



School Water, Sanitation and Hygiene Education + Community Impact (Mi Escuela Saludable SWASH+)

**Ex post evaluation of the 'Mi Escuela Saludable'
SWASH + Community Impact Project**

**Final Report
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LIST OF ACRONYMS

ACE: Community Educational Association

ADESCO: Community Development Association

ANA: National Water authority

ANDA: National Water Supply and Sanitation Administration

CDE: School Management Council

COCODE: Community Development Committee

COSUDE: Swiss Development Cooperation

CONAES: National Committee for Healthy Schools

CE: Community Educational

ENACAL: National Water Supply and Sanitation Company

FECSA: Healthy Family, School and Community

FISE: Social Investment Fund

GPC: Citizen Power Cabinet

GWC: Global Water Challenge

IM: Implementation Manual

MARN: Ministerio de Medio Ambiente y Recursos Naturales

MINED: Ministry of Education

MoE: Ministry of Education

MoH: Ministry of Health

MOU: Memorandum of Understanding

MWA: Millennium Water Alliance

PHAST: Participatory Hygiene and Sanitation Transformation

PAHO: Pan American Health Organization

PASHE: School Water, Sanitation and Hygiene

PROMESA: Healthy School Promotion

PTA: Parents Teachers Association

SARAR: Self Esteem Associative strength Resourcefulness Action Planning and Responsibility

SWASH +: School Water, Sanitation and Hygiene Education + Community Impact

TCCF: The Coca-Cola Foundation

WASH: Water, Sanitation and Hygiene

WHO: World Health Organization

EXECUTIVE SUMMARY

Introduction

Mi Escuela Saludable SWASH+

Mi Escuela Saludable SWASH+ (School Water Supply Sanitation Hygiene Plus Community Impact) is an initiative developed in 2008 by the Millennium Water Alliance (MWA), an association of eleven international NGOs with expertise in water supply, sanitation and hygiene education in rural and peri-urban areas formed in 2002. MWA's lead members in Central America are CARE, Catholic Relief Services (CRS) and Water for People (WfP). **The Mi Escuela Saludable SWASH+ program co-funded by IDB and The Coca-Cola Foundation (TCCF), with a budget of US\$2.15 million is the second phase of this regional SWASH initiative. It aims to improve access to basic water supply and sanitation services as well as hygiene behavior in 150 rural public schools in El Salvador, Guatemala, and Nicaragua, targeting approximately 15,000 students.** The program, executed by IDB Water and Sanitation Division (INE/WSA) between March 2010 and July 2011, was launched in the context of the realignment process of IDB in 2007, which called for increasing IDB presence in the region, strategic alliances with private and civil society partners, and a renewed emphasis on the water and education sectors.

Rationale for intervention

Parasitic worm infections and diarrhea remain major threats for hundreds of millions of children, aggravating malnutrition, delaying physical development and affecting attendance and performance at school. Schools, at the very heart of communities, play a key role in shaping the attitudes, habits and expectations of future generations with respect to hygiene and water and sanitation services. Yet, in most of the world, their sanitary condition is appalling. **Central American countries (Costa Rica excluded) are among those with the highest rates of child mortality in the Latin American region. Malnutrition and the lack of safe water and sanitation contribute to half of these deaths. According to the MWA, approximately 75% of rural public schools in the region lack access to safe water and/or adequate sanitation. As a result, students are unable to adopt appropriate hygiene practices.** WASH in schools projects enhance hygiene conditions by granting access to adequate watsan facilities and promoting hygiene behavior. Such interventions also motivate children, and especially girls to attend school. Targeting public schools provides an effective entry point to community interventions. Because public schools are government-supported these programs are relatively easy to target and cost effective.

Program strategy and partnership structure

The program was thus built around four components or key objectives, which tackle essential dimensions of WASH in schools work: **I. Water and Sanitation Infrastructure; II. Hygiene Promotion; III. Community Strengthening; and IV. Advocacy, Knowledge Management and Dissemination.**

The MWA was contracted by IDB to implement the program in accordance to the ToR drafted by the IDB. They prepared the Implementation Manual, which they shared with the various NGO partners in each country. Through the signature of MOUs, government agencies, such as the Ministry of Education (MoE), the Ministry of Health (MoH) and national water authorities committed to support the implementing partners during project implementation and to ensure follow-up of the beneficiary schools. In Nicaragua, CARE and CRS targeted 17 and 26 schools respectively in the departments of Matagalpa and Esteli. In Guatemala, WFP's intervention in the department of Quiché comprised 65 schools while CARE served 27 schools in the department of San Marcos. Fifteen schools of the department of Chalatenango, El Salvador, benefited from the program through CARE.



Figure 1: Map of intervention for SWASH+ 2nd phase (adapted from Water Corps Monitoring report 2011)

Evaluation

The evaluation carried out in Feb-Mar 2011, focused on two lines of inquiry: Partnership Processes and Program Results. Largely qualitative, the approach relied on document review, interviews and unannounced school visits carried out in March 2011. **Thirty five schools were visited across Nicaragua, Guatemala and El Salvador. The sample, representative of the total population of beneficiary schools, included four schools of the previous phases of Mi Escuela Saludable SWASH+.** In each country, the evaluator was accompanied by the external consultant previously contracted by IDB to oversee the program during implementation. A rating system was developed to evaluate performance on the main components of the program, which complements the largely qualitative body of information gathered through school visits and helps gain quick insights into the achievements of the program.

Program Evaluation

Main outcomes

The global targets set by the main outcome indicators were either met or exceeded: 150 schools and 23,730 pupils (instead of the 15,000 targeted) benefited from the program. Importantly, a six-month no-cost extension for the donors was agreed, expanding the initial 12-month project timeframe to 18 months. In that period the NGOs continued to make significant financial contribution, approximately \$200,000 or more. This six-month no-cost extension essentially resulted after the project was approved by the Bank, from unexpectedly long administrative delays associated with the preparation and approval of a number of school specific documents (including technical files, mitigation plans...) critical for the implementation of project activities. This significant delay was experienced in all three countries. Most activities were postponed, causing a number of difficulties.

Water and sanitation infrastructureAppreciation of key players at project completion: **8.2/10**Average rating of ex post evaluation: **8.5/10**

Implementing partners fully met their objectives: WASH systems were designed and delivered in 150 schools. All of them met national norms or the minimum Mi Escuela Saludable SWASH+ technical standards and were delivered with a routine maintenance plan. At the moment of the project completion, on a Likert scale ranging from 1 to 10¹, **the level of achievement of the program on this component was rated by a pool of key players² at 8.2, which reflects a very high level of satisfaction with the quality of the facilities built.** Whilst the types of facilities vary geographically, often reflecting budget constraints, the facilities built are generally robust and based on appropriate technologies meeting people's needs and expectations. **The facilities built by the program in all three countries are, according to conversation with IDB supervisors and NGO staff amongst the best that can be found nationally and sometimes the only ones that comply with the norms.**

The school visits undertaken as part of this evaluation confirmed this appreciation. On a scale ranging from 1 to 10³, **on average the schools visited scored a very good 8.5⁴ as far as the quality and functionality of their WASH facilities was concerned.** After one year, the facilities remained in generally very good condition and operated properly. Guatemala reaching the highest score (9.1) thanks to higher functionality, closely followed by El Salvador (8.4) and Nicaragua (7.8). While the evaluation did not allow a systematic check of the number of pupils per functional tap and per latrines or toilet, observations suggest that the sometimes rather strict norms are not met in a significant number of schools, at least as far as the number of toilets are concerned. Likewise, a systematic and accurate check on the existence, effectiveness and frequency of water treatment was not possible.

All the sanitation technologies used by the implementing partners were found to work perfectly in a number of schools visited. **Appropriate technologies thus exist for all the biophysical and socio-economic environments targeted in the program. Their appropriate use and maintenance is rather the limiting factor.**

Whilst the development of the 150 technical files constituted a laborious exercise, the thorough and very collaborative work it involved greatly limited risk-taking and increased the likelihood of selecting the best design. The quality of the technical support and critical oversight of IDB through the field supervisors was also cited as a decisive factor in all three countries. In Guatemala, the hiring of an effective contractor by CARE and the quality of material they used almost led the NGO to meet their objectives within the original timeframe. In contrast WfP faced considerable difficulties through the involvement of the local private sector and the contribution of municipalities and communities.

¹ 1: Significant scope for improvement, 5: Satisfactory; 10: Excellent

² The rating is an average of scores given by a pool of key informants representing both NGOs and IDB supervision. (The pool includes 4 staff from NGOs and 1 from IDB in Nicaragua, 2 from NGOs and 1 from IDB in Guatemala, and 1 from an NGO and 2 from IDB in El Salvador.). The scale reflects an average of the subjective appreciation of each informant.)

³ 1: Bad, 5: Satisfactory; 10: Excellent

⁴ This scale describes the quality and functionality of facilities without addressing their degree of compliance with the norms. Scores, defined by the evaluator, result from an analysis carried out with the accompanying IDB supervisor and MoE official (when available) following school visits. Scores were systematically the product of a consensus (or near consensus) between the two or three parties involved.

> **Recommendations:** Simplify official approval process of school-level project; Further enhance the use of water disinfection and filtration; hang mirrors and check location and appropriateness of soap dispensers

Hygiene Promotion

Appreciation of key players at project completion: **6.5/10**

Average rating of ex post evaluation: **7.2/10**

The targets of the second component of the program, **Hygiene Promotion**, were all exceeded. However, the absence of baseline data and monitoring of hand washing with soap and the proper use of latrines prevented tracking progress on these critical indicators. Rating by a pool of IDB and NGO informants of this component of the program *at the time of project completion* produced an average score of 6.5. This is just above 'satisfactory' but far from 'excellent'. This rating reflects the challenge of this component: the delivery of well-designed training activities during a period of only a year or so is unlikely to instill new hygiene behaviors

The relatively low budget allocated to hygiene promotion generally led to limited resources made available for the corresponding activities. The frequency of visits to schools and meetings with teachers, parents and pupils was reduced, which profoundly influenced the outcome of the program: a relatively continuous presence and activity of social promoters in communities is a key success factor. The administrative bottleneck also caused delays in the educational activities, and decoupled them from the construction of facilities, which lowered the convening power of NGOs. Despite the six-month extension, the hygiene promotion process was often hurried.

After one year, project gains have been well sustained in terms of hygiene practices. 7.2/10 is the average score obtained across the 31 schools visited. Important contrasts exist amongst schools. Guatemalan schools reached the higher score 7.8, closely followed by schools in Nicaragua (7.2) and El Salvador (6.25). The participatory approach and tools (e.g. SARAR cards, hygiene corner, hygiene box) were very instrumental. School leadership is a major determinant of the success or failure of WASH in schools projects. The existence of an institutional framework addressing hygiene promotion was also influent. The lack of soap and toilet paper remains a critical obstacle that only a few schools have managed to properly overcome.

> **Recommendations:** Adjust the timeframe and combine hard- and software components; use levels of hygiene effectiveness ladder; enhance the follow-up phase; enhance the institutional framework; secure soap and toilet paper provision

Community Strengthening

Appreciation of key players at project completion: **6.5/10**

Average rating of ex post evaluation: **7.5/10**

The objectives associated with the **Community Strengthening** component were fully met or exceeded: 135 community educational organizations were created and trained in hygiene, systems O&M, financial management and leadership. 1,100 women were trained in hygiene. All organizations took or assigned responsibility for the sustainability of the school water and sanitation system (infrastructure repairs, provision of soap and toilet paper, solid waste handling, etc.). All of them were deemed to have the resources necessary to meet O&M needs.

The appreciation of the achievement on this component of the program by the pool of IDB and NGO informants at the time of project completion produced an average score of 6.5/10, reflecting

the shared impression that much more could have been achieved under more favorable circumstances. Effective community strengthening implies arriving at a clear definition of roles and responsibilities (R&R) by means of a consensus approach (the only relevant approach in a context of Free Education). This lengthy process ideally needs to be fuelled by the momentum created by the simultaneous construction of the facilities. In most cases, this definition of R&R occurred at the very end of the project in a hurried manner. There was no time left for follow-up and customized institutional strengthening for each school. NGOs sought community participation at all stages of the project cycle. Despite the general goodwill of community members to engage in the project, their capacity to participate was sometimes significantly hindered by competitive activities. Except for WfP, NGOs were hardly able to provide follow-up to the organizations formed once the facilities were in operation.

