas: the first to go down is the government infrastructure. [...] Standards are good, [and reflect] international [good practice], but on the ground what you see is quite the opposite: government contractors have to give back part of the budget to the officials who claim a certain percentage... and if you ask 'where is it written?', the reply is: 'this is policy, there are certain unwritten rules'. The BOQ [The Bill of Quantities] to meet the standard is what it is and you cannot construct properly as a result. That is the hidden truth, it is an open secret

ⁱ WaterAid are working with provincial governments for agreeing on standardising the school standards using the 3-Stars Approach. These standards define indicators for WASH functionality, handwashing with soap, MHM provisions. etc. These standards are still in draft shape and will be integrated in Education Sector Plans of Punjab, Sindh and Baluchistan during their next yearly review.

but no one mentions it because there is nothing to do about it.”

As noted above, the lack of coordination between the Department of Education and that of Civil Works is manifest in the absence of oversight during the construction of facilities. A teacher participating in the Lahore workshop thus complained about the poor quality of the materials used to build the boundary wall of the school, little compliance with quality standards and “lack of accountability of district monitoring, who end up demanding the headmaster sign the voucher without having consulted him before.” The long route of accountability is very ineffective, and promoting a shorter alternative route by engaging community committees as service providers results in much greater compliance with quality standards.

Table 2: To what extent is WaterAid Pakistan addressing school WASH bottlenecks at policy level

► **Policy analysis and influencing**

- NGO partners in Rajanpur and Thatta/Badin developed very informative traffic light papers analysing the school WASH situation, which are useful advocacy tools to demand greater allocation of financial resources from the Education Department.
- WaterAid Pakistan is actively engaged in promoting menstrual hygiene management in schools and in society more broadly, influencing the whole sector to better take into account the critical dimension of WASH work through advocacy work, demonstration of models and research. In this context, the Association for Gender Awareness & Human Empowerment undertook a policy analysis study to map and assess the policy environment, institutional arrangement and practices around menstrual hygiene management in particular for health, education and WASH sector partners at national, provincial, district and facility levels. A similar study is planned in another province with a new partner. The findings of such studies represent very valuable information for the whole sector and beyond.

► **Coordination**

- WaterAid Pakistan and its partners seek to actively contribute to WASH forums and coordinating platforms, as in the WASH hub group in Punjab with the Association for Gender Awareness & Human Empowerment, UNICEF, Plan, AWAS.
- Through its partners, WaterAid Pakistan seeks to engage community stakeholders comprehensively. The National Rural Support Programme for instance, has strong links with government and demonstrates excellent community outreach capacity, working with community organisations, village support organisations, and local support organisations at union and tehsil levels. Local support organisations are part of the apex WASH forum at district level.

► Leadership

- At district level, WaterAid Pakistan and its partner the National Rural Support Programme are strategically advocating WASH by targeting local elected representatives such as union council nazim, councilors, tehsil nazim, and influential local people, engaging them through one-to-one meetings, invitations to certificate award ceremonies or inception workshops. In the past there were no such community representatives sitting at the district assembly with some decision-making power. Political elected community members are very accessible, yet much more powerful than district education officers. WASH can be raised high on the local political agenda, and many of these potential WASH champions are actually community organisation, village support organisation or local support organisation members. They are accountable to their community because they want to be re-elected.

► Standards

- WaterAid Pakistan is contributing to the improvement of national school WASH standards by demonstrating child friendly and girl friendly school toilets, including new design features. In the process, WaterAid Pakistan is also building national and local capacities to build these new designs.
- UNICEF and WaterAid are working with provincial governments to agree on standardising school standards using famous Three Star approach.
- By fostering community participation in handing budget management and works execution to community committees, WaterAid Pakistan and its partners are building local building and oversight capacities and contributing to a greater compliance with quality standards and accountability.

6.1.2. Planning

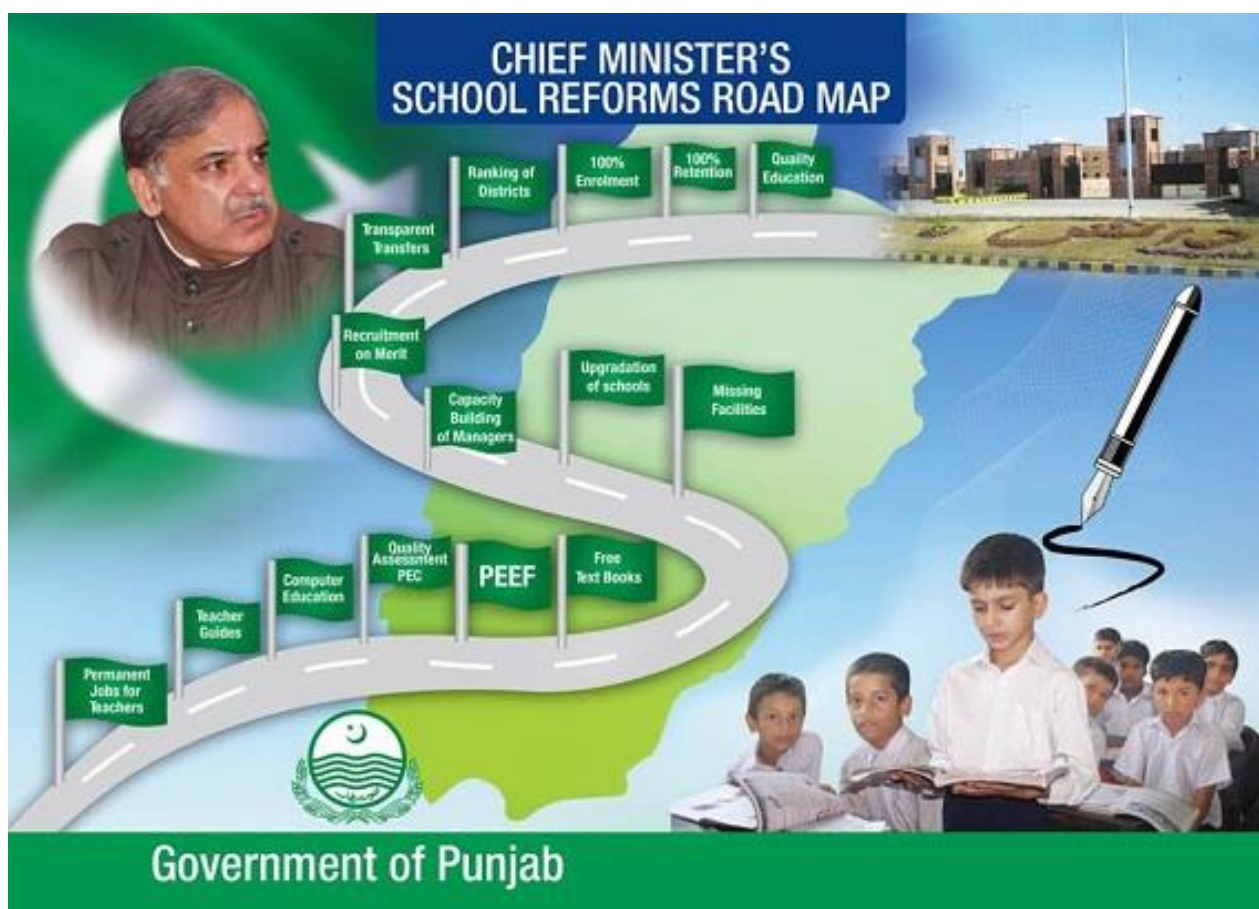
a) Plan of action

Official plans of action for school WASH

There is no National Plan of Action for school WASH in Pakistan. The responsibility for planning in the education sector was transferred to provincial governments in 2010. The report from SACOSAN V (2013) noted that the development of Education Sector Plans was underway at provincial level, but that school WASH has not been prioritised in these plans so far. In Punjab, this plan is guided by the ‘Chief Minister School Reform Road Map’, which puts no specific emphasis on school WASH. Toilets and tap-stands are listed amongst the frequently missing facilities required in all schools, but the focus is on building classrooms and boundary walls, according to participants of the workshop held in Lahore.

District Education Plans also exist, including local priorities aligned with the guidelines of the Chief Minister Road Map. In Muzaffargarh district, the plan stresses the need to build latrines in girls’ schools, but the very limited funds allocated to this objective reveals the low priority put on it.²⁷

Figure 3: Chief Minister School Reform Road Map, Punjab (See the ‘missing facilities’ flag)



WaterAid and Muslim Aid recently analysed that district education departments actually have no authority over budget formulation and disbursement. This lies with the provincial government. Appropriate construction, repair and maintenance plans are hardly possible if the budget is never sought from those who are familiar with the district realities, its needs and preferences.²⁵

A study on School Management Committees and Parent Teacher Associations conducted in 2010 under the USAID-funded RISE project concluded that, “the government system of top-down financing is not facilitating its policy of bottom-up planning,” and stressed that community engagement in public schools requires the Government to integrate and be responsive to school improvement plans in their annual budgeting.²⁸ School improvement plans can indeed represent a precious tool for the Education Department in developing needs-based budgets. But the reality of school development plans, further discussed in Section 6.3.1.b, is that they hardly exist outside NGO interventions. A UNESCO study on education budgets in Pakistan found that the budgeting process, treated as confidential, is dominated by deputy district officers for education who rarely consult teachers, parents, students, communities or civil society regarding needs and priorities.²⁹ RISE found that training organised for district education managers on school improvement plans had limited impact.

NGO programmatic approaches

The roundtable discussion organised in Islamabad at the onset of the country visit allowed half a dozen senior NGO managers to reflect critically on past and current school WASH programming. Amongst other weaknesses characterising the approaches typically followed by INGOs and national NGOs with some expertise in school WASH, repeated cycles of short-term programmes were identified as a particularly constraining factor for planning. Indeed, this conflicts with the critical need to dedicate substantial time building the capacity of duty bearers, accompanying them through on-the-job learning, allowing a genuine momentum to build up (which can take more time for some schools than others), and phasing out support gradually according to needs.

Some informants also criticised the tendency to spread things too thinly during planning, setting impressive quantitative targets to achieve in a short time. This can result in allocating significant resources to the dissemination of hygiene messages at the expense of more fruitful in-depth advocacy targeting appropriate individuals.

All participants of the roundtable appeared to concur that better school WASH planning requires shifting donors' perceptions. There is a need to move away from the current vision of school WASH interventions as processes efficiently delivering significant outputs ('giving NGOs and donors the numbers'), yet inexorably failing to achieve sustainable results and impact. The sub-sector needs to embrace more ambitious targets, framing school WASH outcomes as part of a broader impact on schools, alongside health, nutrition and quality of education, and taking place through more extended integrated interventions. This implies better defining of school WASH, or rather WASH-health-nutrition interventions, with clear packages for each objective and clear assessment of the capacity needed to deliver each package.

b) Targets and priorities

There are no national targets specific to school WASH, and the commitments made by the Government during SACOSAN V in 2013 did not target school WASH specifically, but addressed broader WASH objectives.⁴ However, the Government of Pakistan's Vision for 2025 includes an open defecation free target, which in theory should have direct implications for school WASH. Of relevance too is the school WASH consultative strategy development workshop led by the Federal and Provincial Departments of Education in September 2015, where they recommended that the Three Star approach be adopted. Adopting such a certification scheme paves the way for the monitoring of school WASH indicators and the setting of quantitative targets.

To better picture where Pakistan stands in terms of school WASH planning, it is useful to reflect on the Indian context. There, the enabling environment is very conducive: strong policies are supported by high-level political will, and successful school WASH models developed by NGOs exist. School WASH is a national priority in India, and the challenge consists in devising plans allowing NGO approaches so far demonstrated at relatively small scales to be adapted to the constraints of large scale government-led programmes. In Pakistan, the relevance of school WASH work still needs to be demonstrated to have it enshrined in policies and raised as a priority for decision makers at all levels, including

teachers and parents. The level of awareness of the importance of school WASH varies significantly across provinces, clearly, but overall there is the need to raise School WASH in the national agenda and in collective awareness.

Pakistan Approach to Total Sanitation

The Pakistan Approach to Total Sanitation and quality education are the two principal entry points for school WASH advocacy. The Pakistan Approach to Total Sanitation includes school-led total sanitation as one of its key components, and as noted by Dr Sher Jamel Khan, Head of Department at IESE-NUST, it is useful to frame school and school WASH work as a means for local authorities to meet their open defecation free objectives.

Enrolment

The second avenue to advocate school WASH at national and provincial levels is quality education under the banner of the right to education for all. Increasing students' enrolment is the chief priority of a public education system in crisis, a bleeding body inexorably losing its students in favour of private schools and madrassas. As the deputy secretary of school education of Punjab province puts it:

“Our priorities are on academic performance and bringing the children to schools, enrolment. Our main goal is to achieve 100% enrolment in the province by 2018. That implies working on the improvement of facilities like classrooms and toilets. Our top priority is the classrooms: we need to catch up with the needs... in some places they do not even have a shelter for the students.”