Rating of Community Strengthening in the schools visited led to a very reasonable average score of 7.5/10 with Guatemala leading the way (8.0), followed by El Salvador (7.1) and Nicaragua (6.7).⁵ Getting parents to contribute a minor fee to buy soap, toilet paper and to cover the basic O&M costs of the facilities was usually difficult in all three countries. This partly stems from the Free Education principle according to which parents should not pay a penny for the schooling of their children. Nonetheless, Mi Escuela Saludable SWASH+ could build on the goodwill of local stakeholders: parents, school staff, and community development groups. The input of community development committees varied across countries. Guatemalan COCODE (community development committees) were particularly functional. High turn-over in school and community institutions (teachers, PTA and committees) is an issue. Another challenge was to achieve a level of formalization of arrangements between stakeholders that was meaningful (leading to compliance), socially acceptable (not conflicting with informal mechanisms or introducing excessive rigidity), simple and practical. The short timeframe and significant administrative delays, as well as limited budget earmarked for this component, limited the capacity of NGOs to provide the substantial follow-up and hands-on tailored training needed.

> **Recommendations:** Organize high impact preliminary awareness raising events; organize partnership meetings ; customize interventions on community strengthening; Establish engaging (playful) accountability and follow-up mechanisms; explore broader technical support mechanisms

Advocacy, Knowledge Management & Dissemination

All the objectives associated with this last component of the program were completed: Six national and two regional workshops were organized, two bulletins with case studies and lessons-learned were published. In addition, an intervention database was prepared as well as two manuals

⁵ Due to the unannounced nature of school visits and the time allocated for the evaluation, the functionality of the organizations involved in sustaining SWASH+ gains was not systematically assessed. The score for Community Strengthening takes into account the level of participation of the community and parents during the project (5 points) and the level of their contribution to sustainability (5 points). The latter considers the existence of active formal structures, as well as informal mechanisms which guarantee the sustainability of project gains (e.g. facilities are operational and well maintained, soap and toilet paper are available).

(minimum technical standards and implementation strategy). Also, a framework for national WASH advocacy plans was developed with the participation⁶ of the governments. As a result, **Mi Escuela Saludable SWASH+ positive impacts are known amongst key institutions of the government and civil society, and key government institutions have increased their participation in such initiatives.** Mi Escuela Saludable SWASH+ produced vast and useful information, well shared amongst partners and disseminated to the public by various means. This strong capital of knowledge and information will be of great use for all organizations concerned by WASH in schools. It will inform the next advocacy steps of the MWA and partners.

In Nicaragua, the influence of the program at central level was manifest in the **flexibility that Nuevo FISE (Nicaragua's Social Investment Fund) introduced in their norms regarding infrastructure design.** Likewise, possible plans of the MoE to emphasize hygiene in its school monitoring plan is another sign of positive influence at central level. A major hindrance to advocacy work in the country stems from the extreme turn-over rate in all levels of the administration. **In Guatemala, the existence of the Healthy Home and School program with a national board for healthy schools (CONAES),** established in 2000 by MoE and MoH with the support of UNICEF has considerably facilitated the advocacy efforts at department and municipal level. **In El Salvador, the SWASH commission** formed under the program (still active) had some influence at intermediary level of MoE and at central level to a lesser extent.

> **Recommendations:** Target more strategic levels ; Improve information systems; Monitor WASH in schools at MoE level

Schools from previous phases of Mi Escuela Saludable SWASH+

The evaluation provided the rare opportunity to take a glance at the sustainability of programs in schools that had benefited from previous phases of Mi Escuela Saludable SWASH+. **On the basis of the four schools visited, the sustainability of the interventions implemented several years ago was excellent.** The very high scores attributed to three of them reflect the high quality and functionality of their facilities, the anchoring of hygiene behaviour, and the capacity of the educational community and other local stakeholders to cope with the regular, preventive and corrective maintenance of the systems. **These three schools have in common a strong leadership, a relatively high cohesion and a shared commitment towards WASH in the staff team.** These qualities were missing in the fourth school, which totally failed to sustain project gains. The sum of excellent ratings obtained by three of the **four schools visited can be regarded as an exception: it does not reflect the average rating that would be typically derived from a more representative sample of schools from the previous phase. As such, it provides an overly optimistic picture of Mi Escuela Saludable SWASH+ sustainability.** Two of the four schools visited have benefited from regular follow-up of the implementing partner post-project. This characteristic, a key factor of success, is not present in all schools of the prior phase. Also, another of these four schools is very small (i.e. one classroom and one teacher only), which is not representative of the average school size. It can be reasonably assumed that the evaluation of a larger

⁶ The intensity of which varied across countries.

sample of school of the previous phase would have shown less sustainability of the program, unfortunately.

Nonetheless, this picture is very encouraging: it demonstrates that **high levels of sustainability are achievable**, that the technologies used in the latest phase have demonstrated their appropriateness and sustainability. Critically too, it confirms that, despite poverty conditions, making toilet paper and soap available for pupils each day of the year is within reach, and that the school leadership and staff cohesion are fundamental.

Analysis of the different Interventions

The three NGOs followed slightly different approaches, which was perceived as an extra learning opportunity by IDB, by comparing processes and identifying those that are more adapted.

Table 1: Implementation approaches by NGO

MWA member and country	Water and Sanitation Infrastructure	Hygiene Promotion Program
CARE El Salvador and Nicaragua	Led by CARE, contracting construction services locally	Led by CARE
CRS Nicaragua	Led by local NGO partner (FIDER and CARITAS)	Teachers lead after being trained by local NGO partner
WfP Guatemala with a geographical concentration of all its operation in Guatemala in the department of Quiche	Led by local NGO partner trained by WfP and with strong support of the Municipal Govt. The Municipal Govt. contributes with the skilled labor and the community with the unskilled labor. A contract between WfP and the Community is signed before activities are initiated.	Teachers lead after being trained by health promoters trained by WfP

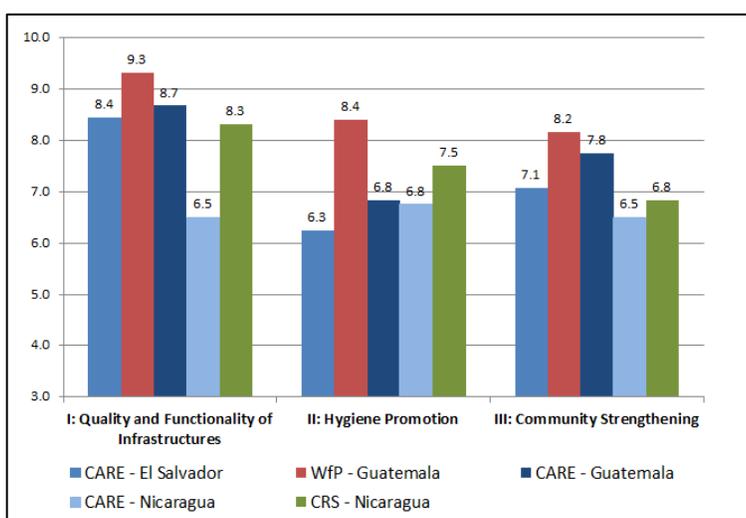


Figure 2: Per partner comparison of the level of achievement one year after project completion

A limitation to such a comparison however is that the different NGOs operated in different socio-economic contexts, and in three countries baseline data was missing. Also, given the pilot-scale of the program, institutional situation as well as the skills and approach of the staff members dedicated to the project mattered significantly too.

The graph reflects the greater challenge posed by the software aspects of the intervention for all partners. Whilst all NGOs obtain high scores on the first component, WfP achieves the highest. **Functionality of their facilities was**

higher, notably because more taps and toilets were in use (and not broken or stolen). The more frequent follow-up visits of WfP during and after the project can partly explain this difference. **WfP's higher score on Hygiene Promotion coincides with the observed emphasis put by the NGO on this component**, the higher quality of their expertise and know-how in the promotion of educational tools and participatory approaches and the greater resources invested on this component. The two NGOs active in Guatemala show the highest scores on Community Strengthening, which is probably due in part to the **relative reliability and functionality of the official COCODE community development committees**. Levels of participation during and after the project was higher in Quiché than in San Marcos overall. In Nicaragua, the scores of CRS, superior to CARE's on both Hygiene Promotion and Community Strengthening, can be explained in part by **greater local presence of CRS through their partners FIDER and CARITAS** and the greater investment on these components, notably thanks to a **higher complementarity with Mi Cuenca program**.

The three NGOs have different traditions, guiding principles and levels of commitment as to software aspects. WfP increasingly focuses on level of service rather than on number of beneficiaries. **There is a tradeoff between implementation efficiency and level of operation**. CARE, through their pragmatism managed to efficiently achieve their goal almost within the initial 12-month timeframe, whilst WfP required 18 months.

Lessons Learned about the Partnership

Program relevance

The program addressed a critical demand, shedding light on needs neglected by the governments in the region, and where potential gains for society are vast. Concerning the level of ambition and realism of the program, IDB took a rather conservative and pragmatic position, regarding behavior change as an impact exceeding the timeframe of the program and the bank's accountability. The aim was more realistically framed as establishing the conditions for success, notably through a greater emphasis on Hygiene Promotion and Community Strengthening, as stressed by the MWA. The means of this ambition were insufficiently reflected in the budget breakdown and result matrix however. The ambitious timeframe, which donors put no special pressure on, was not reasonable considering the level of collaboration planned with the public authorities and corresponding risks of delays and likely impact of educational component, and the complexity of the approach⁷. Although IDB and MWA have an extensive knowledge of the regional context, it was reportedly hard for them to anticipate the risk of such a bottleneck at government level as the one associated with the signature of MoUs and approval of the technical files.

Due to these limitations, Mi Escuela Saludable SWASH+, albeit programmatically very relevant for the MWA and NGO partners, presented a risk for NGOs. The risk that they drift away from their core vision and essence, by adopting more of a supply-driven approach than following the demand-driven participatory empowering model they tend to identify with. NGOs took a calculated risk to engage in this second phase of the program with IDB, acknowledging the opportunity to provide IDB, an

⁷ Since it was a contractual agreement the NGOs had to assume personnel costs due to delays, exchange rate risks and others.

important actor, with direct and meaningful experience in school WASH programming, an area that had been historically insignificant in country loan programs. As for The Coca-Cola Foundation(TCCF), Mi Escuela Saludable SWASH+ matched very well with their strategy for social and environmental sustainability and the prospect of a collaboration with IDB was very attractive: leveraging funds with an honest broker close to the public sector and with presence in the field. On their side, IDB were seeking opportunities of partnership with a non-traditional donor. TCCF was a great candidate for the new Water and Sanitation Division and partnering with the MWA allowed working with three major trusted US-based water NGOs expert in water, guaranteeing much visibility. Furthermore, the MWA and TCCF had previously worked together. Mi Escuela Saludable SWASH+ was also strategically meaningful for IDB, supporting both the rural component of its Water and Sanitation Initiative and the Early Childhood Development (ECD) area of the Bank's Education Initiative. The program, also consistent with several ongoing and upcoming interventions in the three countries, served as a golden opportunity to derive lessons feeding into an integrated rural Watsan approach. Finally, an alliance would also be beneficial to IDB not only in regional programs, but also in large scale national programs, such as Honduras, where MWA members work in 84 municipalities in the country.

Effectiveness of program's structure

MWA played a unique and fundamental role in the design phase of Mi Escuela Saludable SWASH+ and as an expert regional coordinator of Watsan activities working through the most reputable NGOs of the sector. The strategic relevance of an additional centralization layer during program implementation makes particular sense when a project of regional nature is desired. Since adjustments of the implementation mechanisms and decision-making are generally made at local level, a regional platform can be a source of administrative complication despite its value of offering cross-fertilization opportunities for the program. While such a regional platform is beneficial to donors like TCCF, it is less of need for IDB, who rather focus on a particular country/location to achieve economies of scale and reach more beneficiaries

The results-orientation of the program and tight timeframe inhibited the ability of NGOs to experiment, which was arguably a key aspect of this pilot program: **the contractual nature of the agreement with the MWA encouraged NGO partners to achieve wide access and high value-for-money interventions, but more flexibility would have been required to foster innovation** and to let NGO partners express the full diversity of their respective approaches. **The monitoring system put excessive emphasis on infrastructure at the expense of Hygiene Promotion and Community Strengthening.** Arguably, the lack of baseline data on hand washing with soap and proper use of latrines did not justify the absence of basic monitoring of these critical indicators of hygiene behavior. **The monitoring system was also skewed towards a quantitative analysis of the program**, which possibly stemmed from 'statistical' requirements of IDB and/or TCCF expectations.

Signing MoUs with the authorities caused delays and failed to generate the government accountability IDB were seeking through the signature of these agreements. Overall, **IDB's concern for accountability combined with MWA's diligence with regard to the terms of their contract with IDB led to an excess of formalism**, exemplified by the exaggeratedly long and complex technical files. **Local supervision, undertaken by external consultants recruited by IDB was consistently regarded by NGO staff as a success factor for the program.** They represented a real quality control for NGOs

although their civil engineering background often led them to put insufficient emphasis on software components of the program. The involvement of IDB experts varied across countries. Staff turn-over, in Guatemala and in Washington, led to a temporary slow-down in communications.

Recommendations for partnership structure with NGOs

The type of relationships and level of collaboration that IDB has fostered with the public sector and NGOs in this program is relatively new. Establishing these bridges, strengthening such alliances and making them more effective is required. The value NGOs add in WASH in schools and community watsan projects is particularly noticeable on sustainability issues. NGOs traditionally operate with a certain level of autonomy and flexibility, which they require as a space for innovation. Yet, they need to link more with the institutional framework and be accountable, if strong collaborations are to be developed with the public sector. The current trend is to instill more private, business-like practices in the NGO sector, which the program achieved to some extent. The Water Division of IDB, in the definition of their future programs, can propose incentive measures, in agreement with the beneficiary country, to collaborate with NGOs in meaningful ways. As there is no one-size-fits-all solution in partnership building, appropriate partnership structures and mechanisms need to be found and negotiated between partners. Particularly when considering large scale programs, building on the lessons-learned of pilot initiatives and brainstorming / negotiating through these partnership issues with the relevant actors is worth dedicating appropriate time to.

A general recommendation thus, in the context of scaled-up WASH in schools interventions (possibly led by the government and addressed as a sub-component of an integrated community watsan approach), is to convene a series of workshops to jointly reflect on these issues, understand the perspective, resources, constraints of each actor, envision scenarios with different breakdown of R&R, identify possible accountability mechanisms and governance structures, and initiate some negotiations.

Institutionalization

Mi Escuela Saludable SWASH+ has been a significant learning experience for the Water and Sanitation Division of the IDB: an occasion to learn about various facets of multi-sector partnership and to quickly acquire state-of-the-art knowledge on the theory and practice of WASH in schools interventions. **The program also had a positive influence on the image of IDB.** NGO partners and the MWA also benefited a lot from the program and organizations were transformed, notably as a result of the sometimes unprecedented level of collaboration achieved with public authorities at central and intermediate levels. **More collaboration between NGOs and Government can now be expected.** In Guatemala, Mi Escuela Saludable SWASH+ has supported the updating of the National Healthy School Strategy established in 2000. In Nicaragua, the learning in the departmental delegations of the MoE was significant as much in terms of the approaches and tools used by NGOs as in terms of the types of infrastructures they build.

The program reaffirmed the relevance, cost-effectiveness and tangible impacts of WASH in schools work. It has triggered TCCF to envisage funding a similar initiative in the region in the near future. Mi Escuela Saludable SWASH+ has been very useful for IDB to formulate larger-scale WASH in schools interventions in Mexico and South America. In El Salvador a new phase of Mi Escuela Saludable SWASH+, implemented by CARE, is also about to start with funds from the central government. In

Guatemala, Helvetas is building upon the efforts of Mi Escuela Saludable SWASH+ and supporting the MoE by strengthening hygiene promotion in the department of San Marcos. Also, Mi Escuela Saludable SWASH+ has been inspirational for COSUDE in the development of their own school program in Nicaragua.

1. BACKGROUND, STRUCTURE, AND RECOMMENDATIONS

1.1. Introduction

1.1.1. Project aims

Mi Escuela Saludable SWASH+⁸ was executed by the Bank through its Water and Sanitation Division (INE/WSA), with the support of the Education Division (SCL/EDU) between March 4, 2010 and July 31, 2011.

It aimed to improve access to basic water supply and sanitation services as well as hygiene behavior in 150 rural public schools in El Salvador, Guatemala, and Nicaragua, targeting approximately 15,000 students. The specific objectives of the program were to:

- Identify and evaluate different SWASH approaches implemented by the partner NGOs
- Increase access to sustainable safe water and sanitation services
- Improve hygiene behaviors, particularly hand washing, among students
- Strengthen participating communities to be accountable for the financing, operation and maintenance of school water and sanitation systems
- Systematize, document and disseminate the results of the program to provide input to national SWASH advocacy efforts in each selected country

1.1.2. Background

The rationale for WASH in schools interventions

Parasitic worm infections and diarrhea remain major threats for hundreds of millions of children, aggravating malnutrition, delaying physical development and affecting attendance and performance at school. Schools require the utmost attention: at the very heart of communities, they play a key role in shaping the attitudes, habits, and expectations of future generations with respect to hygiene and water and sanitation services. Yet, in most of the world, their sanitary condition is appalling. More than half of all the primary schools in the world do not provide safe drinking water or any type of toilet or urinal⁹. For those that do provide such facilities, they are often inadequate in quantity and quality. From a rights-based perspective, water, sanitation and hygiene interventions in schools are necessary to fulfill children's rights to better health, education and quality of life. Evidence suggests that initiatives to improve the infrastructure of a school have been shown to motivate children (especially girls) to attend. Targeting public schools is also shown to provide an effective entry point to community interventions. Because public schools are government-supported these programs are relatively easy to target and make more cost effective than traditional interventions.

⁸ School Water Supply Sanitation Hygiene Plus Community Impact

⁹ IRC (2007). Towards Effective Programming for WASH in Schools: A manual on scaling up programmes for water, sanitation and hygiene in schools. Delft, The Netherlands, IRC International Water and Sanitation Centre. (TP series; no. 48). 93 p.

Critical needs in Central America

Central American countries (with the exception of Costa Rica) are among those with the highest rates of child mortality in the Latin American region. Malnutrition and the lack of safe water and sanitation contribute to half of these deaths. As shown in Table 1, approximately 75% of rural public schools in the region lack access to safe water and/ or adequate sanitation. As a result, students are unable to adopt appropriate hygiene practices.

Table 1: Estimated no. of rural public schools in Central America without safe access to water and sanitation

Country	Estimated # of rural public schools	Estimated # of rural public schools without access to safe water or adequate sanitation
El Salvador	4,000	1,730
Guatemala	13,500	12,000
Honduras	12,000	9,000
Nicaragua	11,000	7,370
Total	40,500	30,100

Source: The Millennium Water Alliance

Lack of integrated policies

Despite the critical need for adequate water and sanitation facilities and associated hygiene education in schools in the region, no integrated strategies or policies appear to have been developed at regional or country-level. Policies tend to be rather fragmented, with for instance Ministries of Education incorporating hygiene education into national curricula, but generally failing to provide the essential infrastructure. In other instances, social investment funds install the required infrastructure in isolated schools, but without addressing operations and maintenance or sustainability issues.

Worldwide trends in WASH in schools interventions

There has been rising concern for WASH in schools among the international community and the poorly coordinated efforts of the '80s have now been replaced by large, donor-supported programs involving partnerships with district, state and national governments. In line with key insights derived from rural and peri-urban watsan development, decades of learning-by-doing have revealed that a 'hardware plus software' approach (combining the provision of watsan facilities with behavior change programs) is a bare minimum, and that the involvement of stakeholders, notably the school staff and the community, is essential to sustain facilities through proper operations and maintenance. State-of-the-art WASH in schools approaches, such as that developed through the years by UNICEF and IRC¹⁰, build on interdisciplinary skills to address multiple dimensions (e.g. infrastructural, economic, educational, behavioral, institutional...) at distinct levels (school, community, district, region and country).

¹⁰ See <http://www.irc.nl/page/33989>

Mi Escuela Saludable SWASH+ and the Millennium Water Alliance

The Mi Escuela Saludable SWASH+ initiative, developed by the Millennium Water Alliance (MWA, also referred to as 'the Alliance' in this report) is based on such a state-of-the-art integrated approach. The MWA, formed in 2002, is an association of twelve international NGOs with expertise in water supply, sanitation and hygiene education in rural and peri-urban areas. Its lead members in Central America are CARE, Catholic Relief Services (CRS) and Water for People (WfP). In February 2008 in San Pedro Sula, Honduras, the MWA launched their SWASH program (School Water, Sanitation, and Hygiene Promotion), targeting 146 rural public schools in El Salvador, Guatemala, Honduras and Nicaragua, with \$2.1 million funding provided by CRS, CARE, WfP and the Global Water Challenge. The Mi Escuela Saludable SWASH+ program, financed by IDB and The Coca-Cola Foundation(TCCF) \$2.15 million is the second phase of this regional SWASH initiative. Initially defined as a 12-month contract, the program actually lasted 18 months, as a 6-month no cost extension was added.

1.1.3. Report Structure

This first section of this report provides a comprehensive introduction to the second, IDB-TCCF funded, phase of Mi Escuela Saludable SWASH+. Its objectives and strategy are briefly presented, as well as its key protagonists and the structure of the partnership in which they operate. Mi Escuela Saludable SWASH+ is also defined in relation to its previous phase and briefly situated in the regulatory context of each country. A series of recommendations is presented.

Section 2 of this report focuses on the methodology used for the evaluation of the program.

Section 3 provides the results of this systematic, component-by-component evaluation. Outputs and outcomes of the intervention are evaluated and the analysis of data from a limited sample of schools from previous phases allows a retrospective glance at the overall SWASH initiative in the region. Section 4 introduces the background of each implementing partner in Mi Escuela Saludable SWASH+, examines their distinct approaches and compares their achievements.

Finally, section 5 examines the partnership formed by IDB, TCCF, MWA and the implementing partners. The relevance of the program is assessed and the effectiveness of the partnership structure is critically reviewed. To conclude, the evaluation looks at the institutional changes and wider impacts that the program has directly or indirectly contributed too

1.2. Program Initiation

1.2.1. Program genesis

Institutional context

The formation of this second phase of Mi Escuela Saludable SWASH+ needs to be understood in the context of the realignment process of IDB in 2007. This called for increasing IDB presence, strategic Alliances with private and civil society partners, and a renewed emphasis on the water and education sectors. A stakeholder mapping exercise carried out between 2008 and 2009 led to the identification of the MWA. WASH in schools interventions *per se* had not been identified by the Bank as a potential project, being traditionally regarded as a component of community watsan interventions. Yet the case for such a program was convincing, the magnitude of the needs in the region huge, and it was a very good match with IDB's commitment to support the water and education sectors. The prospect of working with the MWA was also attractive to IDB as it represented an opportunity to form a visible strategic alliance with three major US-based NGOs in the water sector, the type of non-traditional partners with which the Bank was committed to engaging. Whilst the Bank had never worked with the MWA before, it had previously collaborated with some of its members (CARE, CRS).

The proposal for Mi Escuela Saludable SWASH+ was first formulated during a meeting in Honduras, where the MWA had established their Secretariat, with Water For People as host. In October 2008 the Bank helped sponsor a learning forum on WASH in schools in Washington. During this event, Mi Escuela Saludable SWASH+ Central America was presented. In late 2009, IDB expressed interest in supporting the program with The Coca-Cola Foundation. TCCF were particularly keen on co-financing this due to its compatibility with the Company's strategy for social and environmental sustainability. Furthermore, the Foundation had previous experience with the MWA and trusted them. A working arrangement was agreed between IDB and TCCF whereby TCCF funds would be used to finance the hardware aspects of the program. Given MWA's significant regional experience in WASH in schools programs and considering their track record and long presence in Central America, IDB decided to select MWA through a non-competitive procurement process.