Back from the school WASH International Learning Event recently held in Sri Lanka, the deputy secretary reckons that school WASH has not been a priority thus far and suggests NGOs such as WaterAid Pakistan, “work with the Government to create awareness because it is not yet on our priority list, although there is a positive correlation between WASH facilities and enrolment”. All school WASH efforts, which mainly consist of installing the most basic toilets and tap-stands in schools, seem to chiefly respond to the need for increasing enrolment in public schools. The provision of girl-friendly facilities seems to respond to the same motivation.²⁷

Dengue and school security

In many regions of the country, fighting dengue fever is another major objective pursued by the Department of Education in relation to hygiene. Conversations with district education officers explain that school cleanliness has been established as a priority area to improve hygiene, notably with regard to dengue. During school visits in Lahore, the posters on the walls providing guidance on best practices to fight dengue fever demonstrated government efforts to change hygiene behaviour in relation to this epidemic threat. In comparison, visibility within schools of government efforts to address sanitation, which take a much greater toll on the population, is very low. According to Sohail Nazir, Programme Manager at WaterAid Pakistan, the dengue threat in Punjab actually has an adverse effect on school WASH, as most funding gets diverted to filling in open ponds, while building school toilets takes a back seat.

The days and weeks following the massacre of schoolchildren by the Taliban in Peshawar in Dec 2014 demonstrated the capacity of the Government at national and provincial level to shift priorities and swiftly implement a plan of action on a large scale. In a matter of months, all schools in the country were equipped with entry gates, barbed wire protection and a guard to prevent such a tragedy from reoccurring. In Punjab, and possibly in other provinces, the resources made available to recruit guards was initially meant for schools to hire janitors, as the school visits and multiple conversations confirmed. The highly effective reaction of the Government confirms that high-level political will can have great impact at scale in schools when required, and that at least in some provinces such as Punjab, significant progress in the operation and management of school WASH facilities through the presence of a janitor in all schools can reasonably be achieved in the not too distant future. Another finding emerging from the analysis of the government response to dengue fever and security threats in schools is that the authorities highly identify with the notion of protection: protecting citizens, protecting students, and that school WASH advocacy could effectively and very legitimately use this theme.

A mismatch between chief goals and priorities

At national and provincial level, the strategy by the Government to boost enrolment often misses the point: it focuses on fixing the material requirements of schools (i.e. facilities, furniture, textbooks, electricity, taps and toilets), certainly important but quite peripheral compared to the fundamental causes leading parents to take their children out of school, or to move them to private schools or madrassas. The essential factors that need addressing relate to the quality of education, and the leadership and commitment of teachers. When such qualities are present in schools, material and hygienic conditions progress eventually. The example of non-formal basic education schools demonstrates that enrolment is not necessarily correlated with the provision of facilities. These schools are the most deprived education institutions materially speaking, but leadership and commitment are strong and enrolment is not an issue at all, as highlighted by a conversation with the deputy director of operation of non-formal basic education in Punjab. In his opinion, the seeds one sows in such schools do not need to be watered much: they will grow because the ground is fertile and the community itself will take care of it.

Improving school management and teaching quality are critical challenges for the Government to address, considering the abysmal performance and alarming level of absenteeism of teachers in certain provinces, as well as nepotism and the detrimental influence of teachers' unions on school governance (see Section 3.3.). Participants of the Lahore workshop concur that providing missing facilities to address the enrolment issue is a misleading approach. School WASH advocacy along those lines (i.e. building toilets will boost school enrolment) is probably not the most effective means of raising school WASH sustainably on the agenda, despite the short term gains that may encourage messages associating greater enrolment and lower drop-out rates as a result of toilets.

A number of informants supported the hypothesis (which remains to be tested) that the positive correlation between school WASH and enrolment may exist under the condition of sustainable operation and maintenance, which almost systematically requires improved school management and teachers' leadership. Some provinces should hopefully be able to achieve improved school WASH services with good operation and maintenance in the

years to come, through effective budget allocations. Yet, chances are that this will not suffice to increase enrolment if unaccompanied by improved quality of education resulting from greater commitment from teachers.

As the deputy secretary of school education in Punjab province sums it up: “Cleanliness of the overall school environment reflects the quality of school governance, which is the main factor motivating parents to keep their children at a school or send them to a private school.” This view is also well encapsulated in the word of a senior education official, ex-teacher and son of a teacher, and now working in the Education Reform Unit of his province, who explained: “at the end of the day the success of education is all about knowledge, awareness and heart [that is leadership and commitment]”. The two school visits carried out in Thatta illustrated this perfectly.

c) Sanctions and incentives

The roundtable discussions with senior representatives of national and international NGOs involved in school WASH work confirmed the importance of incentive mechanisms to create emulation between schools and boost school leadership. According to Dr Sher Jamel Khan, IESE-NUST, such incentive schemes are, “cruelly missing: there are award schemes for schools, no prize for the best school of the district”. He also observes that the incentive scheme established by the Government for open defecation free/Pakistan Approach to Total Sanitation is ineffective. Participants of the workshop in Karachi also deplore the lack of encouragement and rewards for teachers, who would be stimulated at least by some scheme rewarding hygiene leaders with certificates.

Reward schemes can also target parents, and in particular School Management Committees. One of the successes of the USAID-funded RISE project was events held to publically recognise Committee accomplishments. Such events were found to help strengthen school/community links, boost Committee members’ motivation, create emulation amongst Committees, and occasionally served to mobilise resources to fund School Development Plan (SDP) activities.²⁸

A representative of Muslim Aid points out the relevance of incentive schemes and the importance of combining them with corresponding sanction mechanisms. The annual confidential report of the headmaster, he suggests, could be used to report school WASH-related performance. Representatives from other national NGOs confirm that integrating WASH KPIs into this report, which has a bearing on the promotion of headmasters, could prove extremely influential.

The Three Stars approach, if properly tailored to each province of Pakistan, represents a great incentivising tool. Schools can be awarded grants, which they can use as they wish, explains Muhammad Shoaib, WASH Officer at UNICEF, who points out that Punjab is the only province so far that has approved the award of such grants in their formal policies. He shares that adopting this measure is a very difficult process, as it requires changing the Government mindset from exclusive provision of hardware to more software. UNICEF is supporting Khyber Pakhtunkhwa and Balochistan Governments to pilot the approach with the new benchmarks, and expecting to discuss the issue of reward schemes before the approach is officially adopted.

The exchanges held during the country visit around the need for proper incentivising schemes, ideally coupled with small doable action approaches (such as the Three Star approach), hints toward the value of merit-based approaches, allowing schools to improve at their own pace.

Also, as Khobaib Avahedy, Head of Humanitarian at Muslim Aid underlines, incentives and sanction mechanisms to boost stakeholder accountability in relation to school WASH first require introducing school WASH content into teachers' curriculums, and implies that effective monitoring systems register not only the availability of school WASH facilities but also their functionality.

d) Monitoring

NEMIS and EMIS

There are some reasons to be optimistic about the progress that can be achieved on monitoring the status of school WASH in Pakistan. The country has got a National Education Monitoring Information System (NEMIS) and provincial EMIS in each province, and all are functional. "The mechanism is there", explains a representative from UNICEF, who considers that the data collected is fairly reliable as far as availability of school WASH facilities are concerned, and recognises that the set of indicators used needs to be improved. The recent study carried out by UNICEF on the parameters used by NEMIS to monitor school WASH comprise: a) for water: functionality (functional/broken) and quantity (sufficient/insufficient), and; b) for sanitation: quantity (number of toilets) and functionality (functional/repairs). There is no indicator for the use of school WASH facilities, nor an indicator for hygiene.³⁰

Taking a higher standpoint and analysing NEMIS beyond its use for school WASH monitoring, it is important to bear in mind that following its admission into the Global Partnership for Education and an additional funding allocation for Sindh and Balochistan, in June 2014, Pakistan committed to making its data systems much more robust. According to International Crisis Group (2014), much still has to be done in terms of improving planning, monitoring and reporting. On another front, the legislation passed in 2010 by the provinces, which gives local governments a role in monitoring educational institutions, can have a most positive impact. For instance, the independent district education authorities envisioned in Punjab's legislation could in theory ensure a local oversight, which "if exercised responsibly, could improve service delivery and bolster accountability and transparency in a sector marred by corruption and nepotism".¹⁴

The quality of provincial EMIS varies. Punjab EMIS data can be consulted through a very user-friendly online interface. The public has access to school and district report cards presenting information about the presence or availability of drinking water and sanitation, but which fail to indicate their functionality and use. School cards and the ranking of districts is also regarded as a useful means of boosting accountability.

Data robustness

The robustness of EMIS is debatable, and several informants stress that teachers and officers are often afraid and reluctant to fill in system data that may not reflect well on the

Government. Participants of the workshop in Lahore thus indicated that the data collected in Punjab EMIS on the availability of facilities is relatively robust, as opposed to data reflecting their functionality. In Karachi, participants stressed that bureaucracy and vertical accountability systems prevailing in the Department of Education do not empower staff, and fail to value the quality of their contribution when it comes to monitoring: “When the management doesn’t take your data seriously, the monitoring and evaluation people lose interest,” added a participant once involved in monitoring activities for the Department. A report from the World Bank on a community engagement experiment also suggests that district and sub-district officials fail to regularly monitor schools.³¹ A study carried out by WaterAid and Muslim Aid in Punjab shed light on the Programme Monitoring and Implementation Unit, tasked to monitor school resources and facilities at district level. This independent body collects data on a monthly and quarterly basis through two channels of information, ensuring that the data collected on school status and practices is both robust and up-to-date. However the authors found that, despite a dedicated unit and bespoke data collection process, information on the availability and quality of school WASH facilities could not be retrieved for most of the schools in Rajanpur district.²⁵

Data analysis and use

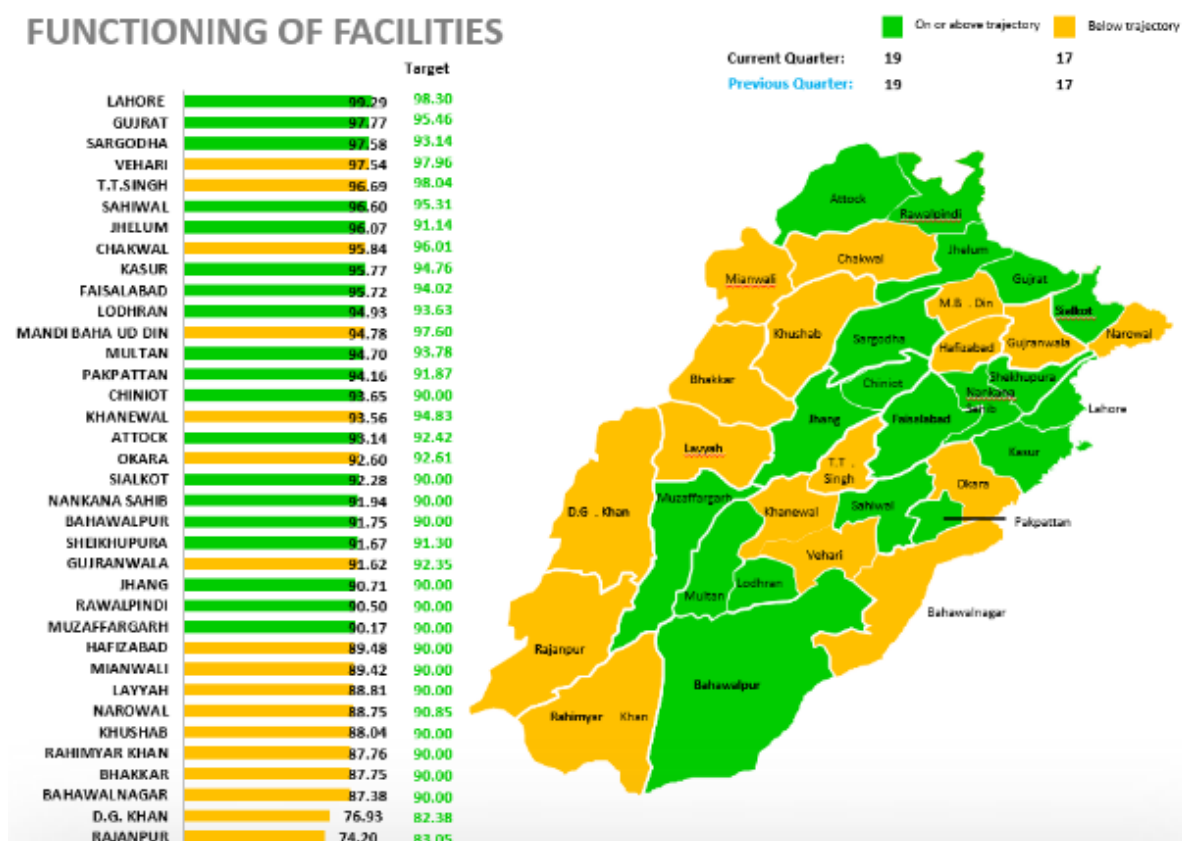
In the view of a representative from UNICEF, despite inaccuracies that may be significant, EMIS still provides a useful picture and good basis for advocacy work. Yet, the same informant thinks that capacity is lacking to analyse the data collected and derive appropriate recommendations for planning. Several participants in the workshop held in Karachi suggest that in addition to capacity gaps, there is often a lack of willingness to analyse and use data in a more meaningful way: bureaucrats in the Department of Education are sometimes disconnected from the reality on the ground, and would rather comply with orders than seek the means to really support schools, particularly if that implies challenging the status quo. As a result of these factors, amongst others, planning fails to respond to needs and leads to overly standardised provisions that fail to match local demands.