Areas of intervention

Four countries were initially considered in the program - El Salvador, Guatemala, Honduras and Nicaragua. However, the coup in Honduras on the 28th June 2009 led to excluding this country from the program.¹¹ The proposed target for this second, expansion phase of Mi Escuela Saludable SWASH+, was to reach a minimum of 150 schools in El Salvador, Guatemala and Nicaragua. By the end of 2009, IDB and MWA representatives had visited high-level government officials to learn more about the situation in each country, and obtain non-objection letters to IDB support of the program in each country. The regions of intervention within each country were chosen jointly by the Bank, TCCF, national government officials and Alliance implementing members. These regions corresponded to

¹¹ WfP's ambitious Community Executed Project approach, piloted in Honduras, was not included in SWASH+ as a consequence.

areas where CARE, WfP and CRS had previously been active and collaborated in some way with the MoE:

Figure 3: Map of intervention for Mi Escuela Saludable SWASH+ 2nd phase



(Adapted from Water Corps Monitoring report 2011)

In Nicaragua, the departments of Matagalpa and Estelí were selected. CARE was targeting schools included in a national government educational quality program called PROGEDES. CRS was working in a key watershed in need of interventions. Both NGOs could also expect to build fruitful complementarities in this area with their ongoing 'Mi Cuenca' (My Watershed) Program.

In El Salvador, the department of Chalatenango was identified by the MoE as one in significant need of WASH in schools interventions.

In Guatemala, Mi Escuela Saludable SWASH+ focused on the departments of Quiché and San Marcos. WfP had been very present in Quiché, working on a five-year strategic plan to achieve full WASH coverage in one watershed. Mi Escuela Saludable SWASH+ would benefit many indigenous communities there. The department of San Marcos was only selected *a posteriori* by CARE after CRS decided not to implement the project in Baja Verapaz.¹² CARE had executed their 'Mi Cuenca'

¹² CRS's decision to withdraw their participation in this part of the program stemmed from concern that lack of internal skills locally combined with significant political interference would jeopardize the intervention. SWASH+ was to be managed by the Social Cohesion Council, managed by the First Lady, who would lead the school selection process. CRS felt

watershed program there and could call on their local contacts. They could not afford to expand their activities towards new regions, which would require forging new relationships.

School Selection

The majority of schools that benefitted were primary schools, with some kindergartens and high schools included in the program. The selection resulted from a list provided by the MOEs and filtered according to a set of eligibility criteria developed by IDB. Beneficiary schools were required to be rural, primary public schools or a combination of primary with pre-school and/or secondary, with an inadequate water supply and/or sanitation system (including schools without proper management of wastewater). In addition, schools were to be identified as whether this was a priority need in the MoE school list, and not already covered by another similar program. Each school had to need substantial improvement in the quality and quantity of water and sanitation services.

The cost of intervention per pupil was capped at \$80/pupil, \$140/pupil and \$200/pupil in Nicaragua, Guatemala and El Salvador respectively. This criterion, required by IDB to ensure a cost effective use of the resources and maximize the number of beneficiaries¹³, was calculated by IDB with input from local socioeconomic factors, as well as the implementing partner's SWASH costs from the previous phase. This influenced the choice of schools by maximizing the population served by the program.

In all three countries, the selection of schools was undertaken jointly with the local delegation of the Ministry of Education, which produced an initial list of potential candidates that was examined and refined by the NGOs. This process could vary from one country to another. For instance, in Quiché, Guatemala, WfP requested extra information from the MoE, and organized visits to schools and municipalities to ensure their willingness to participate in accordance with their processes (high community and municipal participation level). In some isolated cases, local political interference influenced the selection process, 'suggesting' the inclusion of certain schools (e.g. in Nicaragua: Santa Cruz and el Porton). The final list including all the schools meeting the Bank's minimum criteria was presented to the responsible national government authority for final approval.

As shown in Table 2, a total of 150 schools were selected: 43 in Nicaragua, 92 in Guatemala, and 15 in El Salvador. CRS selected 26 schools, CARE 59, and WfP 65.

that such political influence was too great a limiting factor for the project. This evaluation did not allow an objective assessment of whether this aspect of the context was enabling or disabling.

¹³ This was the source of some tension within implementing partners, whose missions include paying special attention to the more marginalized, who frequently live in rural areas in the most remote locations. Serving them implied escalating the cost per beneficiary and serving less beneficiaries.

Table 2: School distribution by country, municipality and implementing partner

Country	NGO	Department	Municipality	# of Mi Escuela Saludable SWASH+ schools
Nicaragua	CARE	Matagalpa	Matagalpa	12
			San Isidro	5
		Total schools CARE Nicaragua		
	CRS	Matagalpa	Esquipulas	13
		Estelí	La Trinidad	13
		Total schools CRS Nicaragua		
	Total Nicaragua			
Guatemala	CARE	San Marcos	Ixchiguan	6
			San José Ojetenán	3
			Sibinal	5
			Tacanán	12
			Tajumulco	1
		Total schools CARE Guatemala		
	WFP	Quiché	Santa Cruz del Quiché	26
			San Antonio Ilotenango	13
			San Bartolomé Jocotenango	10
			San Andres Sajcabajá	11
			San Pedro Jocopilas	5
	Total schools Wfp Guatemala			65
	Total Guatemala			
El Salvador	CARE	Matagalpa	El Paraíso	2
			Nueva Concepción	5
			La Reina	2
			Tejutla	5
			San Rafael	1
		Total schools CARE El Salvador		
	Total El Salvador			
TOTAL # of Mi Escuela Saludable SWASH+ SCHOOLS IN IDB-TCCF PHASE				150

1.2.2. Strategy development

The overall aim of the program is to improve access to basic water supply and sanitation services and improve hygiene practices in public rural school. WASH practitioners, experts and researchers worldwide are well aware of the critical importance of the time factor in achieving substantial change in hygiene habits. It takes time and sustained efforts to change attitudes and institute new behaviors, such as washing hands with soap and properly using latrines, composting toilets or flush toilets. A short program timeframe, such as that associated with Mi Escuela Saludable SWASH+, thus represents a limitation on what can be desired and achieved. The program was designed with the awareness of these constraints.

The approach adopted in this phase of the Mi Escuela Saludable SWASH+ initiative stems from a close collaboration between the MWA, UNICEF and WHO/PAHO aimed at developing a common strategy for achieving full coverage of water, sanitation and hygiene in all schools in Central America. In 2009, when the program was designed, the strategy adopted corresponded to what was generally perceived as the state-of-the-art approach for WASH in schools initiatives, drawing on the experience of MWA in the region, incorporating lessons learned from recent activities. Mi Escuela Saludable SWASH+ thus put much emphasis on the importance of hygiene education to anchor behavior change, the need to increase local capacity to sustain project gains by strengthening community institutions, and increasingly engaging public authorities (e.g. the ministries of health and education and the municipal authorities). The strategy also addressed the need to create an enabling environment for future initiatives. The program was thus built around four components or key objectives, which tackle essential dimensions of WASH in schools work:

Figure 4: Mi Escuela Saludable SWASH+ four key components



1. Water and Sanitation Infrastructure: The objective is to build or rehabilitate facilities that will provide teachers and pupils access to safe drinking water and sanitation, the fundamental prerequisite for developing proper hygiene habits.

2. Hygiene Promotion: This second component addresses behavior change. School-based educational activities need to be designed to instill in all members of the educational community (teachers, parents and students) proper hygiene practices such as: hand washing with soap, consistent and adequate use of

toilets, appropriate methods of water treatment for drinking water, and water use and storage practices. This is generally referred to as a ‘software’ component, complementing the ‘hardware’ work on WASH infrastructure.

3. Community Strengthening: This component aims to build local capacities to sustain Mi Escuela Saludable SWASH+ gains beyond the project timeframe. This is to be achieved through the involvement of the educational community of each school and the local community (including local governments and the local private sector) throughout the project cycle in both the hardware and software components.

4. Advocacy, Knowledge Management and Dissemination: This component is meant to provide a foundation for future SWASH advocacy efforts. The objective is also to share lessons learned among key governmental entities (e.g. MoE, MoH, institutions responsible for water and sanitation).

The evaluation of the differences, strengths and weaknesses of the distinct approaches followed by the various implementing partners was designed as a transversal component of the program. This is one of the primary purposes of the evaluation presented here. This did not directly concern the implementing partners.

1.2.3. Structuring the processes

Contract between IDB and the MWA

When the project was structured between the IDB and the MWA in 2009, the IDB had not yet approved the Investment Grant (IGR) product category, thereby only having the Technical Cooperation (TC) product category available for non-reimbursable grants. TCs have a strict 30% maximum limit which can be used to cover hardware costs (including infrastructure, equipment, etc). Therefore for this project, all hardware costs had to be covered by TCCF and the IDB provided funding for all of the software components through a TC. The project was then structure so 50% of the funding will go to the hardware costs and 50% to all other cost, including the software cost of the project.

In addition, the Bank has two partnering mechanisms for the implementing partners of its IGR or TC grants which apply to NGOs. They can either be designated as the project's Executing Agency (EA) or the Bank assumes the role of EA and hires the NGO on a contractual basis based on deliverables. As an EA, an NGO is responsible for administering the resources on behalf of the Bank and conducting all procurement processes. Although this is often the preferred modality for similar types of projects, it was not the method selected for this particular project because: i) it involved detailed reporting requirements every six months which, for a regional project that involves infrastructure and is implemented by different partners would be lengthy and cumbersome; ii) regional projects can not be housed in country offices, but rather at IDB's HQ where there is little support for EA supervision; and iii) the IDB has very stringent limits on how much funding can be used to cover salaries of EA's existing staff (a condition the MWA expressed they could not fulfill). Due to all of these requirements, provisions and limitations, it was agreed by all parties that the MWA would be hired on a contractual basis under a lump sum amount based on deliverables, rather than designated as the project's EA.

Budget and resources allocation

Through an agreement signed between IDB and TCCF, a total budget of US\$2.15 million was allocated to the program with US\$1 million granted by TCCF and the rest coming from IDB. This does not include counterpart contributions from the implementing NGOs. It was agreed that TCCF would fund the hardware component (labor and material costs associated with the construction of WASH facilities), on the ground that it would make accountability easier for IDB. IDB would fund the remaining costs including the supervision of the program both technically and financially: Technical Designs, Inspection and supervisions of works, hygiene promotion, community strengthening,

advocacy and knowledge management and dissemination, regional coordination and regional costs, direct field administration, travel and per diem as well as the program evaluation.

Structuring process with the public authorities

A detailed description of the program (Plan of Operations), was presented to the country authorities who, based on that document, provided a formal No Objection letter in Oct-Nov 2009 to the Bank making it possible for the Bank to implement the project in the selected countries.¹⁴ On the other hand, the Implementation Manual elaborated made it clear that the execution of the project activities was contingent upon the signing of the MOUs between the NGO implementing partners and the public authorities in each country. In El Salvador, the MOU between the MoE, MoH, ANDA (the water authority) and CARE was signed on May 3 2010, In Guatemala, the same agreement between MoE, CARE and WfP was ratified on May 28 2010, and it took until July 14 2010 to get the MoE signed in Nicaragua between MoE, Nuevo FISE, CARE and CRS.

Roles and responsibilities

IDB, as the executing agency was in charge of: (i) financial administration, (ii) preparation of TORs, selection and contracting of consultants, (iii) lead of regional coordination process among all relevant actors of the project (governmental agencies, consulting firms and consultants and other donors); financial and technical supervision. Supervision and coordination were undertaken through a centralized management unit led by the Project Team based in Washington and by country management units led by the Project Team based in El Salvador, Guatemala and Nicaragua. Each country management was supported by an external consultant for the oversight of the field work.

MWA, through NGO partners CRS, WfP and CARE, was responsible for program implementation. The MWA, through the Secretariat, was directly in charge of the Advocacy and Knowledge Management and Dissemination component, and Regional Coordination. It also had a coordination role, liaising between IDB and TCCF. The MWA participated in report consolidation and quality control.

TCCF participated in the monitoring at strategic level, checked semester reports and gave significant support in strengthening the awareness raising campaign, helping to mobilize the media and get good TV, press and radio coverage.

Government: through the MOUs, the government agencies committed to supporting the implementing partners in a number of ways including: support in the school selection process, in the provision of technical norms of construction, in the approval of the technical files detailing the design of the project for each school, in the participation in educational activities (review of existing program, development and/or introduction of WASH material and trainings), and in follow-up activities beyond the project timeframe.

1.2.4. Key stakeholders

¹⁴ By the Ministry of Education (incl. Planning Direction) and Ministry of Finance of Guatemala, by the Technical Secretary of the Presidency in El Salvador, and by the Ministry of Finance of Nicaragua

A simplified, generic list of the key stakeholders involved in all three countries includes:

At international level:

- Donor organizations: IDB and TCCF
- MWA

At national level:

- Government authorities: Education, Health, Water
- Implementing partners: CRS CARE and WfP

At intermediate level (department and municipality):

- Government ministry officials
- Municipal governments
- Implementing partners: CRS CARE and WfP and their respective partners for field operations (e.g. CARITAS and FIDER for CRS, ACDIS for WfP Quiché, private contractors for CARE).