EMIS data is used to rank divisions and districts, and to produce school cards, all of which the general public can consult online in the case of the Punjab EMIS. Rankings against indicators such as teacher absenteeism, or availability and functionality of facilities, are potentially powerful tools to increase transparency and boost accountability in the sector. Official rankings can be compared with those produced by the Annual Status of Education Report (ASER),^j which independently collects information on all children aged three to 16 years enrolled in public and private schools. Data reflects information on indicators such as student learning levels, enrolment, student-teacher attendance, facilities, multi-grade classrooms, and grants to government schools etc.³²

^j ASER Pakistan is part of a South-South initiative across India, Kenya, Tanzania, Uganda, Mali, Senegal and Mexico, representing citizens coming together across borders to address quality, accountability and governance in education. In Pakistan, ASER engages with many civil society and semi-autonomous partners, mobilizing annually 10,000 citizen volunteers. Since 2009, ASER Pakistan has grown from being active in 11 to 138 out of 145 districts in Pakistan, consistently providing ranked and gender disaggregated data across households, villages, districts and provinces.

Data from ASER and NEMIS is compiled by Alif Ailaan, which produces its own rankings. Alif Ailaan is a DFID-funded campaign launched in 2013 and meant to run until 2016, which takes stock of the state of education across Pakistan and uses the information to make education a top priority for all citizens. It tracks the performance of every district against an education score and a school infrastructure score.³³

Figure 4: PEMIS district ranking against the functionality of facilities³⁴ (less robust than availability)



e) Curriculum

Teacher training

According to UNICEF, school WASH guides and toolkits are available and are being used in school WASH target areas, but the curriculum does not provide enough space for hygiene promotion.³⁵ This is confirmed by teachers participating in the workshop in Lahore, who explained that whilst health and hygiene forms part of the curriculum and is included in their training manual, this component only comprises general, largely theoretical instructions of limited value to children. Menstrual hygiene management is part of the curriculum of female health workers, they add, and health and nutrition supervisors are supposed to deliver monthly sessions.

A representative from UNICEF in Islamabad thinks that nationwide, the awareness of teachers on WASH issues is frequently limited, which calls for integrating school WASH

and menstrual hygiene management content in their training. He observes that some provinces such as Khyber Pakhtunkhwa, where menstrual hygiene management training is now delivered to teachers, are now well aware of the need to redress this capacity gap. UNICEF thus sees opportunities for including school WASH-related content in teachers' curriculums, and to work on the development of the didactic skills needed to move from a knowledge transfer approach to a life-skill based hygiene education.

Children's curriculum

In the past, the Federal Ministry of Education used to design the national curriculum, whilst Provincial Textbook Boards developed teaching materials to be approved by the centre. In 2010, provinces inherited the national curriculum, which they need to reform. Resistance to this reform is multiple: a) conservative and Islamist parties are concerned that differing curriculums may weaken national unity; b) educators are concerned about the adverse impact of such reforms on the quality of education; and c) some teachers and their unions see curriculum reform as the donors' Trojan horse to alter the nation's identity through education.¹⁴

Syed Ayub Qutub, Executive Director of PIEDAR, an NGO supporting the Government with Allama Iqbal Open University^k on the development of curriculum for primary and secondary schools, acknowledges that curriculum reform is a very slow process. He agrees that obstacles to overcome include some of the above-mentioned ideological barriers, but also stresses the lengthy building and testing process inherent in such reforms.

Table 3: To what extent is WaterAid Pakistan addressing school WASH bottlenecks at planning level?

► Programming

The partnership of WaterAid Pakistan and the National Rural Support Programme has strengthened the capacity of the latter to integrate a school WASH component in its integrated programmes. WISE (Water, Immunisation, Sanitation and Environment), which can be considered an offshoot of the collaboration with WaterAid Pakistan, adopts an integrated approach, likely to trigger more interest amongst schools and community stakeholders than a WASH-only approach.

► Monitoring

The different studies, including surveys and traffic light assessments undertaken by WaterAid Pakistan in partnership with local partners, is shedding light on the importance of taking into account indicators that are not yet included in provincial and national EMIS, and which better reflect the school WASH status.

► Curriculum

WaterAid Pakistan aims to intensify its work with government institutions to lobby for inclusion of hygiene education in teachers' training manuals.

^k According to the same source, AIOU is present country wide through its 37 campuses and that is the larger provider of teacher training programmes in Pakistan, delivering 95% of the trainings.

6.1.3. Budget

a) Budget amount

Education sector funding

The limited budget allocation for the education sector overall has historically been a major bottleneck for the school WASH subsector.⁴ The situation is gradually changing for the better: the constitutional requirement to provide free education for all children below 16 and the decentralisation of this responsibility has led provincial government to declare education as a priority, and to increase budget allocation correspondingly. Furthermore, the National Plan of Action for the MDGs Acceleration Framework (MAF) 2013-2014 committed the Government to gradually increasing allocations from 2% of GDP to 4% by 2018 (still far below the target of 7% of GDP by 2015 recommended in the 2009 National Education Policy).¹⁴

As often occurs, most of the provincial education budgets cover recurrent costs, and teachers' salaries take the lion's share. In Sindh, teachers' salaries consume 70% of the total budget, leaving only 18% for maintenance of primary and secondary schools, and 12% for upgrading existing schools and constructing new schools. The study carried out by WaterAid and Muslim Aid in Punjab indicates that 80% of the budget available at district level is consumed by salaries.²⁵ Given the importance of salary-related expenses, few funds remain available for non-salary expenses (e.g. maintenance utilities, etc.), however, which are important for the smooth functioning of educational institutions.²⁹

WASH funding

WASH budget is increasing nationally: prior to 2014 the allocation for WASH was insignificant, but the Government is now shifting its priorities. In Punjab the sectoral allocation is planned to increase from 15.6 billion Pakistani rupees in 2014-15 to 24 billion in 2015-16, and a budget of 400 million Pakistani rupees would be allocated to the Pakistan Approach to Total Sanitation.³⁶ The extent to which this will benefit schools is yet unknown, observes a representative from WaterAid Pakistan, who spots an opportunity to lobby the Government to increase the share of the budget allocated to the school-led total sanitation component of the Pakistan Approach to Total Sanitation.

Participants of the workshop in Lahore stress the need to clarify the different sources of funding available for school WASH, as well as the definition of standard operating procedures on how to spend them.

School Management Committee/Parent Teacher Council funds

Through their School Management Committee/Parent Teacher Council, all schools receive the 'non-salary budget', which ranges from 70,000 to 200,000 Pakistani rupees per year depending on the number of students. Besides vital utilities such as electricity, gas and telephone, this budget covers transportation costs, travel allowances, repair and

maintenance expenses, and purchase of equipment and furniture.¹ The mode of use is specified and governed under Parent Teacher Council guidelines issued by the provincial government. The revision of the Chief Minister’s School Reform Roadmap in Punjab will see an increase in the non-salary budget, and 20% of it is earmarked for school WASH expenses. According to WaterAid Pakistan’s school WASH project manager, this most welcome measure partly results from the joint advocacy work carried out by NGOs active in the province in the past four to five years.

The deputy secretary of school education in Punjab province also referred to a new allocation introduced a year ago by the Government of Punjab, which consists of a grant of one million Pakistani rupees per school, which can be used at their will under certain conditions. The deputy secretary suggested that WaterAid Pakistan advocate for including school WASH as part of the eligible categories of expenses, and provide support to give School Management Committees specific guidelines and instructions on how to spend part of this grant on school WASH.

c) Mobilising external resources

Philanthropists

The roundtable organised in Islamabad with senior NGO managers allowed reflection on ways of mobilising additional funds, notably from the community. When evoking the potential of tapping into philanthropists, Dr Sher Jamel Khan, Head of Department at IESE-NUST made a most interesting comment:

“In Pakistani culture, society barely pays recognition to charitable donors as in other countries where routinely one finds the name of benefactors on a metal plate at the entrance of the classroom, lab or library they funded. We Pakistanis recognise knowledge and scientists, but not philanthropists. It is not in our culture, and it may actually conflict with some religious principle. [...] What is important is that people don’t really expect this recognition but would welcome signs of appreciation from the community. [...] Another issue to bear in mind is why would you donate to the community public school, if your children are going to the private school?”

Muhammad Shoaib, WASH Officer at UNICEF, stresses that in the philanthropic landscape of Pakistan, the private sector would rarely directly support the Government, but would rather support the Citizen’s Foundation or other public-private partnership for education. That being said, Muhammad Shoaib recognises that there are recent exceptions, such as the government-led initiative in Khyber Pakhtunkhwa province allowing alumni and overseas Pakistanis (the Pakistani diaspora) to donate money online to specific schools for the purchase of specific items.

¹ The most important amongst them are Petty Repairs and Classroom Consumables, which are based on the number of classrooms in a given institution. Their rate in 2013 is 5,000 PKR and 2,000 PKR per classroom per annum, respectively.

Strategic-CSR funds

The roundtable meeting also addressed the difficulty of sustaining the engagement of private sector partners in school WASH work under current approaches. The relevance of engaging private sector organisations (e.g. companies, donors, foundations) on integrated WASH/health/nutrition/menstrual hygiene management programmes was explored: such integrated interventions could allow a pool of partners to support specific objectives of particular interest to them (from a strategic CSR or even core business perspective), and contribute to common activities designed to enhance school governance (i.e. a key requisite for sustainable impact and a requirement for the anchoring of consumer behaviours to hygiene products in schools).

The participants of the roundtable agreed with these suggested principles, concurring that philanthropic CSR support is not ideal because it cannot really be relied upon. CSR priorities can shift. Ideally, the objective would be to have Unilever, Procter & Gamble and/or others supporting the development of improved school governance, leading to the purchase of soaps. This would keep them engaged and support the scaling up of integrated WASH/health/nutrition/menstrual hygiene management programmes, alongside other private sector actors also finding their strategic interest in the partnership.

The conversation addressed the fact that more holistic approaches to school WASH are certainly promising from various perspectives, but they require extra coordination amongst departments and implementing partners. If regarded as opportunities to engage a pool of private sector partners on the basis of less ephemeral philanthropic collaboration and more on the basis of sustainable strategic partnerships, such holistic approaches also require a political environment favourable to the development of public-private partnership agreements, a potentially sensitive subject in the area of education. It also takes local, national and international companies ready to explore the possibility of more ambitious and longer-term joint CSR strategies. Having all these conditions in place in a country cannot be taken for granted.

The view of Khobaib Avahedy, Head of Humanitarian at Muslim Aid, rallied by several other informants is that ten years ago or even five years ago, launching such holistic campaigns would have been overly ambitious. But the conditions are more favourable now and this is the way forward, this is the trend society is engaged in. To illustrate Pakistan's readiness in the matter, Khobaib Avahedy referred to the well-known precedent of a consortium of companies manufacturing Tetra Pak milk that launched the Dairy Hub^m campaign throughout the country a few years ago, and who managed to impose their higher quality milk on the market, which had a positive health impact.

d) Spending of budget

In addition to the limited resources available for upgrading schools (notably in terms of WASH facilities), resulting from the limited budget allocation for education at national level, some provinces fail to effectively utilise the development allocation of their education budget: Punjab only utilised 23% of the available budget in 2012-2013, and the reasons

^m See further information in [Tetra Pak Sustainability Update 2014](#).

behind this poor performance appear to relate to the sluggishness of the finance department, which disburses the funds in March, far too late to be properly spent. ^{Error!}
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Discussions held during the workshop in Karachi confirmed that, although the resources made available since the beginning of the education sector reforms programme have increased, late release of funds partly explains why about 50% of the budget is unspent. But teachers also stress that the failure of schools to spend their own budget stems from the absence of clear guidelines to follow. And in fact, they confess that they are afraid to face accountability issues, that is: to get in trouble in case they fail to follow official procedures or produce the right kind of receipt. This is supported by findings from USAID in the RISE project, where school administration was often found to discourage School Management Committees/Parent Teacher Councils from using funds out of a fear of audit objections.²⁸ Indeed, because unused budgets are not subject to audit, headmasters often prefer not to use them, explained teachers participating in the Lahore workshop. And as a result, only a fraction of the budget allocated to School Management Committees is spent.

Underuse of the development budget as a result of the lack of capacity to spend it at school level was also found to be significant in Sindh. In a recent project, the World Bank reports that the Sindh Education Sector Reform Programme supported the provision of annual grants to schools, with the aim of increasing the involvement of parents and communities in local schools. At the end of the first phase of the programme, these grants were transferred in a timely manner to over 80% of functional government schools, but the project analysed that these grants did not boost community participation in school management, funds remained underused and, in certain cases, were misappropriated. Moreover, a large proportion of schools reported they had accumulated more funds over a number of years.³⁷

Table 4: To what extent is WaterAid Pakistan addressing school WASH bottlenecks at budget level?

► Budget advocacy

The revision of the Chief Minister's School Reform Roadmap in Punjab provides for an increase of the non-salary budget. 20% of it will be earmarked for school WASH expenses. This measure partly results from the strong coordinated advocacy work carried out by many NGOs working in the province during the past four to five years. WaterAid Pakistan is planning to replicate this in KPK by contributing to the development of a WASH forum capable of influencing the government in a similar manner.

The Governments of Punjab and Baluchistan currently have budget allocations for schools under 'non salary budget' and 'miscellaneous' categories, where WASH is not explicitly mentioned. WaterAid Pakistan is planning to lobby the government to develop some guidelines for these allocations, including school WASH as one of the earmarked budget lines.

6.2. Developing

6.2.1. Access

a) Adequate water supply

According to the recent publication *Advancing WASH in schools monitoring by UNICEF*,³⁰ coverage of functional water supply services in schools decreased from 67% in 2008 to 63% in 2013. As noted in Section 6.1.2.d, the robustness of the data collected by the EMIS is very variable, and whilst the statistics on the presence of facilities are quite reliable, those assessing their functionality are much less robust.

Variations are very significant between regions (see Figure 5 above) and between rural and urban areas (see Section 6.2.2.c). For instance, a survey carried out by the National Rural Support Programme and WaterAid in 396 government primary, middle, secondary and high schools of Thatta and Badin districts (Sindh province), revealed that 68% of schools have no access to drinking water. In 40% of schools, drinking water is being taken from sources outside the school. Hand pumps, motor pumps or taps were only found in 25% of schools.³⁸ The traffic light study undertaken by Muslim Aid in Rajanpur district, Punjab, which included a survey of 114 schools, indicated that 81% of all schools had access to their own water supply. The schools deprived of access to water are mostly located in water scarce areas.²⁵

Water supply in schools remains a top priority in Pakistan, as stressed during the Karachi workshop. Not just in terms of access and quantity, but also in terms of quality. Education officers of Lahore city district confirm that groundwater contamination through seepage is affecting the quality of water. They refer to a plan from the Government to equip schools with purification plants, but such plants require electricity, which is not always available. Muslim Aid refers to the 'saa pani' (clean water) project launched by the governor of Punjab, which involves an initial installation of 1,400 water purification plants in schools in eight districts.²⁵

The National Water Policy (2009) recognised the problem, noting that bacterial contamination, arsenic, fluoride and nitrate are parameters of major concern in school water supplies, and that the sustainability of supply systems is a major issue. Water quality issues vary across regions. Schools visited in Thatta district experience challenges with the salinity of water, and intermittence of supply. Many of the boreholes drilled in the area actually reach superficial aquifers recharged by the seepage of brackish water from irrigation channels, the flow of which varies during the year. A quick survey undertaken by Muslim Aid in Rajanpur district, Punjab, reports water of low acceptability (stinking, bad taste, turbid) in half of the 12 schools surveyed.³⁹ This survey also reports a finding from the visits: schools never seem to receive reports back from the water quality tests that are occasionally carried out.

b) Adequate sanitation

According to UNICEF,³⁰ 63% of all schools provide access to improved sanitation facilities, a coverage that has not progressed between 2008 and 2013. Again, major discrepancies can be observed amongst regions and between rural and urban areas. They are discussed in a further section.

The survey carried out in 396 government schools of Thatta and Badin districts in Sindh showed that 76% of schools had access to toilet, and on average the ratio of students to toilets reached 70:1,38 far above both the national norm (50:1) and WHO recommendations (one per 25 girls and one for female staff; one toilet plus one urinal – or 50cm of urinal wall – per 50 boys, and one for male staff).⁴⁰ The survey also revealed that 29% of students practice open defecation in the area surrounding the school. The traffic light study undertaken by Muslim Aid in Rajanpur district, Punjab, highlighted the absence of appropriate measures and resources for solid waste management. Schools sweepers were found to use school backyards as dumping sites, without following any waste management protocols. Waste bins were only found in 33% of the 114 schools visited.

Picture 3: School toilets. Secondary school Thatta district (left), primary school Lahore City district (right).



c) Adequate handwashing facilities

As noted in section 6.1.2.d, NEMIS does not collect data on hygiene and handwashing at school. The traffic light study undertaken by Muslim Aid in Rajanpur district, Punjab, indicates that 52% of the 94 schools surveyed were equipped with a handwashing facility. A lower percentage of schools (23% of boys' schools and 18% of girls' schools) were found to have this handwashing station located in or just nearby the toilet(s).

Functional handwashing stations were found in the four schools visited during this research (two schools in Lahore city district, Punjab, and two additional schools in Thatta district, Sindh).

Picture 4: Handwashing station nearby toilets: secondary school Thatta district (left), primary school Lahore City district (right).



WaterAid/ Saeeda Zardad



WaterAid/ Saeeda Zardad

6.2.2. Equity

a) Gender issues

Overarching gender inequalities

The 2015 annual Gender Gap Index from the Geneva-based World Economic Forum shows Pakistan ranked 144 out of 145, second to last in global gender equality, before Yemen.⁴¹ This is reflected by inequalities in the area of education. Whilst girls' education features in all government education policy documents, the public education system suffers from fundamental structural problems: lower enrolment and retention rates among girls result from religious and cultural practices restricting demand for female education.⁴²

Spending on education tends to be biased in favour of the education of males: in general, there are more boys' schools than girls' schools, and boys' schools consume more of the education budget than girls' schools. ^{Error! Bookmark not defined.} The Pakistan education for all review report indeed shows that 9.8 million (56%) boys and 7.7 million (44%) girls are enrolled in primary schools, 6 million children (57% boys and 43% girls) are enrolled in middle schools, and 2.8 million (58% males and 42% females) in secondary schools. The proportion of females marginally declines as education level increases.¹² Pakistan is the country reported to have the second highest number of children out of school, and two thirds of them (three million) are girls.¹⁵

Picture 5: Addressing girls' needs in school. Toilet in girls' high school, Lahore (left), and teenage girls recently enrolled by their parents in what used to be a boys' school only, reflecting their trust in the good governance of the school, Thatta district (right).



Girl-friendly toilets and menstrual hygiene management

School WASH-related information provided by NEMIS is not disaggregated by gender. And a preliminary remark is that schools in Pakistan are rarely mixed schools: they are generally either exclusively for boys, or exclusively for girls, which makes the provision of girl-specific toilets less of an issue, although such toilets need to provide certain menstrual hygiene management features (space, incinerator, water, proper lighting) to be truly female-friendly.

The survey carried out by the National Rural Support Programme and WaterAid in Thatta and Badin districts, Sindh province, revealed that in less than 1% of the 396 schools visited girls-only toilets could be found. This proved to be the chief reason why none of the girls had practiced menstrual hygiene management in schools. In only 12% of the schools surveyed, school administration indicated that regular awareness-raising sessions were taking place, providing girls with guidance on health and hygiene practices. Such findings are confirmed by other studies, such as the survey carried out by Muslim Aid in Ranjpur, Punjab.

The study carried out by the National Rural Support Programme in Sindh also highlighted that very few teachers had received any training on such content.⁴³ Research also indicates a frequent reluctance of teachers to discuss menstrual hygiene management issues,²⁷ and social acceptance of menstrual hygiene management-related activities varies from one community to another.

The school visits carried out in Lahore and Thatta allowed addressing the issue with teachers and female students. In one school, the headmistress had taken the initiative of holding a stock of pads for girls. She claimed that 90% of urban schools in the area are adopting this practice. Her colleague suggests that 20-30% may be more realistic (but confesses off-the-record that they are afraid to provide answers reflecting badly on the Government). The menstrual hygiene management expert of the local NGO organising the visit indicated that no more than five to ten urban schools in Lahore address menstrual

hygiene management issues, also referring to a district-wide survey undertaken by the Association for Gender Awareness & Human Empowerment showing that an alarming 4-5% of the population of Muzaffargarh district, Punjab, do not use anything for menstrual hygiene management.

The analysis of WASH-related policies and sector plans at national, provincial and district level shows menstrual hygiene management as a still neglected area with limited investments made and actions taken at community level, or at the level of education and health institutions.²⁷ A representative from UNICEF says that, “no one wants to own menstrual hygiene management in the country”. The Department of Education reluctantly takes ownership of the matter, because it is a male dominated society and there are hardly any women amongst officials, who see it more as a health issue.

b) Disabilities

A report by Japan International Coordination Agency (JICA) published in 2002 profiling disability in Pakistan noted that, “persons with disabilities are mostly unseen, unheard and uncounted persons in Pakistan. They are the most marginalised group.” This situation had not drastically changed by 2015.¹⁵

In 2002, the National Policy for Persons with Disability called for a rights-based approach in meeting the needs of all people with disabilities, stressing the need to “adopt a shift from an exclusive system of education to that of inclusive education for children with disabilities”. In 2006, the National Plan of Action was developed to operationalise this policy and 17 critical areas of intervention were identified, which included assessment of children with disabilities and an evaluation of service delivery systems. This Plan of Action never took root, because the devolution of power from the federal government to the provinces occurred soon after its formulation.¹⁵

The documentation review and the country visit did not identify any significant efforts in the sector to address the specific needs of disabled children, such as through the construction of disabled-friendly toilet design. WaterAid Pakistan plans to develop the facet of school WASH work addressing the needs of people with disabilities. Further research is needed to find out how various organisations are currently grappling with this issue.

c) Geographic disparities

The urban-rural divide

The significant discrepancies noted between rural and urban populations in terms of their access to water supply and sanitation services (see Section 3.2.3. and 3.2.4.) are naturally reflected in the provision of WASH services in schools.

The figures presented during SACOSAN V, which reflected the situation in 2013, indicated coverage of 96% and 89% for water supply in urban and rural areas respectively, and coverage of 72% and 34% for sanitation in urban and rural areas respectively. The most recent estimates provided by UNICEF maintain a major gap in access to sanitation in urban schools (88%) versus rural schools (56%). The statistics produced by ASER in 2014

indicate that 50.5% of rural primary schools have access to usable toilets (vs. 83.7 % in urban areas), and 57% to usable water (vs. 81% in urban areas).¹⁵

Regional discrepancies

As shown in Figure 5, significant differences can also be observed in the provision of school WASH services across provinces, which reflects the diversity of the socio-economic, political, cultural and natural conditions prevailing throughout the country.

Figure 5: School infrastructure score – primary schools (Alif Ailaan 2015)⁴⁴

Rank	Change	Province/ Territory	School Infrastructure Scores	Availability				Building Condition Satisfactory	
				Electricity	Water	Toilet	Boundary Wall		
2015	2014		2015						
1	2	↑	Punjab	86.89	74.26	94.20	91.68	87.10	87.19
2	1	↓	ICT	86.60	98.43	92.67	95.29	96.86	49.74
3	3	↔	KP	70.42	53.90	66.11	77.04	75.63	79.45
-	-		Pakistan	62.22	56.91	64.29	65.37	67.82	56.72
4	4	↔	Sindh	47.19	47.60	48.57	54.17	57.00	28.61
5	6	↑	GB	45.38	36.65	40.64	39.15	62.96	47.47
6	5	↓	FATA	39.08	42.76	46.81	36.08	51.63	18.14
7	7	↔	Balochistan	32.63	69.46	17.64	14.93	36.33	24.80
8	8	↔	AJK	23.39	10.74	23.14	27.18	23.28	32.62

6.2.3. Capacity

a) Community support and social norms

As noted in Section 3.2.4., open defecation has declined markedly between 1990 and 2015, the proportion of the population practising it dropping from 67% to 21%. But open defecation remains socially acceptable in many areas, and UNICEF recognises that the sustainability of open defecation free status, post programme implementation, remains a challenge.⁷ New social norms have not taken root deeply enough to make the lack of improved school WASH services something intolerable for parents. They are shifting gradually, but not to the extent that parents will demand better toilets and handwashing stations for their children at school.

Dr Sher Jamel Khan, Head of Department at IESE-NUST calls attention to the fact WASH and school WASH do not feature amongst the key themes of local body elections. People do not demand clean drinking water and a clean environment. This calls for a redoubling of efforts to raise people’s awareness of the need for proper WASH and school WASH services, “notably through mass-media campaigns, which have been critically lacking [...] because we need to remember that politicians will do what the people say.”

Community support for school improvement, which includes better school WASH services, can be more readily mobilised under the banner of improved quality of education and school governance. Multiple conversations during school visits and workshops confirm that

parents are not chiefly demanding new classrooms, text books, toilets and tap-stands for their children, but rather quality education guaranteeing employment for their children, followed by a clean environment with functional facilities used to promote improved hygiene behaviour. “Parents are often illiterate, but they have common sense and can spot whether commitment is there or not, whether their children are growing,” explains a staff member of the National Rural Support Programme team in Thatta. Parents will thus support school improvements if they sense that activities are contributing to strengthening school governance and academic performance.

According to participants of the workshop in Lahore, if parents were to explain the reasons for their limited support of school WASH activities, they would probably say:

“Our elders have been defecating in the open so we don’t care about latrines. We don’t know what is WASH and how it can save us and our children from disease. [...] We need cell phones, TV but we don’t care about latrines.”

In their view, the problem is thus clearly more a mind-set than an economic issue: “in some villages very poor households will be very clean. It’s only the mind-set. 54% of the population is still defecating in the open. We need to develop some mechanism to change this mind-set. Relying on elderly and religious leaders is vital. It is also important to stress the health and economic benefits of improved hygiene.”

b) Hygiene education a national priority?

School health programmes

Historically, school health programmes have been delivered in a fragmented way. In the early 1970s, school health services remained a component of health service delivery. During the 1980s, some form of school health programme focusing on health screening was initiated, yet the specially appointed medical doctors were often reluctant to go to rural areas, and their attendance could not be effectively monitored. As a result, the initiative was discontinued.⁴⁵

More recently, the Government of Punjab launched a health and nutrition programme for schoolchildren studying in rural areas. This programme can contribute to improving health, nutrition, learning performance, school enrolment and attendance rates and hygiene practices in the community, as well as helping to achieve the MDGs for health, education and child protection. Amongst its main objectives, the programme aims to build the capacity of schoolteachers for screening children, and the promotion of hygiene education among schoolchildren. It also seeks to strengthen the links between schools and communities, with students playing a catalytic role disseminating environmental sanitation and hygiene education, as change agents.⁴⁶

The extent to which the Punjab School Health and Nutrition Programme, as well as similar initiatives led by the Government in other provinces, is effective in building the capacities of teachers and instilling improved hygiene behaviours such as handwashing with soap in students, has not been investigated in sufficient depth. The documentation consulted and conversations held with informants referred to the intervention of health workers in schools,

but did not illustrate the quality, frequency or impact of these interventions. Further research on this aspect, particularly important in the context of further integrating school WASH with school health and nutrition interventions, is needed.