At local level:

- Implementing partners and their sub-grantees
- Educational community: School director, teachers, parents and pupils, organized in different forms of boards, associations, and clubs
- Community: community development and water boards or committees

The capacity to engage public authorities varied between countries, depending on the regulatory framework governing WASH in schools issues, and also according to project buy-in from key officials and their institutions and the capacity of each NGO to connect with them. At the start of the program the picture, as far as the regulatory framework and public sector engagement were concerned, was as follows:

El Salvador had no strategy for WASH in schools interventions. According to regulations, schools are required to have sanitary licenses. Health inspectors are supposedly allowed to close schools not complying with minimum water, sanitation, and hygiene conditions. However, this regulation is not enforced and is generally unknown to health officials. CARE, the implementing partner, has been working directly with the MoE, MoH, and ANDA (the Water Authority) at national and local levels through signed MOUs, as required by IDB.

Guatemala's Mi Escuela Saludable SWASH+ implementing partners were able to take advantage of the National Healthy Schools Strategy established in 2000 and updated by the bi-ministerial (MoE and MoH) National Healthy Schools Commission in Oct 2010. However, lack of funding to implement this National Strategy has prevented both Ministries signing the corresponding public policy. CARE and WfP worked with the MoE at national, departmental and local levels (through signed MOU s as required by IDB), and with the Ministry of Health, Ministry of Environment, and municipal governments at local level.

Nicaragua had no national WASH in schools strategy. A national census on school infrastructure including WASH was recently conducted by the MoE and UNICEF. MoE minimum standards for school infrastructure exist, but are not enforced. CRS and CARE worked directly with the MoE at

national, departmental and local levels, and with FISE (Social Investment Fund) at national level (through a signed MOU as required by IDB).

1.3. Recommendations

Table 3: Recommendations Overview

Theme	Recommendations
Infrastructure	Simplify official approval process of school-level project Further enhance the use of water disinfection and filtration Hang mirrors and check location and appropriateness of soap dispensers
Hygiene Promotion	Adjust the timeframe and combine hard- and software components Use levels of hygiene effectiveness ladder Enhance the follow-up phase Enhance the institutional framework Secure soap and toilet paper provision
Community Strengthening	Organize high impact preliminary awareness raising events Organize Mi Escuela Saludable SWASH+ partnership meetings Customize interventions on community strengthening Establish engaging (playful) accountability and follow-up mechanisms Explore broader technical support mechanisms
Advocacy & KM	Target more strategic levels Improve information systems Monitor WASH in schools at MoE level
Partnership	Keep strengthening Public Sector – NGO partnerships Foster private-sector practices in NGOs Create space for negotiating partnership structures and mechanisms

1.3.1. Recommendations on the design and construction of infrastructure

➤ **Simplify official approval process of school-level project**

Find ways to reduce the delays associated with the official review and approval of the technical files presenting school-level project specifications: Learn about the pros and cons of the approach followed by COSUDE in Nicaragua as it unfolds. It involves developing a catalogue of standard designs for WASH in schools facilities and elaborating the documentation for official approval based on clusters of up to 50 schools. Address environmental mitigation at cluster-level or lower requirements at project-level.

➤ **Further enhance the use of water disinfection and filtration**

Achieving the proper use of ‘appropriate’ disinfecting and filtering methods and devices is a challenging task, which constitute the main objective of certain programs. If such a goal is targeted as part of a WASH in schools initiative, greater resources are needed to cover the cost of awareness raising and training sessions as well as follow-up.

➤ **Hang mirrors and check the location and appropriateness of soap dispensers**

Promote the use of mirrors over tapstands or in classrooms to support hygiene promotion activities. Lack of soap in schools is a key obstacle, lack of soap at the tapstand is yet another block. Check whether tried and tested robust and affordable soap dispensers can form a viable alternative to keeping the soap bars within classrooms.

1.3.2. Recommendations on Hygiene Promotion

➤ **Adjust the timeframe and combine hard- and software components**

Harmonize the schedules of stakeholders (implementer, community member, school): plan activities so that the dynamic created around hygiene promotion is not interrupted by school vacations. Run hardware and software components simultaneously, making the most of the enthusiasm sparked by the prospect of new infrastructure to raise awareness and trigger interest in and commitment to behavior change across the educational community.

➤ **Use levels of hygiene effectiveness ladder**

Consider using the hygiene effectiveness ladder recently developed by IRC¹⁵ as a means to monitor progress on hygiene promotion and in the evaluation of future WASH in school and community watsan programs.

➤ **Enhance the follow-up phase**

A 2-3 year phase of vulnerability following a WASH in schools project is common, during which the newly developed hygiene behaviors become ingrained and the facilities O&M system fine-tunes. Arguably, beyond three years of enjoying improved access to water and sanitation and achieving hygienic behaviors in all age groups, a sufficient momentum has built and regression to the previous state is less likely. Future interventions of IDB Water Division need to foster such follow-up after infrastructure construction in order to anchor project gains.

➤ **Enhance the institutional framework**

Reinforce and make greater use of the existing bi-ministerial agreement between the MoE and MoH in Guatemala. In all countries, verify with the MoE and ensure that the curriculum of primary school teachers includes an updated module on WASH in schools and is addressed as a priority. In El Salvador, lobby to obtain approval by the MoE of the educational modules jointly developed by CARE, the MoE and the MoH (or a similar tool).

➤ **Secure soap and toilet paper provision**

Reliable mechanisms involving the MoEs and/or the educational community are needed to ensure soap and toilet paper are available all year round. Lobbying is needed to put a higher priority on these supplies. Before the launch of large WASH in school initiatives, more precise commitments of the

¹⁵ Assessing hygiene cost-effectiveness – Dec 2011

MoE in terms of the supply of such consumables (but also educational material and monitoring) may need to be negotiated.

1.3.3. Recommendations on Community Strengthening

> Organize high impact preliminary awareness raising events

Further raise the awareness of stakeholders of both the magnitude of the opportunity presented to them through WASH in schools project and the nature of the challenge. The impact that the quality of the first exposure to the project can have on stakeholder mobilization is crucial: as a consequence invest more resources there. In such preliminary meetings with the members of the educational community, including pupils and parents, use high impact video documents to report on real-life experiences, real successes, real benefits, real challenges, real failures and missed opportunities. Use champions and representatives of the MoE and MoH to increase buy-in. Use the expertise of the marketing and media industries (e.g. input from Coca-Cola partner) to trigger demand and to instill from the beginning a sense of shared responsibility and commitment. Tailor messages adapted to each stakeholder and age group.

Set up preliminary visits, whereby the key stakeholders of candidate or future beneficiary schools (e.g. PTA members, teachers, director) can observe schools where hygiene behavior change is a success, where watsan systems are well used and maintained and where teachers and parents can relate positive impacts.

> Organize Mi Escuela Saludable SWASH+ partnership meetings

Building on the awareness building events, convene meetings with key partners such as: PTA members, school staff, community development committee, water committee, municipality, MoE and MoH officers. Using local success and failure stories, make clear that the challenge requires effective partnership. Introduce lifecycle-cost basics, basic principles of work in partnership (R&R formalization, accountability, governance). Follow a participatory approach (e.g. jointly facilitated by MoE/MoH following induction by NGOs) so that participants, meeting after meeting, set up their own partnership arrangements and establish the level of formalization needed to operate reliably.

> Customize interventions on community strengthening

Adjust Community Strengthening activities to the particular weaknesses¹⁶ of each system. Ensure that substantial hands-on training and follow-up occurs to diagnose weaknesses and address them. Just as the technical files illustrated the importance of a tailored approach to the hardware component, require such a customized approach on these 'community strengthening'/local partnerships aspects of the program and define steps with corresponding indicators.

> Establish engaging (playful) accountability and follow-up mechanisms

¹⁶ E.g. awareness level and mobilization issues, school leadership, PTA's administrative and financial skills, R&R formalization, needs prioritization...

Striving for accountability can cause tensions in communities and prove inadequate. Introducing accountability mechanisms in a playful context sparking the interest of all can be a great solution: good games and engaging activities help dissipate tensions but require clear rules. Explore the scope for inter-school competitions at program-scale, that embed WASH in schools challenges in the context of a game incentivizing all stakeholders (i.e. educational community, municipality, MoH and MoE officers) to meet their respective commitment to sustain project gains. For example, a game, covering multiple topics of interest for all stakeholders (e.g. nutrition, health, environment protection), would provide scope for private sector participation. Rolled over a two-year duration at least (to cover the 'vulnerability phase'), this game represents an energizing alternative to the generally lacking post-project follow-up and monitoring phase. It could provide the protracted stimuli needed to keep the momentum high and anchor behavior change for good.¹⁷

> **Explore broader technical support mechanisms**

The influence of the community members trained in plumbing skills in El Salvador needs to be assessed. Their impact was uncertain during the evaluation since no reference to them was made during the visit of schools where their services were badly needed (e.g. broken tap, broken toilet float valve). Reflect on the broader role that water committees may play in some countries. In Nicaragua, through their recent legal status (2010), the scope of their mandate can be extended by municipal decree to cover the O&M of schools if that decision results from a consensus at community level, under the following rationale: community members are jointly responsible for school water management and sanitation and families have to contribute to school WASH services. Examine the risks of such an approach which overtly poses the question of the incapacity of the MoE to meet its commitments. Diluting the responsibility of the MoE can lead to disengaging them. Consider the circuit-rider model, which can be relevant for large-scale programs (> 500 communities). Cost of the service estimated at \$2-3/year/person can be covered partly through the water bill¹⁸ partly through subsidies.

1.3.4. Recommendations on Advocacy, Knowledge Management & Dissemination

> **Target more strategic levels**

Focus advocacy work at a more strategic level now that a relevant body of information is available and analysis and strategy has been developed and validated by NGOs, field level officials and teachers. Use the convening power of the most influential and experienced program partners and market workshops to attract the high-ranking officials whose participation is essential if effect on policy is sought.

¹⁷ BPD and SeeSaw are currently exploring this mechanism

¹⁸ There are some arguments against this approach however: water tariff, the payment of which is already quite a difficult issue, should not support external services, such as the O&M of school facilities.

➤ **Improve information systems**

More effective information systems are urgently needed in all three countries to assess needs and progress, engage in evidence-based advocacy, and learn from successes and mistakes. In Guatemala schools were on the MoE selection list that did not have real needs whilst others facing critical sanitary conditions were absent from the list. The same occurred in Nicaragua: the MoE does not have a proper knowledge of the state of each school regarding the existence and conditions of WASH infrastructures, which affect the efficiency of all programs and limits the potential use of the generated information. NGOs can be instrumental in helping the public sector gather and manage the information and in training.

➤ **Monitor WASH in schools at MoE level**

To lower the risk that the success or failure of projects depends on the motivation of local teachers or the director, foster the development and implementation of a WASH in schools norm in MoE at central level. It will include a set of indicators used by MoE officers as part of their monitoring routine and taken into account to calculate the performance indicators of teachers and directors.¹⁹ This also implies training supervisors on WASH issues, providing them incentives to monitor these additional indicators (see above recommendation on accountability). Improving their mobility and resources is likely to be needed to achieve an effective supervision and a minimum of visits per year.

In Guatemala, support the development of WASH in schools norms and standard designs (probably at the level of the inter-ministerial commission CONAES²⁰). Explore with MoE and MoH ways of harmonizing their monitoring systems and linking of their statistics. Strengthen a national-level network supporting the WASH in school agenda to put pressure on MoE/MoH for such institutional development.

In Nicaragua, where the MoE has expressed interest in emphasizing hygiene in the monitoring of schools, an important opportunity exists to support the development of these indicators, their integration in the monitoring process and the training of supervisors. Explore the relevance of linking WASH in schools with the “Hygiene and Cleanliness of the Working Environment” theme put forward by the President.