Handwashing with soap

That being said, most if not all Pakistanis are well aware that personal hygiene and cleanliness are considered ‘half of faith’ in Islam. This suggests that the population can potentially respond very effectively to awareness-raising activities on this theme. The efforts of UNICEF in school hygiene and notably on handwashing with soap have been gaining momentum in the past few years. Global Handwashing Day was first celebrated in Pakistan in 2008, and is gradually building momentum. In 2012, the Government of Pakistan, UNICEF and a host of organisations including private partners such as Mobilink and Unilever, as well as other organisations such as UN Habitat, WSP, Plan International, WaterAid and PIEDAR all joined hands to celebrate Global Handwashing Day across Pakistan. The event proves to be an excellent platform to raise school hygiene on the political agenda, and influential personalities – politicians or otherwise – are invited to champion the cause.

Muhammad Shoaib, WASH Officer at UNICEF, notes that the institutionalisation of the midday meal in India has represented a great springboard for mainstreaming handwashing with soap throughout the country, and thinks that it can be inspirational for many other nations. Several provinces in Pakistan have made the commitment to institute midday meals in all public schools. The challenge, Muhammad Shoaib explains, is to make handwashing with soap a routine, supervised activity and to monitor it, thereby moving from hygiene education and awareness-raising to habit formation. And in Pakistan, there is the need to reflect on alternatives to the midday meal scheme as a vehicle for handwashing, since the custom is to send children to school with their own food.

c) Fostering students’ participation?

Multiple conversations on the school WASH roles of students consistently validated the relevance of considering students as effective agents of change for their community. Syed Ayub Qutub, Executive Director of PIEDAR, explained that, “WASH clubs and environment clubs are extremely important: children are bright and shine to show the good example. They are great carriers of messages.” This learning has actually motivated the integration of school-led total sanitation as a key component of the Pakistan Approach to Total Sanitation.

Yet, a senior NGO representative underscored the need to engage children under appropriate modalities, stressing that, “UNICEF have been responsible for the most gigantic programme failure in the north of the country in the 30,000 schools where they implemented the child-to-child communication approach for hygiene promotion: if you go back there you will not find a trace of this programme anymore.” This can evidence that while engaging children is essential, systemic and lasting change requires integrating child-to-child activities in a comprehensive approach involving a wide range of stakeholders.

Participants of the workshop in Lahore expressed the need to see WASH clubs mainstreamed in all public schools, rather than merely in schools targeted by NGO-led

programmes. Also, a preliminary survey carried out by Muslim Aid in Rajanpur, Punjab, highlighted the need to establish mechanisms to sustain these clubs. Over 75% of students interviewed were found to be unaware of the WASH clubs in the school, and of the health and hygiene activities they are meant to conduct. According to the authors of the study, this demonstrates that such clubs formed years before as part emergency of relief and recovery projects could not be sustained beyond the project life. As members of these clubs graduate, mechanisms are lacking to hand over responsibilities to newly enrolled students.³⁹ Informants suggest that ex members of the club should remain honorary members of a WASH club incorporating students from all age groups.

The low sustainability of WASH clubs exposes the chronic and global challenge of building genuine ownership of such clubs amongst headmasters, teachers and School Management Committee/Parent Teacher Association members. Conversations and studies indicate that these school stakeholders believe in the value added by WASH clubs, but this does not seem sufficient to trigger their full support to keep them functional. Discussions on the subject also tend to raise the issue of the multiplicity of interventions, and uncovers an impression frequently shared by teachers and education officers that programmes add their own specific instruments, which may be felt as added burdens. In this context, WASH clubs, albeit a good tool, can sometimes be regarded as an instrument serving a single agenda, rather than a tool tailored to meet the specific needs of the school.

The relevance of children's parliaments (based on the Indian model) as richer alternative to WASH clubs was discussed with a group of teachers and parents at a school in Thatta district. The idea was met with suspicion, and teachers considered that such parliaments were probably adapted to western countries but could hardly fit the local culture. Further exchanges with representatives from WaterAid Pakistan and the National Rural Support Programme shed light on the fact that children's parliaments may be regarded as a means to empower children and introduce more horizontality in their relationships with teachers, which in rural Sindh (a feudal society) more than in Punjab and Khyber Pakhtunkhwa, is hardly conceivable.

Table 5: To what extent is WaterAid Pakistan contributing to the development of school WASH services?

► **Demonstrating models as evidence for policy advocacy**

WaterAid Pakistan and partners contribute to increasing school WASH coverage in Pakistan under approaches integrating hardware and software components. Although this input is quantitatively marginal considering the magnitude of the needs at country level, it allows the country programme and its partners to learn from the field and gain the legitimacy needed to influence sector policies and practices.

► **Promoting inclusive principles and approaches**

WaterAid Pakistan and partners strongly support child, gender and increasingly differently-abled friendly principles, both on the hardware (design) and software (sensitisation and training) facets of projects. In particular, WaterAid Pakistan and partners have put special emphasis on menstrual hygiene management, and are now leading national efforts to address this pressing taboo issue. WaterAid Pakistan plans to develop the facet of school WASH work addressing the needs of people with disabilities.

► **Redressing inequalities**

With its partners, WaterAid Pakistan intervenes in public schools, where students are likely to come from lower income families, and in project areas where the needs are most acute (e.g. Badin, Thatta and Tharparkar in Sindh, Rajanpur in Punjab, Karachi slums), thus reducing geographical and socio-economic disparities.

► **Using children as agents of change**

WaterAid Pakistan and partners try to integrate as much as possible school WASH into community WASH programmes, and make use of child-to-child approaches for promoting hygiene in communities.

6.3. Sustaining

6.3.1. Operation and maintenance inputs

a) Committee in charge of maintenance

School Management Committee functionality

The roundtable discussions held in Islamabad underscored the importance of developing a sense of ownership of the school amongst the community, through the involvement of an organisation bringing together some teachers, some parents and other members of the community, on the basis of a jointly formulated school action plan. These senior NGO informants agreed that such an organisation in essence corresponds to the School Management Committee, but stress that such Committees, Parent Teacher Associations or other Parent Teacher Councils often exist on paper only, operating as a mere channel to receive funds.

Multiple information sources concur that school development plans hardly exist, except in schools engaged in NGO-led programmes, where such documents are both useful planning tools and a means to document progress against objectives. Such planning tools are not mandatory. Preparing a plan or not has no effect on performance evaluation. A recent experiment led by the World Bank in Pakistan to foster community engagement in School Management Committees confirms the value of such tools to help School Management Committees/Parent Teacher Councils prioritise their schools' needs and identify strategies and resources to fulfil them. It revealed, however, a very limited response from education departments to school improvement plans.³⁷

A survey recently carried out by the National Rural Support Programme in Thatta and Badin districts in Sindh province reports the presence of functional School Management Committees in 96% of schools surveyed.⁴³ However, the high functionality rates reported in this survey presumably reflects the official existence of these Committees and their capacity to receive funds, rather than the genuine participation of parents in decision-making processes affecting the development of the school. WaterAid Pakistan's rural programme manager confirms that only a minority of the School Management Committees are functional and they mostly exist purely to channel budgets.

One school visited in Thatta district, however, exemplified sound school development as the result of good school leadership, teacher commitment, community cohesion and parents' engagement. There, an enlightened headmaster and teachers rely on an active School Management Committee, which regularly meets with the headmaster to discuss issues and make joint decisions. The headmaster explained that Committee members were selected on the basis on their level of education and interest in school development, as well as social capital.

Barriers to the creation of functional Committees

Engaging parents in the life and management of public schools is a real challenge, according to most informants, particularly in a country where parents who can afford it are likely to enrol their children in private schools. Presumably, parents who have no choice but

to send their children to public schools have on average a lower human and social capitalⁿ, and are less likely to be able to contribute effectively to School Management Committee activities. Whilst this latter hypothesis appears plausible to a number of informants, it remains to be tested. According to participants of the workshop in Lahore, if parents were to express the obstacles to their participation in School Management Committees, they would probably say something like:

“We are poor labourers; we can’t afford to lose our daily wages by attending meetings at school. We have big families so we cannot focus on each child individually. School Management Committee meetings are just talking, and nothing practical comes out, so we don’t care. Why waste time in talking? [...] We know that our development funds will be misused by the powerful so we are not interested.”

Low literacy and limited awareness of School Management Committee roles, as well as a lack of communication between schools and parents, appear to be significant barriers to parents’ effective engagement in schools. The World Bank project aiming at strengthening community engagement in School Management Committees confirms that the issuance of school grants alone does not imply community involvement in the school improvement process. Lack of communication mechanisms to share information amongst parents on the amount and delivery date of the grant, and the low awareness of parents on their rights to monitor the use of the funds and make suggestions for improvements, were found to be major factors hindering community engagement in School Management Committees. The views of a UNICEF representative support these findings: “Parents are not aware that they have to be more involved, they don’t see their role and lack the literacy skills. School Management Committees are not effective because parents are overshadowed. There is no planned agenda [from teachers and teacher unions] to discourage School Management Committees, it is more that the Committees are not aware. When a community is very strong, it can impose its will on teachers.”

The enabling environment for the emergence of empowered School Management Committees also varies from one province to the other. The project of the World Bank highlighted that in a feudal society such as rural Sindh, socio-economic power tends to be concentrated among the community’s elite, so that many community members may not feel comfortable engaging in an open dialogue with school administrators during a public meeting. This is particularly true in communities where teachers are patronised by village leaders and politicians, and where community members generally acquiesce to the existing power elite in the village.³¹

b) Funding for operation and maintenance

As noted in Section 6.1.3.a, all schools receive the so-called ‘non-salary budget’ through their School Management Committee, which can be used to cover school WASH operation

ⁿ Human capital is the stock of knowledge, habits, social and personality attributes, including creativity, embodied in the ability to perform labour so as to produce economic value. Social capital is a form of economic and cultural capital in which social networks are central, transactions are marked by reciprocity, trust, and cooperation, and market agents produce goods and services not mainly for themselves, but for a common good. (Wikipedia)

and maintenance expenses. Also, some provinces may provide additional funds, such as Punjab, or Khyber Pakhtunkhwa, which has decided to allocate resources specially earmarked for school WASH operation and maintenance, according to a representative of WaterAid Pakistan.

The transfer of funds to School Management Committees varies across provinces. The National Rural Support Programme study in Sindh province reports the effective transfer of annual funds to 93% of the School Management Committees.⁴³ The learning of USAID through the RISE project is that the financial resources available to School Management Committees/Parent Teacher Committees were limited, particularly in the states of Azad Jammu and Kashmir. Also, they found that district education administrations were often hesitant in allocating funds for School Management Committees/ Parent Teacher Committees, due to their lack of capacity. The late disbursement of funds does not favour their use for procurement of services to repair school WASH facilities, which require more time.

Even when transferred, this budget is rarely spent effectively, as explained in Section 6.1.3.d, partly because of the absence of clear guidelines, and partly as a result of school management worries around accountability if they fail to follow the correct procedures. The National Rural Support Programme study in Sindh reports that a third of School Management Committees had not yet used the transferred amount for various reasons, including the deactivation of School Management Committee bank accounts, bribes demanded by local officers, and ignorance of the procedure to utilise funds. Muhammad Shoaib, WASH Officer at UNICEF, argues that an earmarked budget for specific school WASH expenses is required, with budget lines for operation and maintenance items, such as soap.

6.3.2. Maintenance

a) Regular maintenance of school WASH facilities

The functionality of water supply systems and the quality of drinking water supplied in schools are discussed in Section 6.2.1.a. The survey carried out by the National Rural Support Programme in 396 government primary, middle, secondary and high Schools of Thatta and Badin district in Sindh revealed dysfunctional toilets in 79% of schools, with a shocking dysfunctional rate of 95% in Badin district.⁴³ This alarming situation, found in very challenging areas of a poor region of Pakistan, cannot of course be extrapolated to the rest of the country.

In 2012, UNICEF suggested that about 43% of all school toilets require extensive repairs or replacement.²⁶ More recent, validated information gathered from school staff on the functionality of school WASH facilities is often doubtful. The traffic light assessment conducted by Muslim Aid in Rajanpur showed that in 94% of schools surveyed, the headmaster claimed to be in charge of carrying out repair work of school WASH facilities, and 59% claimed that repairs were undertaken within one to two days. Yet empirical evidence and inputs from focus group discussions contradicted the responses made by school management.

The deputy secretary of school education in Punjab explains that schools in the provinces generally have a guard, a clerk, teachers and a part-time sweeper, which is rarely found in rural primary schools, because this has not been a priority so far. In secondary schools and high schools, positions for sanitary workers have been rationalised but are still vacant. The posting of guards in each school following the terrorist attack in December 2014 have taken priority over the school WASH operation and maintenance agenda. The deputy secretary notes that WaterAid Pakistan and other NGOs should join forces with the Government to raise awareness on this need.

The district education officers of Lahore city district interviewed thought that the absence of sanitary workers in primary schools is a major problem. In their view, this issue stems from the process around the formation of schools, which provides for the installation of all buildings and facilities, but totally neglects the need for a sanitary worker. They confirm that newly sanctioned posts are being created for sanitary workers, except in primary schools, where the positions have not been approved yet. They also confirm that the response to the emergency security context has taken precedence over the filling of these positions. But “with the passage of time”, the district education officers explain, “the department is going to catch up”.

In the meantime, most schools rely on a peon paid to, amongst other tasks, clean the toilets. This was confirmed through conversations held with school staff and children in the school visited. In one of them, the peon is paid through a fund fed by a monthly school fee of 20 rupees, paid by 90% of the parents (the most deprived people cannot afford it).

b) Provision of soap and water for handwashing

Soap misuse in school was reported as a significant problem during SACOSAN V. Provincial EMIS do not collect data on the availability of soap for handwashing in schools, and studies providing estimates for this indicator are rare. The National Rural Support Programme study in 396 schools of Thatta and Badin district, Sindh, found soap for handwashing available in 45% of the fraction of schools (41% of the total) equipped with handwashing facilities.

Although readily available in most areas of the country, soap is rarely found in schools, and even less at a handwashing station. As explained by the headmistress of one school visited in Lahore city district, and corroborated by representatives of WaterAid Pakistan and the Association for Gender Awareness & Human Empowerment, the corporate sector (e.g. Unilever, Proctor & Gamble, Colgate) sometimes provide samples as part of their CSR strategy. In that school, Proctor & Gamble staff come several times a year with their mobile tap-stand to run their handwashing campaign, and give students soap bars. This long-term engagement is seen as a means to building a purchasing behaviour.

6.3.3. Use

The use of toilets is often dependent on their level of cleanliness. Cleanliness depends on whether children (have learnt to) use the toilet properly, the student/toilet ratio, and the frequency and quality of the cleaning. Precise quantitative information on the use of toilets and handwashing facilities was not found, and further research may be needed in this area. Toilets found in the four schools visited were well maintained, clean and used by children. As for personal hygiene, students had clearly learned and memorised the different steps for handwashing, but soap was not available in all schools.

Picture 6: Demonstrating the steps for handwashing with soap, Thatta.



This is consistent with the findings of the pre-Knowledge Attitude and Practice study (KAP) survey carried out by Muslim Aid in Punjab: most students have acquired basic knowledge on personal and environmental hygiene, and are capable of distinguishing poor vs. improved practices, but this knowledge is not put into practice, often constrained by the lack of facilities or the absence of soap, most of time (all boys and girls interviewed reported that no soap is available at school for their use). The National Rural Support Programme study in 396 schools of Thatta and Badin district indicates a very low prevalence of handwashing practice: respectively 3% and 7% of all students interviewed reported washing hands after using the toilets and before eating.

The efforts of UNICEF and the Government of Pakistan to establish the Three Star approach is particularly relevant in this context. However, the success of such a certification scheme will depend on regular supervision (possibly involving WASH clubs), and a rigorous monitoring system.

Table 6: To what extent is WaterAid Pakistan fostering school WASH sustainability?**► Strengthening School Management Committees**

WaterAid Pakistan and partners are strengthening school and community structures, raising their awareness on the importance of school WASH and making sure that they engage as much as possible in the decision-making processes related to school improvements. Time constraints did not allow the consultant to investigate in detail the work carried out with School Management Committees/Parent Teacher Associations/Councils. However, discussions with the National Rural Support Programme highlighted that by fostering community participation in handling budget management and works execution to community committees, WaterAid Pakistan and its partners are building a greater sense of ownership of the school in the community. At the same time, local construction and oversight capacities are built, which contribute to higher quality facilities, and local maintenance skills.

► Shedding light on functionality issues within School Management Committees

The field studies recently carried out by WaterAid Pakistan through its partners (e.g. Association for Gender Awareness and Human Empowerment (AGAHE), Muslim Aid, National Rural Support Programme), are providing critical insights into the factors limiting the functionality of School Management Committees. The diagnosis of the obstacles to a greater participation of parents in key decision-making processes and the hindrances to a more effective use of available budgets represents the foundation for bespoke activities addressing these critical bottlenecks to the sustainability of school WASH programmes.

7. Recommendations

7.1. Recommendations for WaterAid Pakistan's country strategy

The key recommendations formulated for WaterAid's school WASH programming in Pakistan arise from an understanding of the context based on the findings of this research, and which concludes that:

- The enabling environment is not yet ready for a significant breakthrough at scale. The policy context and institutional framework, the quality of leadership and coordination at national level and provincial level require further development. WaterAid Pakistan and its partners can keep supporting the development of this enabling environment at the levels of policy, planning and budget, as it currently does.
- A priority is to raise school WASH higher on the agenda of decision-makers, and to ensure it gains more prominence and visibility as part of the Pakistan Approach to Total Sanitation and education reform programmes. The research suggests that it should not take huge efforts to reach the tipping point where high-level political support would order the enforcement of important pending measures, such as hiring janitors in all schools. Further advocacy is thus needed to raise awareness on school WASH, through nation or province-wide advocacy campaigns, and by bringing convincing evidence from the field.
- The integration of WASH into more ambitious integrated interventions appears very relevant from multiple perspectives. This requires furthering current efforts towards the formation of coordination platforms such as forums, networks or alliances bringing together relevant WASH/health/menstrual hygiene management/nutrition stakeholders, possibly under the right to education banner.
- Scalable, district-wide integrated WASH/health/ menstrual hygiene management/nutrition models need to be demonstrated.
- The next challenge will consist in adapting the approach demonstrated at relatively small scale (e.g. district-wide approach) by WaterAid Pakistan and its partners to the constraints of large-scale programmes led by the Government through its official systems and players.^o

^o WaterAid Pakistan's experience in the field and interaction with the government clearly indicates that the government currently has no large scale integrated School WASH model and is expecting sector partners to develop such a model at district/sub-district level. In a recent meeting with education officials from Sindh, Punjab and Baluchistan, additional secretary education Sindh requested support from WaterAid Pakistan and UNICEF to develop similar model in one of the sub districts for gauging the situation and replication.

7.2. Recommendations for WaterAid Pakistan country approaches

7.2.1. Recommendation for a nationwide advocacy campaign

The swift and effective government response to dengue fever and security threats in schools demonstrates that the notion of protection resonates highly with the authorities: protecting citizens, protecting students. School WASH advocacy can effectively and very legitimately espouse this theme to raise the awareness of the population nationwide and to call to action political leaders at all levels and decision-makers within departments of education.

The concept for such a nationwide (or province-wide) campaign is presented in Figure 6 below. It has been developed during the country visit and submitted to various informants including the WaterAid Pakistan Senior Management Team for feedback. This draft project appears to introduce relevant ideas exploitable by the team.

The concept builds on the demonstrated capacity of the Government to respond effectively to threats on schools and students, the wealth of any nation. It establishes parallels between threats (terrorists, dengue fever, a so called “Giant Silent Killer” (corresponding to the lack of sanitation/hygiene)), their magnitude and tangibility. It exhorts the population to open its mind (it is not about opening one’s ears or eyes, as the Giant Killer is neither audible nor visible, but opening one’s awareness) to jointly urgently enforce a relatively simple solution.

Subjectively, the objective is to create an emotional shock/response in the audience rather than a mere intellectual consideration building on an explicit rationale, to trigger exchanges and conversations, and genuinely raise people’s level of awareness on the subject. Delivering to people a pre-digested rationale on the importance of WASH may not necessarily lead to the increase of awareness needed.

The concept can also be enriched by the notion that hygiene is half of faith in Islam, if deemed appropriate.

Figure 6: Draft concept for a nationwide campaign calling the nation to action on school WASH.

1 **Terrorists** slaughter 145 school children → Guards are immediately posted, protecting all schools in Pakistan

2 **Dengue mosquitoes** stings, weakening our people → Government launches a major cleanliness plan

3 **Giant Silent Killer** hits generations of Pakistan, killing 53,000* school age children annually and hindering their growth ... *in total impunity* → *What can we do about it, together?*

* PDHS

Let us protect our nation! Let us open your mind!

A sanitary worker, hygienic toilets, and handwashing with soap in each school is all what is needed.

7.2.2. Recommendations for school WASH approaches

Background

The acute crisis in the public education system is epitomised by the escalating enrolment of children in private schools and madrassas, where the quality of teaching and conditions for learning (including cleanliness and quality of WASH facilities) are generally of a higher standard. The short route to accountability – the customer voice – applies, incentivising schools to perform.

Increasing enrolment is amongst the very top priorities of Government, whose approach fails to address the root cause of the crisis, i.e. lack of teachers’ leadership and commitment, low teaching performance, weak school management, and lack of school-community links. Instead, emphasis is put on tools, i.e. missing facilities (classrooms, electricity, school WASH facilities), furniture, curriculum and textbooks.

Whilst better tools will certainly improve the learning environment, better education ultimately resides in the capacity to increase ‘knowledge, awareness and heart’ in teachers, and to gain community ownership and support. Selling school WASH as a silver bullet is likely to prove counterproductive in the medium term. Correlations between school WASH and enrolment and/or a decrease in absenteeism amongst teenage girls presumably result

much more significantly from the combined effect of access to school WASH facilities and their good operation and maintenance. In the absence of a highly supportive enabling environment, good operation and maintenance implies and naturally unfolds from good school governance.

► **Deliver longer interventions which better address school governance and leadership issues**

School WASH can leverage great political support if framed under the education reform agenda, contributing to an increase in enrolment in public schools. But at the very least, school WASH initiatives need to be designed, packaged and sold as programmes simultaneously promoting a better learning environment and strengthening leadership, commitment and accountability amongst school and community stakeholders. Failure to invest a sufficient amount in both components will result in low sustainability and a limited impact on enrolment.

Significant time is needed to properly engage all relevant stakeholders, raise their awareness, and build their capacities and leadership skills through on-the-job training. Significant time is needed to gradually increase their level of confidence and autonomy, ideally through small doable action approaches^p combined with appropriate incentive mechanisms. Strengthening school governance and school-community links takes time, as does the formation of improved hygiene habits and operation and management routines.

► **Reconcile equity concerns and merit-based approaches**

Allowing schools to progress at their own pace is essential. Only a few schools typically prove responsive initially, which depends on school leadership, agenda and other circumstances. Following a phase of mobilisation and awareness creation targeting all schools, the most proactive should be accompanied first. Pioneer schools will become models for those lagging behind.

Fundamentally, there is a need to reconcile equity concerns and principles with the value of merit-based approaches. It is important to avoid the perverse effects of so-called demand-responsive approaches, where the requirements put on schools and communities to substantiate their demands are often merely formalities, or easily achievable conditions, that do not guarantee genuine engagement and commitment.^q

Allowing more time for school WASH activities is highly needed. Propagating success by showcasing the genuine achievements of model schools will lead to long-lasting outcomes

^p SDA approaches allowing gradual improvement (consistent with the priority needs and context of each school (e.g. boundary wall and water supply may come first), building confidence through iterative successes (starting by most critical components: first hand washing with soap) on the job learning, coaching and gradual autonomy.

^q Merit-based approaches imply treating equitably every school/community, giving them the same opportunity to engage at start, but adjusting inputs to level of engagement and commitment. A working assumption is that success in model (pioneer, fast-responding) schools can be propagated to less proactive schools through exposure visits and focus groups exchanges.

that result from internal changes in attitude and mind-set. Formal public schools are the main target, as they represent the bulk of public education institutions.

► **Include non-formal basic education schools as part of the pool of schools targeted**

Targeting non-formal basic education schools is also highly relevant, not only due to the severity of their needs, WASH and otherwise, but because their outstanding leadership^r and links with communities will likely propel them as school WASH model schools. The success they will achieve despite the material deprivation they face will undoubtedly create a reaction of pride and introspection amongst comparatively better-off public schools and their communities. The latter will gradually sense the need to shift from a victimhood mind-set to a proactive attitude recognising their responsibility and the potential of their leadership.

► **Implement WASH/health/nutrition/menstrual hygiene management programmes**

Two principal constraints emerge: first, interventions spread out during a longer timeframe (e.g. five years) in the same schools is beyond what donors can (currently) afford for programmes exclusively focusing on school WASH. Second, WASH objectives are too narrow to trigger widespread interest and to sustain it long enough to achieve lasting outcomes.

Integrated WASH/health/nutrition/menstrual hygiene management programmes provide a solution: all these dimensions contribute to better quality education and support government education reform. Importantly, success (impact, sustainability) on each dimension depends on good governance and leadership. Such integrated programmes can attract more donors and mobilise more resources, pooling funding to buy more time for building the level of commitment and governance needed to follow the above mentioned principles. Not only can such integrated programmes be of interest to donors, but if properly embedded in the curriculum and supporting teachers' efforts, they can trigger strong teacher buy-in and rally the – often lacking – support of district education officers. In certain provinces, WASH clubs can be upgraded to children's parliaments to serve the school agenda beyond WASH matters.

Integrated WASH/health/nutrition/menstrual hygiene management programmes will require broadening the range of partnerships, and creating networks, forums and coordination platforms addressing WASH, health, menstrual hygiene management and nutrition. This already forms part of WaterAid Pakistan's objectives.

► **Advocate by running campaigns and demonstrating scalable holistic models**

As noted above, WaterAid Pakistan first needs to advocate for school WASH, demonstrate its relevance and raise it higher in the agenda of decision-makers, from the top to the

^r See Annex E for more information supporting the relevance of including NFBE schools in School WASH programmes

grassroots. The level of effort will vary across provinces, as some parts of the country are likely to be more responsive (e.g. Khyber Pakhtunkhwa, Punjab).