1.3.5. Recommendations on Partnership

➤ **Keep strengthening Public Sector – NGO partnerships**

IDB and their member countries in Latin America have to make the most of the existing capacities in all sectors. NGOs have historically demonstrated a very relevant role in WASH in schools projects and in the rural water and sanitation sector. Their added value is particularly noticeable on sustainability issues. Through their community outreach, mobilization and capacity building skills, they often manage to achieve levels of community ownership and service sustainability that the private sector and the public authorities tend to fail to attain on their own. The type of relationships and level of

¹⁹ UNICEF recent WASH in Schools MONITORING PACKAGE publication will be a great guidance

²⁰ National Commission for Healthy Schools.

collaboration that IDB has fostered between the public sector and NGOs is relatively new but establishing these bridges, strengthening such alliances and making them more effective is required.²¹

➤ **Foster private-sector practices in NGOs**

NGOs traditionally operate with a certain level of autonomy and flexibility, which they require as a space to operate effectively, producing their added value through experimentation, creatively piloting new approaches and technologies etc. Yet, they need to be accountable, correctly supervised and overseen, if strong collaborations are to be developed with the public sector. The current trend is to instill more private, business-like practices in the NGO sector. The fact that several NGO staff expressed their appreciation of some aspects of the contractual relationship and supervision of SWASH is the expression of this shift, which pushes NGOs to be increasingly accountable and concerned with the value for money of their interventions.

➤ **Create space for negotiating partnership structures and mechanisms**

The Water Division of IDB, in the definition of their future programs, can propose incentive measures, in agreement with the beneficiary country, to collaborate with NGOs. Because of the value of the work that NGOs provide, although countries are not necessarily demanding more partnerships with NGOs, appropriate partnership structures and mechanisms need to be found and negotiated. That is basically BPD's credo: *stakeholders involved in such multi-sector alliances need to dedicate more time preparing the space in which their partnership will operate.* A more rigorous analysis and then negotiation of the scope, objectives, resources, and structure governing partnerships is essential for success. That is valid for all kinds of alliances formed around WASH in schools, rural or peri-urban community water supply initiatives.

Particularly when considering large scale programs, building on the lessons-learned of this type of pilot initiatives executed by NGOs, and brainstorming / negotiating these partnership issues with the relevant actors is worth dedicating time to. A general recommendation thus, in the context of scaled-up WASH in schools work, government-led and possibly addressed as a sub-component of an integrated community watsan approach, is to convene series of workshops to jointly reflect on these issues, understand the perspective, resources, constraints of each actor, envision scenarios with different breakdown of R&R, identify possible accountability mechanisms and governance structures, and initiate some negotiations. Participants would be the relevant stakeholders of the different sectors (public, private, civil society, ...) of the considered country (ies).²²

²¹ In El Salvador, mistrust prevails between public authorities and NGOs, the latter fearing that the former take all the credit for projects. In Nicaragua and Guatemala, the public authorities tend to mistrust NGOs on the basis that they generally operate in a completely uncontrolled way, outside the official institutional framework

²² BPD has extensive experience in the conduct of such workshop and is now incorporating WASH in school and environmental protection themes into the standard framework which traditionally focused on community watsan.

2. EVALUATION METHODOLOGY

2.1. Approach

2.1.1. Evaluation framework

The approach used for this evaluation consisted of two lines of inquiry:

- Partnership processes
- Program impact

As shown in Table 4, each line of inquiry comprised several themes addressing a series of specific issues, based on the set of qualitative methods of data collection presented in Annex1. The complete evaluation framework (which includes typical questions) is presented in Annex 2. This embraced a wide range of themes that were tackled with different types of informants (e.g. staff of NGOs, officials, staff of IDB) at different times (e.g. before, during, and after country visits). Annex 3 provides a complete list of interviewees.

Table 4: Partnership Analysis Framework

Theme	Sub-theme	Specific issues addressed
1. PROCESS		
1.1. Context	Introduction	Project aims, intervention area, background (incl. previous phase)...
	Project initiation	Project origins, lessons learned from previous phase, area selection, area and beneficiary targeting, partnership structuring process and negotiation
1.2. Project Partners/ Stakeholders	Key actors, roles, objectives & incentives	Description, selection process, interests, constraints, contributions, differences per approach followed. Capacity building, shifts in roles...
	Involvement of community, local government school stakeholders	Incorporation of needs and interests, contribution, participation to decision-making, ownership, WASH in school/WASH in community linkages...
1.3. Project Accountability	Influence of wider environment	Response to political, legislative, security, environmental, regulatory, cultural constraints or changes...
	Compliance, responsiveness, transparency	Project paperwork, formal feedback and grievance mechanisms...
	Governance structures, coordination	Decision-making, coordination between donors, IDB internal coordination
	Other procedures	Procurement rules, funding, reporting requirements, flow of approvals, local supervision. Influence of operational and monitoring frameworks

Theme	Sub-theme	Specific issues addressed
2. IMPACT		
2.1. Objectives & Achievements – Overview	Overall achievement	Overall assessment of program achievements as per Implementation Manual (IM), ambition and realism of program, level of resource and risk analysis. Value for money.
	Strategic changes	Changes of direction, response to key changes...
	Variations between approaches	Achievements, timeline, value for money, community participation, sense of ownership...
2.2. Outputs and Outcomes - In-depth assessment	Water supply	Quantity, quality, down-time, IM indicators, comparison by approach
	Sanitation	Quantity, quality, hygiene, toilet paper availability, IM indicators, ... per approach comparison
	Hygiene	Hand washing knowledge & habits, facilities, soap, IM indicators, ... per approach comparison
	Financial mechanisms	O&M systems, comparison by approach
2.3. Sustainability of Project Gains	Variation in partners	Partners' definitions and expectations
	Barriers to sustainability	Obstacles, differences depending on approach followed, appropriation by community/local government
	Metrics	Relevance of existing metrics to promoting sustainability
2.4. Institutionalization	Institutional change	Institutional impact, approach replicability and scalability, appropriation by community/local government...

2.1.2. Rating *Mi Escuela Saludable* SWASH+ components

At program level – Appreciation of key players at time of project completion

Table 5: Rating SWASH components

To what degree do you consider that the following component/objective of <i>Mi Escuela Saludable</i> SWASH+ was achieved? What were the key success/ failure factors?	Rating scale
I. Water and sanitation infrastructure	From 1 to 10 ²³ 1: Significant scope for improvement 5: Satisfactory 10: Excellent progress
II. Hygiene Promotion	
III. Community strengthening	
IV. Dissemination and political influence	

²³ The initial scale was a 1 to 5 scale (1: Significant scope for improvement 3: Satisfactory 5: Excellent progress). For sake of consistency with the rating system used at school level, it was later translated to a 1-10 scale.

As part of the evaluation framework, key players of the Mi Escuela Saludable SWASH+ program (e.g. program coordinators and supervisors, NGO staff²⁴) were asked to give their appreciation of the degree to which the objectives of each component of the program had been achieved *at the point of project completion*²⁵ (see Table 5). Each component was thus rated using a Likert-scale ranging from 1 to 10, with scores classified as: 1: Significant scope for improvement, 5: Satisfactory, 10: Excellent progress. The aim was to provide these key informants with an opportunity to share their perspectives on the work and for the reviewer to effectively gain insights into critical areas of the program. Indeed, the rating exercise proved a helpful means of initiating conversations around specific aspects of the work and eliciting key success factors, constraints and scope for improvement.

At school level - Ratings of program components during ex post evaluation

A second grading system was also implemented, which scored each school visited on each of the first three components of Mi Escuela Saludable SWASH+:

- WASH infrastructure (quality of construction and functionality)
- Hygiene behavior (cleaning of facilities, hand-washing with soap, anal-cleansing)
- Community strengthening (participation during the project and for project sustainability).

In contrast with the previous rating approach, these scores reflect ‘what remains of the project’ in the selected school at the time of the visit (i.e. about one year after the end of the project). They measure some aspects of project sustainability one year after project completion. Each score results from a careful analysis carried out by the evaluator, the accompanying IDB supervisor and MoE official (when possible) once the school visit finished. A Likert-scale ranging from 1 to 10 was used, defined as follows: 1: Very bad, 5: Satisfactory and 10: Excellent. The final scores reveal the systematic product of a consensus (or very near consensus) between the two or three parties involved.

Table 6: Examples of school rating

Country	Municipality	School Name	Component scores		
			I	II	III
Nicaragua	Esquipulas	El Porton	4	1	3
Nicaragua	Estelí	Santa Cruz	8.5	10	10
Guatemala	San Andres Sajcabajá	Tucunel	10	10	9.5
Guatemala	Santa Cruz del Quiché	Cruz Che III (previous phase)	9.5	9	9.5
El Salvador	El Paraiso	Cerro Partido	8	2.5	4
El Salvador	Tejutla	El Cortez	9.5	8.5	8.5

²⁴ Key players represent both the implementing partners and IDB supervision (the pool of informants consists of 4 staff from NGOs and 1 from IDB in Nicaragua, 2 from NGOs and 1 from IDB in Guatemala, and 1 from an NGO and 2 from IDB in El Salvador)

²⁵ While the interviews happened several months after project completion, interviewees were expressly asked to look back in time and provide the appreciation they would have given at the time of project completion.

These scores not only proved instrumental in drawing comparisons between countries, regions and implementing partners, they also represent a valuable quantitative counterpart to the largely qualitative body of information gathered through school visits²⁶. Whilst the latter is critical to comprehending dynamics at school level and informing a well-grounded, fact-based analysis on wider issues such as program design, models of intervention, partnerships etc., some quantitative data is helpful for gaining quick insights into the achievements of the program.

Table 7: Differences between types of ratings

	Rating of program components by key players	Rating of program components at school-level
Level	Country level	School level
Time	At time of project completion	During the ex post evaluation (one year after project completion)
Aim	Trigger conversations around specific aspects of the work, eliciting key success factors, constraints and scope for improvement.	Assess project gains across program components in the selected school at the time of the visit and measure some aspects of project sustainability.
Bias	Ratings reflect the subjective appreciations of a limited number of individuals. Observer’s bias is notable: rating of the components varies according to the expectations of individuals, their level of involvement in each component.	Score results from a careful analysis, carried out by the evaluator, the accompanying IDB supervisor and MoE official following each school visit. Observer bias is controlled. A series of indicators is consistently used for all schools across the three countries. Final scores are systematically the product of a consensus (or very near consensus) between the two or three parties involved

As Table 7 makes is clear, there are notable distinctions between the two types of ratings used in this evaluation. Whilst in both cases the components of the program are assessed, this is undertaken at different level and different time by different people using approaches more or less subject to observer’s bias. The aim of these ratings are in fact shown to be very distinct, and it is clearly not appropriate to draw comparisons between these ratings.

2.1.3. Unannounced school visits

The unannounced nature of school visits was regarded as a key feature of the evaluation, guaranteeing the authenticity and validity of the process. This fundamental requirement was fully met: the ‘surprise effect’ was noticeable in each of the schools visited and conditions were optimal for making assessments without ‘artificial’ interference as to the functionality of facilities, their state of cleanliness, the level of hygiene behavior and the availability of the related consumables (soap, detergents, toilet paper...).

²⁶ Scoring across the evaluation was not considered very stringent. Adopting a more stringent rating approach would better highlight weaknesses, scope for progress, and better stress the difference between sheer excellence and good achievements. Also, a more systematic mode of rating should and can easily be developed in the context of the evaluation of a wider program where statistically significant results are sought.

A few weeks prior to the country visits, the implementing partners in each country were notified by phone (with email confirmation) that the evaluation would be taking place between March and June 2012. They were informed that school visits would be unannounced, in keeping with methodological requirements, and that meetings with NGO staff would be sought following these visits.

Planning unannounced visits created several constraints. First of all, it made it impossible to rely on local NGO staff to join the visits, which could have been helpful both in locating remote schools and creating the appropriate level of confidence with the school stakeholders to enable productive interviews. In Nicaragua and Guatemala, this was solved by MoE officials joining school visits. A staff member from Caritas (a CRS partner) also joined part of the evaluation mission at short notice. In Guatemala, the presence and support of MoE officials during almost all visits (both in San Marcos and Quiché, except San Andres Sajcabajá) significantly contributed to the success of the field trip, data collection and preliminary analysis (including the school rating process). In El Salvador, the familiarity of the IDB supervisor with the staff of the more limited number of schools targeted by the project was such that no extra support from NGO staff or MoE officials was needed.

Another constraint of these unannounced visits related to the risk of missing key informants (key NGO staff, school staff, PTA members) or finding schools closed, thus affecting the evaluation schedule. Fortunately, key staff members from NGO partners were able to be interviewed in every country during the field visit (except for CARE El Salvador).²⁷ Also fortunate was that there were no teachers on strike or any major incidents affecting the feasibility of the confidential planning: almost all schools were open and could be visited on the days scheduled. However, in Guatemala, two schools from a previous phase of SWASH were closed and could not be visited. In El Salvador, four schools were closed (including one from a previous phase) and could not be visited. Whenever this occurred, visits were made to the next best candidate school in the area. Another risk of these 'surprise' visits was the associated low probability of finding and interviewing members of Parent-Teachers Associations (PTAs) and community development committees. This concern was well founded as in most cases it proved impossible (given time constraints) to meet these informants. As a result, "Community Strengthening", the 4th component of the Mi Escuela Saludable SWASH+ program, could not be assessed as comprehensively as the other components.

2.2. Sampling Strategy

2.2.1. Constraints to sampling

The evaluation population was the 150 schools targeted by Mi Escuela Saludable SWASH+. The diversity of the information to collect, the heterogeneity of the statistical population (e.g. three countries, diverse institutional and socioeconomic backgrounds), and variability of the interventions (e.g. nature, cost, added funding, level of complexity) made it difficult to define a statistically representative sample and derive statistically significant conclusions. Such a statistical approach was therefore discounted early on considering its time and cost implications.

²⁷ Interviews of NGO staff were planned as late as possible during the visits to preserve the 'surprise' effect of unannounced school visits.

The time available for the school visits, roughly 20 days, determined the scope of what was feasible in terms of the number of schools to visit and their location. Within this context, one constraint was school opening hours: in Guatemala particularly, where the largest portion of the program was implemented (92 schools out of a total of 150), most schools were open exclusively in the morning. This shaped the evaluation schedule by restricting the amount of time spent in each school (or in the village with PTA or COCODE members for instance), the number of visits per day, and the location of the school visited. Some schools were discounted due to their remote location or difficulty of access. Given the number of days available in the field, a minimum number of schools per country was sought to arrive at as representative a sample as possible. Visiting schools that required spending almost a full day would have been counterproductive in terms of sample size: some trade-off was necessary.

2.2.2. Sampling process

The sampling strategy adopted aimed to design a sample of schools to be visited that was as representative as possible of the overall population of schools targeted by the program. The first principle guiding this process was to ensure that the final sample respected the national and regional distributions of all the schools participating in the program. For instance, as Table 8 shows, the sample of schools visited needed to be about 10% from El Salvador and 60% from Guatemala. This principle also demanded that the sample represented, for each country, the distribution of schools according to intervention area (department, municipality), which corresponded to the distribution by implementing partner (see Table 9). This representativeness was achieved using data from the matrix provided by IDB, which lists all schools by implementing partner and location.

Table 8: Sample distribution per country, municipality and implementing partner

Country	NGO	Department	Municipality	Number of Mi Escuela Saludable SWASH+ schools	% of total number of Mi Escuela Saludable SWASH+ school
Nicaragua	CARE	Matagalpa	Matagalpa	12	8.0%
			San Isidro	5	3.3%
		Total schools CARE Nicaragua		17	11.3%
	CRS	Matagalpa	Esquipulas	13	8.6%
		Estelli	La Trinidad	13	8.6%
		Total schools CRS Nicaragua		26	17.2%
	Total Nicaragua				43
Guatemala	CARE	San Marcos	Ixchiguan	6	4.0%
			San José Ojetenán	3	2.0%
			Sibinal	5	3.3%
			Tacaná	12	8.0%
			Tajumulco	1	0.6%
	Total schools CARE Guatemala		27	17.6%	
	WFP	Quiché	Santa Cruz del Quiché	26	17.3%

			San Antonio Ilotenango	13	8.6%
			San Bartolomé Jocotenango	10	6.6%
			San Andres Sajcabajá	11	7.3%
			San Pedro Jocopilas	5	3.3%
			Total schools WfP Guatemala	65	43.1%
Total Guatemala			92	61.0%	
El Salvador	CARE	Chalatenango	El Paraíso	2	1.3%
			Nueva Concepción	5	3.3%
			La Reina	2	1.3%
			Tejutla	5	3.3%
			San Rafael	1	0.6%
		Total schools CARE El Salvador	15	10%	
Total El Salvador			15	10%	

At this stage of the process, the total number of schools to be visited and their identity was not yet defined but the ideal distribution of the sample by NGO and by municipality was known. The following step consisted of determining the total number of schools that could reasonably be visited during the field trip and break this number down by country, NGO and municipality.

At this point, an overall draft schedule was defined, allocating a certain number of days per country, reflecting the distribution of interventions (see Table 9). This allocation of days also took into consideration the time requirements in country associated with interviews of key actors at local and national levels (typically allowing half a day to interview the staff of the NGO partner, and a day for representatives of the MoE and local government). For instance, although the number of Mi Escuela Saludable SWASH+ schools in Nicaragua was half those in Guatemala, two NGOs were involved in both countries, which called for similar provision of time for the related interviews.

Table 9: Allocation of days per country for the field visits

Country	Number of Mi Escuela Saludable SWASH+ interventions	Theoretical duration in country given a total of 15 working days	Actual duration in country ²⁸
Guatemala	92	9	7
Nicaragua	43	4	5
El Salvador	15	2	3
Total	150	15	15

In a given country, the availability of MoE representatives to join the visit only on certain days is chiefly what determined the itinerary to be followed (the order in which departments and

²⁸ The theoretical duration does not take into account the time needed for meetings with key informants (public sector and civil society partners,) beyond school visits.

municipalities would be visited) and thus also to a large degree the sequence of schools visited. It was first estimated, as a rule of thumb, that a day fully dedicated to visits (i.e. without other interviews) would typically allow 3 -4 schools to be visited.

A selection process based on random selection, which can best be described in this instance as a trial and error process, with corrections at each iteration to account for local constraints (school location, opening hours and transport duration) followed. Liaising with IDB supervisors was essential at this stage for refining and validating suggested plans. Finally, a limited number of schools pertaining to the previous phase were added to the sample. Selection of these schools was essentially based on transport optimization (schools 'easy to fit within the itinerary'). As can be observed in

Table 10, 35 schools were visited, among which 31 had benefited from the most recent phase of Mi Escuela Saludable SWASH+. This sample represents 20.6% of the overall population (150 schools), which is very satisfactory given the context of this evaluation (i.e. time constraints).

Whilst the distribution of the sample per country is skewed in favor of El Salvador²⁹, by and large the sample distribution otherwise closely matched, within each country, that of the interventions per NGO partner (compare colored rows in columns 5 and 7 of

²⁹ This was because: (i) school opening hours allowed for more visits per day, (ii) the intervention zone was much smaller and transport is therefore quicker from one school to another than in the other countries.

Table 10). Trade-offs between the geographical representativeness of the sample and the number of schools visited led to discounting certain municipalities from the schedule, largely due to their remoteness. That was the case for San Bartolomé Jocotenango, Tajumulco, Sibinal and San José Ojetenán in Guatemala. In the case of San Isidro, Nicaragua, the traffic was extremely disrupted due to a strike and the decision was made to bypass the zone to avoid further delays. Whilst the sample does not include the most remote schools of the program, it is reasonably representative of the geographical distribution of the schools targeted by the program. Four schools from previous SWASH phases were also be visited, representing 11.4% of all the schools visited. The list of schools visited and dates is presented in Annex 4.

Table 10: Sample distribution by country, municipality and implementing partner

Country	NGO	Department	Municipality	% of total Mi Escuela Saludable SWASH+ schools	# of schools visited in sample	% of schools in evaluation sample
Nicaragua	CARE	Matagalpa	Matagalpa	8.0%	2	6.4%
			San Isidro	3.3%	0	-
		Total schools CARE Nicaragua		11.3%	2	6.4%
	CRS	Matagalpa	Esquipulas	8.6%	2	6.4%
			Estelli	La Trinidad	8.6%	3
		Total schools CRS Nicaragua		17.2%	5	16.1%
	Total Nicaragua (43 schools, 16.3% of schools benefitted by program in Nicaragua visited)				29.0%	7
Guatemala	CARE	San Marcos	Ixchiguan	4.0%	2	6.4%
			San José Ojetenán	2.0%	0	-
			Sibinal	3.3%	0	-
			Tacanán	8.0%	4	12.8%
			Tajumulco	0.6%	0	-
		Total schools CARE Guatemala		17.6%	6	19.3%
	WFP	Quiché	Santa Cruz del Quiché	17.3%	3	9.6%
			San Antonio Ilotenango	8.6%	4	12.9%
			San Bartolomé Jocotenango	6.6%	0	-
			San Andres Sajcabajá	7.3%	3	9.6%
			San Pedro Jocopilas	3.3%	0	3.3%
		Total schools WFP Guatemala		43.1%	10	32.1%
	Total Guatemala (92 schools, 17.4% of schools benefitted by program in Guatemala visited)				61.0%	16
El Salvador	CARE	Matagalpa	El Paraíso	1.3%	2	6.4%
			Nueva Concepción	3.3%	1	3.2%
			La Reina	1.3%	1	3.2%
			Tejutla	3.3%	3	9.6%
			San Rafael	0.6%	1	3.2%
		Total schools CARE El Salvador		10.0%	8	25.8%
	Total El Salvador (15 schools, 53.3% of schools benefitted by program in El Salvador visited)				10.0%	8
Total Mi Escuela Saludable SWASH+ school visited (excl. previous phase)				20.6%	31	100.0%

3. EVALUATION OF THE PROGRAM

3.1. Program Components, Output and Outcome Indicators

The four first components of the program (1. Water and Sanitation Infrastructure; 2. Hygiene Promotion; 3. Community Strengthening; 4. Advocacy, Knowledge Management and Dissemination) were the key objectives that guided the work and structured the activities of all implementing partners. They also framed this evaluation of the program. Sections 3.2 to 3.5 will thus examine the achievements of the program, successively analyzing for each component the nature and quality of the activities undertaken, the outputs and outcomes, the constraints, and the factors key to success. For each component recommendations will be made to improve the performance of future programs. Outputs and outcome indicators are presented in Table 11.

Table 11: Mi Escuela Saludable SWASH+ outputs and outcome indicators

Main Outcome indicators
Number of schools Number of pupils with improved access to water and/or sanitation in the selected schools Number of pupils with improved sanitary and health conditions
Component I: Water and Sanitation infrastructure
Outputs: Number of schools with WASH systems designed Number of schools with WASH systems delivered Number of schools with WASH systems delivered with a routine maintenance plan % of total number of schools targeted with WASH systems delivered with a routine maintenance plan Outcomes: Number of schools providing water and sanitation meeting with the national norms or minimum Mi Escuela Saludable SWASH+ standards
Component II: Hygiene Promotion
Outputs: Number of pupils benefiting from training Number of parents directly benefiting from training Number of teachers directly benefiting from training Number of women trained Outcomes: % of pupils washing hands with soap % of latrines in school properly used

Component III: Community Strengthening
<p>Outputs:</p> <ul style="list-style-type: none"> Number of community educational (CE) organizations created Number of CE organizations directly benefiting from training in hygiene Number of CE organizations directly benefiting from training in systems O&M Number of CE organizations directly benefiting from training in financial management and leadership Number of women trained in hygiene <p>Outcomes:</p> <ul style="list-style-type: none"> Number of CE organizations that have taken or assigned responsibility for the sustainability of the school water and sanitation system (infrastructure repairs, provision of soap and toilet paper, solid waste handling, etc.) Number of schools that have the resources necessary to meet O&M needs % of schools who have the resources necessary to meet O&M needs
Component IV: Advocacy, Knowledge Management and Dissemination
<p>Outputs:</p> <ul style="list-style-type: none"> Regional workshop organized National workshops organized Bulletin with case studies and lessons learned Intervention database Manual on Minimum Technical Standards Manual on Implementation Strategy for WASH in schools Active participation of governments in the program Framework for national WASH in schools advocacy plans <p>Outcomes:</p> <ul style="list-style-type: none"> Mi Escuela Saludable SWASH+ positive impacts are known amongst key institutions of the government and civil society and the lessons learned are well documented and disseminated. Key government institutions increase their participation in WASH in schools interventions in each country.

This ex-post evaluation provides an opportunity to check the evolution of the gains made on each component one year after project completion (close-out report³⁰), thus allowing a first insight into the sustainability of the program. In addition, the inclusion of some schools from prior phases of SWASH in the pool of schools visited feeds into this analysis on project sustainability by providing a limited, yet extremely valuable insight into how this fares two to three years after project completion.