Demonstrating scalable models delivering lasting impact will require the gathering of strong evidence derived from longitudinal research,^s establishing for the Government the added value of integrated WASH/health/nutrition/menstrual hygiene management interventions on key indicators of the education reform programme (e.g. missing facilities, enrolment, gender equity, school leadership, School Management Committee functionality).

► **Accompany the Government in adapting the model for large-scale implementation**

Once the model demonstrated, the challenge will consist in adapting approaches demonstrated at relatively small scale (e.g. district-wide approach) by NGOs to the constraints of large-scale programmes led by the Government through its official systems and players. Challenges will notably relate to the lower capacity of the human resources engaged in the process, and the availability of time and other resources to work closely with schools and communities.

► **Develop strategic partnerships with private sector actors**

A mechanism will be needed to compensate for this corresponding loss of quality and continuity of engagement, which are so crucial for the nurturing of local-level leadership, commitment and the building of capacity through on-the-job learning.

This may involve the engagement of private sector organisations (e.g. companies, donors, foundations) in WASH/health/nutrition/menstrual hygiene management programmes. Such integrated interventions could allow a pool of partners to support specific objectives of particular interest to them (from a strategic CSR or even core business perspective), whilst simultaneously contributing to common activities designed to enhance school governance (i.e. a key requisite for sustainable impact and a requirement for the anchoring of consumer behaviours for hygiene products in schools).

Success and sustainability of all interventions and activities addressing WASH, health and nutrition objectives have a common denominator, a common determinant for success, which is good school governance – which often implies strong school/community links. Managing to really engage parents and School Management Committee members, who will foster teacher and headteacher participation, is a challenge that a partnership with private sector partners can perhaps help address.

Engaging private sector partners on the basis of sustainable strategic partnerships rather than under relatively ephemeral philanthropic collaboration requires a political environment favourable to the development of public-private partnerships, which may prove potentially sensitive in the area of education. It also takes local, national and international companies ready to explore the possibility of more ambitious and longer-term joint CSR strategies.

^s The university students constitute a resource which can be relied upon and that is insufficiently used. As part of their community service, they have a certain number of hours to dedicate to the country, which they can spend in activities taking place in a radius of 150 km from their university, which have funds to cover some of their expenses (e.g. transports). Dr Sher Jamel Khan, Head of Dept IESE-NUST.

Finally, it needs partnership brokers helping craft tailored terms of engagement ensuring the sustained engagement of private sector partners,^t whilst meeting the requirements of the Government and responding to the core principles and other ethical considerations of NGO participants.

7.3. Recommendations for WaterAid Pakistan school WASH programming processes

7.3.1. Relevant tools

Aspects of the methodology applied to this research appears relevant to a school WASH programming process. In particular, the exercises and assessments carried out during the workshop, if conducted during longer sessions allowing more in-depth analysis and exchange, may prove very relevant.

1. Mapping stakeholders strategically appears to be a good starting point to distinguish key stakeholders to engage in programmes amongst the myriad of organisations and individuals with a stake in school WASH (see section below).
2. Carrying out an enhanced school WASH bottleneck analysis on the three components of the school WASH bottleneck analysis tool, building on existing material (such as this report, and other documents listed in references).
3. Prioritising issues to address amongst the bottlenecks identified.
4. Carrying out a power analysis on selected issues.

7.3.2. The Golden Triangle

In this research, listing school WASH stakeholders and their respective roles and responsibilities constitutes a logical starting point to assessing their accountability and exploring the underlying issues explaining low levels of compliance, transparency and responsiveness. But in the Pakistani context, as in other countries, this list proves vast and complicated to process and to use. A visualisation tool helping to organise these stakeholders, highlighting their relative importance and relationships can be instrumental. This study provided an opportunity to further test the relevance of the Golden Triangle, a tool designed to facilitate a strategic stakeholder mapping for school WASH. This tool was introduced during the country visit to India with some success.

Referred to by several Indian informants as a practical model to focus on key dynamics at school level, the tool consists of a triangle whose sides represent parents, teachers and students. Each component requires individual attention and has its own unique needs.

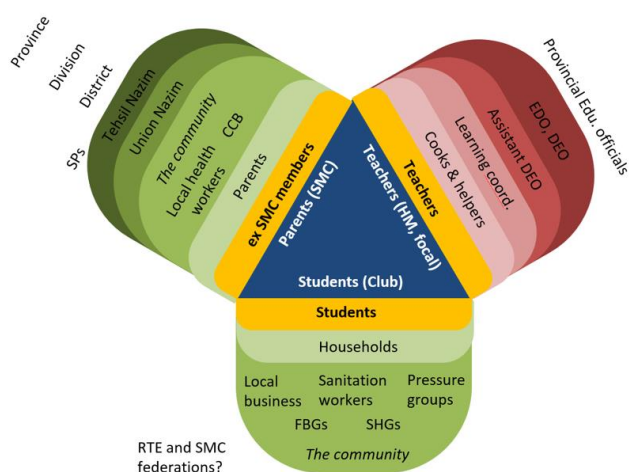
^t Rather than having CSR funds mobilised to buy cement bags and build toilets, they can be used in a way that both support the strengthening of school governance and meet strategic CSR objectives. Philanthropic CSR support is not ideal because it cannot be really relied upon. Priorities can shift, but long-term engagement is needed to accompany schools through the habit formation process. The objective would be to have Unilever and others jointly support the development of improved school governance...which eventually would lead to regular purchase of soaps. For Unilever, P&G and other to open a market for all soap manufacturers, they need to have stronger stake and see the commercial impact of their strategic CSR engagement. The same reflection upon strategic CSR vs. philanthropic approach is needed with all partners potentially interested in supporting some components of the integrated programme. Such companies will support the strengthening of school governance systems if this gives visibility to and can trigger consumer interest for their products.

Each also has unique resources and contributions. If any one of these components is ignored or fails to contribute, a school system will never reach its full potential. This triangle is used by education experts to address various issues, and the country visit allowed exploring how to make use of it in the context of school WASH work. It was found again in Pakistan that this triangle is most useful when enhanced with sphere of influences bound to each side of the triangle.

Figure 7 presents the Golden Triangle in its generic form and in its process of formation during the workshop in Lahore, where it was used to map school WASH stakeholders in Punjab. A relatively complex set of stakeholders can be organised around the teacher/School Management Committee/parent-student trio. Building commitment in these core stakeholders is most critical to achieving the sustainability of school WASH programmes. This is particularly true in the absence of a very supportive enabling environment, and until each stakeholder in the complex school WASH puzzle (as illustrated on the right hand-side) effectively fulfils its responsibilities.

The Government and its partners are working on strengthening the coherence and functionality of the system, and will gradually ensure that all stakeholders comply with their duties. This will take some time before roles are clarified in policies, stakeholders' capacities are built and policies are enforced. In the meantime, WaterAid Pakistan and partners need to engage the most strategic school WASH stakeholders. This starts by examining the potential for creating commitment and leadership amongst key local stakeholders, starting with parents, teachers and students, and exploring within their sphere of influence other stakeholders who can contribute to make school WASH a success.

Figure 7: Golden Triangle. Generic form (left) and tailored to Punjab (right).



Annex A – TOR

Background

These terms of reference relate to a programme of research and advocacy on school WASH, initiated by WaterAid's east Africa and south Asia regional teams. It sits in the context of WaterAid's well-established school WASH work across eight countries in the two regions,^u and a recent grant by H&M Foundation to extend this work. It also sits in the context of WaterAid's global strategy, programmatic approach, district-wide approach, framework documents, country strategies and evaluations.

Aim

To set out a systematic process by which WaterAid can design and improve its strategies and approaches for school WASH.

Objectives

1. Review and deepen existing school WASH bottleneck analysis, or in the case of countries with no such analysis undertake them. Focus on detailed description of the bottleneck analysis tool components and explanation of underlying causes of strengths and weaknesses. Explicitly include review of country monitoring system and indicators.
2. Analyse WaterAid country programme activities, and as far as possible the work of other organisations, and the extent to which they address school WASH needs and weaknesses.
3. In the course of the work, highlight examples of good practice and promising innovations. Also identify unsuccessful approaches that should be avoided in the interventions of WaterAid and/or other organisations.
4. Recommend modifications to existing WaterAid school WASH strategies and approaches, based on the analyses undertaken and clearly articulated reasoning, which is harmonised across the two study regions.
5. Recommend ways of strengthening the existing bottleneck analysis tool and make other recommendations relevant to the work.

General approach

The research will be undertaken through a combination of country-level document reviews, key informant and group interviews, stakeholder workshops and field visits in an indicative programme as follows:

Preparation

- Development of generic themes/questions framework by stakeholder group (0.5 day).
- Document review and pre-visit planning – 2-3 days.

^u In east Africa: Ethiopia, Rwanda, Tanzania and Uganda. In south Asia: Bangladesh, India, Nepal and Pakistan

Country visits

Activity	Days
Briefing with WaterAid team and planning	1 – 1.5
National Key Informant interviews	1 – 1.5
National workshop	1
Field visits	4-5
State/Provincial workshop	1
Workshop with WaterAid staff and partners	1
Reporting	2
Total	11 – 13

School visits – purpose

A small number (approximately 5) of visits (a) to explore bottlenecks and practices at school and community level, (b) to give legitimacy to the discussions with national and local stakeholders, and (c) to facilitate discussions with school management, students and communities. These visits are not intended to generate a body of statistically representative data, but to understand the potential challenges and opportunities viewed at that level. Schools visited should be ones that were the subject of an intervention by WaterAid at least two years ago. Selection of schools should be purposive, where possible focusing on:

- High performing schools in the public sector.
- A mix of rural and urban, large and small.
- A mix of interventions in which (a) the entry point has been the school, and (b) the entry point has been the wider community.

Deliverables

- Draft desk report at least one week prior to the relevant country visit (in note form, taking account of existing bottleneck analysis tools, baseline and other relevant country documentation, max 5pp).
- Research protocol for each country, including:
 - planned itinerary, including key informants
 - research framework specific to the country
 - semi-structured interview guides specific to the country
- Draft country reports (four, guide length 20-25pp excluding summary and Annexes).
- Final country reports (4).

Time scale

Target completion of all final country reports 31 December 2015.

Inputs

WaterAid will provide the following:

- Contact details of country focal person(s)
- WaterAid general documentation, namely:
 - Global Strategy
 - Programmatic Approach
 - District-wide approach
 - Frameworks
 - H&M Foundation programme summary
 - All relevant country documentation, including:
 - Policy documents of Ministries of Education, Health and Water which refer to school WASH
 - Laws, guidelines and standards related to school WASH
 - Documentation of Educational Management Information Systems (EMIS) and monitoring indicators and data
 - Sector performance reports
 - School WASH plans, budgets, targets
 - WaterAid country programme evaluations
 - WaterAid country strategy papers
 - WaterAid annual reports for last three years
 - WaterAid current multi-year plan and budget
 - WaterAid school WASH research and monitoring reports
- All in-country arrangements for meetings, field visits and workshops.

The maximum person-days per research consultant is set at 70 days.

Other requirements

The consultant is required to keep a record of time devoted to the programme, and to invoice for time spent up to the maximum days payable. Receipts must be submitted for all reimbursable expenses.

Payment milestones

- Up to 10 days fees on completion of four desk reports and research protocols.
- Up to 14 days fees plus expenses against receipts on submission of each draft country report (total 56/70 days in up to 4-5 tranches).
- 4 days on submission of final reports after one round of comments.

Country report structure

Pages	Section	Responsibility
1	Background	RCC
1.5	WaterAid context	RCC
2	Country context	JT
0.5	Research aim and objectives	From TOR
1	Specific methodology (including limitations in each country)	JT
10	Findings in relation to enabling, developing, sustaining	JT
1	Rationale for recommendations	JT, RCC
4	Recommendations <ul style="list-style-type: none"> • for WaterAid country strategies • for WaterAid regional strategies • for the bottleneck analysis tool • other 	JT
	Annexes <ul style="list-style-type: none"> • A – TOR • B – Itinerary • C – Informants/contact details • D – Reports of KI interviews, visits, workshops 	JT

In addition, each country report will be supplemented by a 2-4 page easy-to-read summary illustrated with ‘voices from the field’, photographs and analysis.

Annex B – Itinerary

Date/ Location	Time		Task/Activity
	From	To	
Mon 7 Dec Islamabad	09:30 14.00	13:00 17:00	<ul style="list-style-type: none"> . Introduction to the team and working meeting with focal persons (on analytical framework and last min. changes to schedule) . Meeting w/ NGO representatives from: Muslim Aid, National Rural Support Programme, Pakistan Institute for Environment-Development Action Research, NUST, IRSP, IRC, Plan
Tue 8 Dec Islamabad and flight to Lahore	09:00 12:30 14.00	13.30 13:00 17:00	<ul style="list-style-type: none"> . Consultant study time . Meeting with WaterAid SMT . Consultations with Muhammad Shoaib, WASH officer UNICEF
Wed 9 Dec Lahore	10:00 18:00 19:30	17:00 19:00 21:30	<ul style="list-style-type: none"> . Workshop . Debrief meeting with WaterAid Pakistan team . Working dinner with Deputy Secretary Department of Education of Punjab

Thu 10 Dec Lahore and travel to Karachi	08:30 10:30 14:30 15:00	10:00 12:30 15:30 16:15	<ul style="list-style-type: none"> . Meeting with representatives of WaterAid Pakistan NGO partner Association for Gender Awareness & Human Empowerment . School visits: two public schools in Lahore (primary boys' school and girls' high school – non WaterAid- Association for Gender Awareness & Human Empowerment programme schools) . Meeting with Deputy Director of Operation Non-formal Basic Education . Meeting with District Education Officers Lahore City District
Fri 11 Dec Karachi - Thatta district	9:00 10:30	10:30 13:30	<ul style="list-style-type: none"> . Meeting with National Rural Support Programme team (WaterAid Pakistan NGO partner) + meetings with District Education Officer . School visits National Rural Support Programme, H&M Foundation funded (one in-depth + one quick visit)
Sat 12 Dec Karachi	10:30	15:30	<ul style="list-style-type: none"> . Workshop
Sun 13 Dec Islamabad			Data analysis and drafting of preliminary findings
Mon 14 Dec Islamabad	10:30 14:00	12:30 17:00	<ul style="list-style-type: none"> . Feedback meeting with WaterAid Pakistan staff . Optional face-to-face meeting(s) with national informant and/or WaterAid Pakistan staff

Annex C – Miscellaneous

1. Non-formal basic education

1.1. Notes from the country visit

Tahir Mehmood– basic education community school (non-formal basic education) – Deputy Director of Operation

“We have the ‘one teacher – one school’ principle – and we are talking about schools of generally 30 students for one teacher, but this can be more than that, up to 60 students for one teacher, from all ages. There is no special infrastructure, the school facility could be a room in the teacher house, a room in the house of a community member, it could as well be in open air, under a tree. This system of public, non-formal basic education was set up in 1996 to eradicate illiteracy. In Punjab, we have 5,700 such schools (12,000 schools overall in the country), 70% of them are rural schools, and they don’t have such WASH facilities. So with these 5,700 schools we are contributing to government enrolment targets set under the MDGs.

Our challenges are financial and relate to difficulties in building classrooms, facilities, buying furniture, supplies, mats... There is material poverty. Teaching capacity is variable, it

depends on communities and we accept fresh graduates.

The teacher is accountable to the community, rather than to a remote government office that never monitors what teachers do. The teacher plays a central role, if he/she does not perform, the school will be moved towards another place in the community. Such teachers are young, very committed, and may accept to take many more kids than planned (30); they can bring up to 60 children in their school. [...] On a scale of 1 to 10 where 1 stands for disastrous conduct and 10 sheer excellence, such teachers score 8 or over.

Additional notes from the author:

Non-formal basic education schools are public schools under the responsibility of the Government. In rural areas they are often located in remote, isolated places, and small communities. Whether in rural or in urban areas, these schools are generally attended by the poorest. They are very much connected with the community, which host them. Therefore, it makes a lot of sense that WaterAid Pakistan target these schools as a priority, not only from the perspective of equity in targeting schools in the context of stand-alone school WASH programmes, but also as part of the Pakistan Approach to Total Sanitation/community-led total sanitation/school-led total sanitation interventions. The quality of leadership in these schools and the sense of ownership of the school in the community are such that they can be effective catalysts for hygiene promotion.

These teachers are not just teachers, they also play other roles in the fight against polio, vaccination campaigns, etc. They are generally young, preferably selected from the community, as this is where they will live and work, and this will markedly increase the quality of their work, they know the children, their family background and issues. Teachers are also preferably women – it is often easier to find women with the right skillset and attitude amongst in the village because bright schoolgirls are often not allowed to continue their schooling in the city secondary school.

160 local NGOs help identify potential teachers amongst community members alongside Village Education Committees and supervise them [WaterAid Pakistan partner Association for Gender Awareness & Human Empowerment is thus working with some 30 schools). They undertake monitoring [JE: WASH-nutrition-health related indicators could be included] and capacity building. The content of the training is defined at national level and adapted at provincial level. There is no real WASH content so far but the NGO Association for Gender Awareness & Human Empowerment celebrates Global Handwashing Day with them. It does not go much beyond that.

Non-formal teachers can become role models/champions. School-community links are strong, and commitment towards quality education too: propagation of the success achieved by model non-formal schools is an idea to explore (not intimidating, focus on leadership, trigger a healthy reaction of pride, awareness of the falsehood of the victimhood perspective and willingness).

1.2. Addition information on non-formal basic education from other sources

Statistical profile of non-formal education in Pakistan (UNESCO)

Technically, non-formal education comprises all those educational activities (at all levels such as primary education, vocational training, adult literacy, functional literacy, etc.) that fall outside the formal standardised education system, endorsed by the Government of Pakistan or an international examination syndicate/board. In Pakistan, non-formal education is generally provided through: a) non-formal basic education community or 'home schools'; - vocational/skill training centres/ institutes; b) adult literacy/functional literacy centres; and c) 'deeni madrassah' or religious schools.

Besides a few research and evaluation studies, there is no regular systematic compilation of statistical or qualitative information on all kinds of non-formal basic education schools and their total enrolment. However, under the Prime Minister's Literacy Commission project, "Establishment of 10,000 Non-formal Basic Education Schools" formulated in 1995, over 7,000 non-formal basic education home schools are presently operational, with a total enrolment of 214,000 students.

Key policy measures in non-formal education

The National Education Policy (1998-2010), "envisages democratisation of education through the expansion of elementary education including formal and non-formal methods and expanded programmes of adult education, literacy and functional literacy programme, as basic requirement for economic development, modernisation of social structure and providing equality of opportunity for all citizens." [Chapter 4. Literacy and non-formal education].

Non-formal basic education was initially launched in the 1950s, under the adult literacy programmes. During 1970s, the concept was more vigorously pursued but the results were not encouraging. Over the years, several non-formal literacy programmes were launched such as the Village AID Programme (1953), Literacy Programmes under Basic Democracies (1964-69), Experimental Pilot Projects (1977-78), Iqra Pilot Programme (1987), Nai Roshni Schools (1987-89) and the Quranic Literacy Project (1992-94) but despite common concepts, common literacy training, common materials and common strategy, these lacked innovation and did not account for cultural and social factors. The key problem was the absence of any institutional linkage between non-formal basic education programmes and formal education programmes.

The Prime Minister's Literacy Commission in 1995 formulated a project titled "Establishment of 10000 Non Formal Basic Education Schools" with the total cost of Rs. 1,263.375 million. The project, based on the idea of a home school to be run through NGOs and CBOs, was to be implemented within a period of five years. However, the project suffered due to financial constraints. The National Education Policy (1998-2010) recommended to expand the programme to a larger scale, by opening 75,000 non-formal basic education community schools during the next three years.

The Prime Minister of Pakistan while announcing the National Agenda, emphasised universal literacy for children and constituted a committee for preparation of an Action Plan. The Action Plan also recommended the expansion of non-formal basic education community schools programme. ECNEC approved the expansion of the programme on July 11, 1998 from 7,000 to 82,000 NFBE Community Schools with a total budget of Rs. 11,214.898 million. However, neither any action was taken nor any allocation made for this purpose. At present, the total enrolment in the existing NFBE schools is around 214,000.

The Express Tribune > Pakistan > Punjab, Published in The Express Tribune, July 27, 2013.

Literacy and non-formal basic education: '350,000 children to be enrolled by end of 2013'
LAHORE: The Literacy and Non-formal Basic Education Department has received a budgetary allocation of Rs1.1 million this year and will initiate two new projects aimed at educating and providing functional skills to almost a million people and create 1,000 non-formal basic education schools (NFBES), The Express Tribune has learnt. Last year, the department opened adult literacy centres in five central jails across the province; as many as 30 vocational training schools for 15 to 25-year olds in south Punjab; several NFBES for children and community learning centres for women were opened. "The importance of non-formal education as an alternative learning mechanism has increased over the past few years," says LNFBE Secretary Pervez Ahmad Khan. This realisation, he says, can be gauged through the Government's recent allocation for the non-formal education sector.

Dr Khan told The Express Tribune Rs341 million had been released for development projects last year. "We hope to deliver greater outcomes with larger budgetary allocation this year," he said. The literacy rate in the Punjab stands at 60 per cent; the Government has a long way to go before it achieves 100 per cent literacy by 2019-2020, to meet international commitments and its own goals, he said. The LNFBE Department has set up two new projects this year for this purpose.

With a target to establish 1,000 non-formal basic education schools in 11 districts across the Punjab, the project titled Punjab Work Place Literacy Programme (PWPLP) will target areas with low literacy rates. This would target as many as 30,000 students and will focus on children at brick kilns. The project also aims at establishing 500 community learning and adult literacy centres for 10,000 people. The PWPLP has been allocated Rs100 million. Dr Khan said that the project would be approved in the first week of August.

Another project expected to be approved in August is the Punjab Literacy Movement Project. This project has been granted a budget of Rs250 million. It aims at providing literacy and functional skills to almost a million individuals in 32 districts by the end of 2016.

The project entails setting up community learning centres, adult literacy centres and non-formal basic education schools along with a volunteer programme. It would allow flexible timings for individuals to learn a variety of functional skills. "There has to be an incentive for individuals to be enrolled in such programmes, particularly in adult literacy programmes," he says. The skills, he says, will offer people opportunities to earn while studying in non-formal education programmes.

Last year in September, the department had announced that it had managed to impart education to over 680,000 individuals through non-formal and alternate methods in the Punjab. Out of those, almost 200,000 were school-going children. This year, the department aims to offer middle school education through non-formal basic education schools for girls in collaboration with the School Education Department (SED) and the Allama Iqbal Open University in several districts including Mianwali and Bhakkar. Through these interventions, the LNFBE Department has set a target to bring almost 300,000 to 350,000 children in the school enrolment net by the end of 2013. “The LNFBE Department supplements the efforts of the SED,” he said, “While brick and mortar is necessary, it may take so much time that a child’s natural learning age is lost...this is where we step in.”

2. Three Star approach for WASH in schools in Pakistan

Key characteristics of the Three Star Approach



The Three Star approach for WASH in schools is designed to improve the effectiveness of hygiene behaviour change programmes (Fig 1). The approach ensures that healthy habits are taught, practised and integrated into daily school routines. The Three Star approach helps schools meet the essential criteria for a healthy and protective learning environment for children as part of the broader child-friendly schools initiative. It aims to address the bottlenecks that block the effectiveness and expansion of current WASH in schools programmes. Once minimum standards are achieved, schools can move from one to three stars by expanding hygiene promotion activities and improving infrastructure, especially for girls, and will ultimately achieve national

standards for WASH in schools. During the WASH in schools consultative strategy development workshop lead by the Federal and Provincial Departments of Education in September 2015, the Three Star approach was localised in Pakistan and recommended for adoption.

Three Star Approach for WinS in Pakistan

One Star Schools Daily routines to promote healthy habits		Facilities to be included in new school	Two Star Schools Incremental improvements		Facilities to be included in new school	Three Star Schools Meeting national standards	Facilities to be included
Daily supervised group hand washing with soap	<ul style="list-style-type: none"> Hand washing with soap becomes a habit, especially before meals Children enjoy the daily activity and learn proper hand-washing techniques. Group hand-washing sessions provide a set time to deliver hygiene messages 	Group Handwashing facility with provision of soap (minimum 10 students per facility) with proper drainage arrangement)	Hygiene education expanded to stress on hand washing with soap at critical times; hand-washing stations installed as needed; menstrual hygiene education delivered in schools	<ul style="list-style-type: none"> Children learn to wash their hands with soap at both critical times: before meals (during daily group hand-washing sessions) and after toilet use. Girls gain knowledge and support on menstrual hygiene management. 	<ul style="list-style-type: none"> Group Handwashing facility with provision of soap (with proper drainage) Gender segregated toilet with water availability inside toilet MHM facilities provided in each of female latrine (waste bin with lid, sufficient privacy, mirror inside latrine, lighting arrangement). All children having access to sustainable safe drinking water source inside school. Be it a source inside school or arrangement of in the vicinity but will safe storage inside school enabling children to refill their drinking water bottles 	School facilities and systems upgraded to meet Provincial standards	<ul style="list-style-type: none"> Social norms on good hygiene behaviour are institutionalized. The school is able to offer full accessibility to WASH for all students, including children with disabilities. National inequities are eliminated by ensuring all schools in the country have the same standards for WASH in Schools (note, the standard ratio of students to toilets is currently under review)
Daily supervised cleaning and use of toilets (with soap and water)	<ul style="list-style-type: none"> Toilets are clean and usable. Water and soap are available in toilets. Open defecation in and near the school is eliminated. Children learn the importance of sanitation through active participation. 	Gender segregated toilet with water availability inside toilet	<ul style="list-style-type: none"> Additional improved gender segregated toilets, plus facilities for menstrual hygiene management, constructed where needed 	<ul style="list-style-type: none"> Additional toilets are available at school for boys and girls Girls are further encouraged to attend classes because there are additional private sanitation and/or menstrual hygiene management facilities. 			
Daily supervised use of drinking-water bottles by all children	<ul style="list-style-type: none"> All children have safe drinking water whether or not a safe water source available inside school. 	All children having access to sustainable safe drinking water, preferably, safe water source inside school. If source cannot be provided inside school, then each child need to carry water bottle with facility of refilling at school	Low-cost point-of-use water treatment introduced in schools	<ul style="list-style-type: none"> Children have access to safe drinking water at school. Low-cost water treatment is demonstrated to the community. 			

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