3.2. Main Outcomes

3.2.1 Achievements

The targets set for the main outcome indicators were either met or exceeded. In El Salvador, funds remaining from Mi Escuela Saludable SWASH+ were used, together with additional funds, to intervene in three extra schools that are not included in the Program’s Main Outcome Indicators given

³⁰ July 2011 in the case of this phase of SWASH+.

that these can not be directly attributed to the Program as they relied on funding from multiple sources³¹.

Table 12: Main Outcome indicators

Main Outcome indicators	Targeted	Completed
Number of schools receiving interventions	150	150
Number of pupils with improved access to water and/or sanitation in the selected schools	15,000	23,730
Number of pupils with improved sanitary and health conditions	15,000	23,730

3.2.2. General observations

Administrative bottleneck necessitated 6-month no-cost extension

A six-month no-cost extension was agreed, expanding the initial 12-month project timeframe to 18 months. In that period the NGOs continued to make significant financial contribution, approximately \$200,000 or more. This essentially resulted from the unexpectedly long administrative delays associated with the preparation and approval of a number of documents (including technical files, mitigation plans...) critical for the implementation of project activities. This significant delay was experienced in all three countries. Most activities were postponed and as a result, conflicts arose between various schedules. For instance, educational activities could not be implemented during school vacations, community contribution was hard to achieve during the coffee harvest, construction was more difficult during the rainy season, and overall less time was available for training and follow-up. This had a clear impact on outputs, outcomes and sustainability, as described in more detail in the following sections.

The relationship with the public authorities was one of the key limiting factors of the program. The administrative delays, upon which implementing partners had very little influence, put much pressure on them. Overall, informants reported that the collaboration of the ministries at central level was very low, in contrast with the generally active participation of their representatives at department and municipal level.

Burdensome technical files

A good part of this administrative bottleneck is attributable to the so-called 'technical files' and the new approval process that they represented for the administration. These 150 technical dossiers (one per school), included very detailed information on costs, infrastructure designs, materials specifications, hygiene education plans, operation and maintenance plans, and environmental mitigation measures. Each file needed to be reviewed and approved by government officials before any construction work could start.

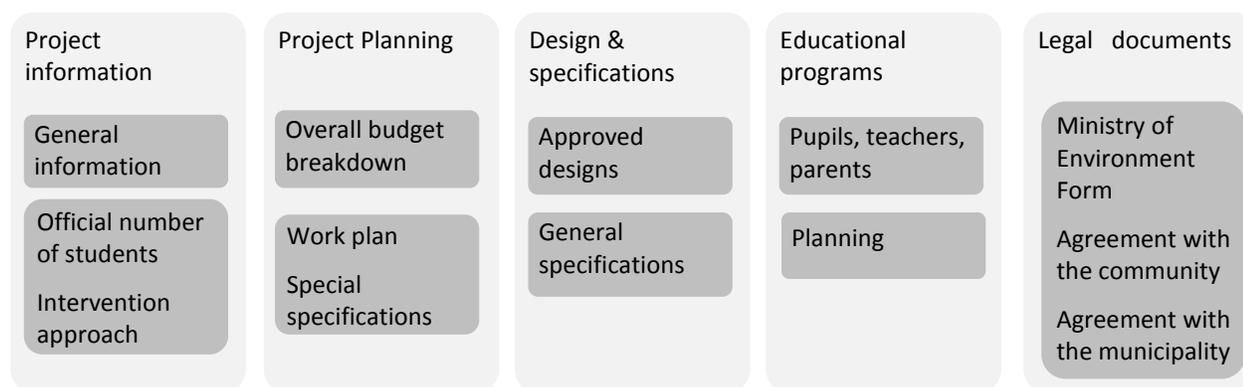
³¹ In theory, a fraction of these three schools may need to be reflected in the main outcome indicators, corresponding to the percentage of funds coming from SWASH+. Implementing partners would need to be consulted to arrive at the exact calculation of this fraction.

In Nicaragua, for instance, it took three months for CRS, CARE, the MoE and Nuevo FISE to sign the MoU and to get the list of selected schools approved by the MoE. The approval of the technical file was an even longer process, which only concluded at the end of November 2010, nine months after the start of the program. This was in spite of the relatively effective engagement of FISE, which set up a delegated team especially for the technical files. However, the level of dysfunction of both the MoE and the Ministry of Environment and Natural Resources (MARN) at central level was unpredictable. According to key local informants, these institutions seem to lack the most basic level of efficiency required. The MoE at central level, failed to play the leading role that the partners had hoped they would.

The whole administrative process was certainly swifter in El Salvador: technical files were approved in mid-August, only about six months after the start of the program. Because the number of schools targeted in this country was only 15, CARE managed to finish their activities within the initial timeframe (Final reception of the schools on Jan 17 2011).

In Guatemala, CARE and WfP also encountered severe difficulties in processing their technical files: by December 2010, that is, only two months before the agreed end of the program, only 10 out of WfP's 65 technical files had been approved: there was basically a one-year delay associated with this whole administrative process instead of the three month delay initially expected. MARN had to approve these technical files before the MoE, which constituted another obstacle. Upstream from this approval process WfP had to complete an assessment for each school of the existing conditions and needs, and hold some negotiations with local stakeholders (e.g. teachers, community development committees, municipalities) around issues such as design, siting and technological preferences for the watsan facilities.

Figure 5: General structure of the technical files - Guatemala



Although the completion of these significant administrative requirements took longer in some countries than in others and was more onerous for some NGOs than others, overall, according to most key informants, this whole 'preliminary' process consumed the first six months of the project. The technical files, although very useful and an opportunity for much learning for many stakeholders, were generally found to be overly detailed (an estimated 15,000 pages of documents were reviewed and approved by government officials across the whole program in three countries), and ill-adapted for the type and scale of the infrastructure built.

3.3. Component I: Water and Sanitation Infrastructure

3.3.1. Achievements

Table 13: Watsan Infrastructure - Outputs and outcomes

Component I: Water and Sanitation infrastructure	Completed	Targeted
Outputs:		
Number of schools with WASH systems designed	150	150
Number of schools with WASH systems delivered	150	150
Number of schools with WASH systems delivered & a routine maintenance plan	150	150
% of total number of schools targeted with WASH systems delivered, with a routine maintenance plan	100%	100%
Outcome:		
Number of schools providing water and sanitation meeting with the national norms or minimum Mi Escuela Saludable SWASH+ standards	150	150

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As shown in Table 13, Mi Escuela Saludable SWASH+ implementing partners fully met the objectives associated with the ‘hardware’ component of the program: WASH systems were designed and delivered in 150 schools. All of them met national norms or the minimum Mi Escuela Saludable SWASH+ technical standards and were delivered with a routine maintenance plan. On a Likert scale ranging from 1 to 10 (1: Significant scope for improvement, 5: Satisfactory; 10: Excellent), the level of achievement of the program on this component *at the moment of the project completion* was rated at 8.2³², which reflects the excellent quality of the infrastructure built, which met or exceeded appropriate norms and standards as perceived by key stakeholders at that time.



Figure 6: Toilet block in El Cortez school, Chalatenango, El Salvador

The condition of the water and sanitation infrastructure in the schools before intervention was often appalling and needs were great. In most schools, the construction of the infrastructure and notably the water supply systems has led to a radical improvement for pupils and teachers. Whilst the type of

³² The rating is an average of scores given by a sample of key informants representing both the implementing partners and IDB supervision (the pool of informants consists of 4 staff from NGOs and 1 from IDB in Nicaragua, 2 from NGOs and 1 from IDB in Guatemala, and 1 from an NGO and 2 from IDB in El Salvador)

facilities varies from one country to another (and from one region to the other in the case of Guatemala), reflecting the budget available per pupil, overall the facilities built are robust and based on appropriate technologies meeting people’s needs and expectations. **The facilities built by the program in all three countries are, according to conversation with IDB supervisors and NGO staff amongst the best that can be found nationally and sometimes the only ones that comply with the norms.**

3.3.2. Activities, budget and timeline

This first component was designed as follows:

Planning phase: Initial evaluations of the current infrastructure, water quality analyses, selection of technologies with the communities, elaboration of designs and detailed budgets, and identification of skilled laborers for construction.

Construction phase: (Depending on the mode of intervention of the implementing partner) contracting of skilled laborers, purchase and transportation of materials, installation, expansion, and/or rehabilitation of water and sanitation infrastructure, and construction supervision. Involvement of parents and teachers in the school sanitation evaluations and selection of technologies, provision of unskilled, volunteer labor.

Budget

Table 14: Budget for Water and Sanitation Component

CATEGORY OR COUNTRY	IDB	TCCF	TOTAL	%OF COUNTRY INFRASTRUCTURE BUDGET	% OF TOTAL BUDGET
Water & Sanitation Infrastructure Component					
El Salvador			216,000	100%	10%
Technical Designs, Inspection & Supervision of Works (20% of works)	36,000		36,000	83.3%	2%
Watsan Systems (materials & labor)		180,000	180,000	16.7%	8%
Guatemala			600,000	100%	28%
Technical Designs, Inspection & Supervision of Works (20% of works)	100,000		100,000	16.7%	5%
Watsan Systems (materials & labor)		500,000	500,000	83.3%	23%
Nicaragua			384,000	100%	18%
Technical Designs, Inspection & Supervision of Works (20% of works)	64,000		64,000	16.7%	3%
Watsan Systems (Materials & labor)		320,000	320,000	83.3%	15%
TOTAL COMPONENT	200,000	1,000,000	1,200,000		56%
TOTAL BUDGET	1,150,000	1,000,000	2,150,000		100%

As Table 14 shows, and as can be examined more thoroughly in Annex 6, 56% of total budget of Mi Escuela Saludable SWASH+ were earmarked to this 'hardware component'). 9.3% of this amount was allocated for Technical Designs and Inspection and Supervision of Works, and 46.5% to the actual materials and labor of the Water Supply and Sanitation Systems.

Despite the significant portion of the budget allocated to the hardware component, the budget was a critical issue for Nicaragua, where CRS and CARE had to make do with a very tight capped budget³³ of \$80/pupil. This amount, regarded locally as incredibly impractical, apparently resulted from miscalculation or under-estimation by CARE. In Guatemala, CARE and WfP had a more appropriate cap at \$140/pupil, which was sufficient and not a limiting factor. CARE nonetheless needed to add an extra \$45,000 to Mi Escuela Saludable SWASH+ funds. It was suggested that this was because the proximity of San Marcos to Mexico and the greater influence of modernity on the population has raised local expectations of sanitation technologies (flush toilets have become the norm). In El Salvador, CARE worked with a threshold \$200/pupil - a good amount to build appropriate infrastructure. The country is more expensive than the others due to "dollarization", more expensive materials and higher expectations due to better economic conditions.

Delays in the construction of facilities

The completion of infrastructure took much longer than anticipated, mainly due to the unexpectedly heavy workload and disproportionate administrative delays associated with the development and approval of the so-called technical files, which were prerequisites for construction activities (see section 3.2.2.). Construction was significantly delayed as a result, which caused a number of difficulties. In Nicaragua, some of the facilities were built during the rainy season, which is not the most appropriate period. This seemingly had some bearing on the quality of concrete structures.³⁴ In El Salvador, the rainwater-fed cisterns needed to be filled by tanker trucks to ensure water availability during the year³⁵. In most cases, this delay in construction activities also made community participation in the work more complicated, as people were busy during harvest time (e.g. coffee harvest in Nicaragua). Some construction took place during school holidays, which has pros and cons. A clear advantage is the reduced security risk. A significant drawback, however, is that the momentum created around the construction of facilities cannot be used to convene meetings and boost software components. Also, on some occasions, major delays in the program also conflicted with local political timeframes: in Quiché some municipal funds earmarked for the project were lost because they needed to be spent before the end of the fiscal year. Likewise, on the run up to elections a mayor in Quiché decided to suspend the municipal contribution to the project.

³³ IDB required caps to ensure efficiencies and increase the number of beneficiaries. They were based on costs of the previous phase that NGOs provided to IDB and did not represent a problem in Guatemala and El Salvador. It would have been possible for CARE Nicaragua to propose an amendment to the Implementation Plan to change it according to the revised data. IDB were not informed of this issue to take corrective measures.

³⁴ Building during the rainy season adds technical constraints regarding compaction time. The resulting defects were covered through the guarantee clause.

³⁵ The cisterns may have filled with rainfall were the work to begin earlier

3.3.3. Condition of infrastructure one year after project completion

Average rating for WASH infrastructure one year after project completion³⁶



On a Likert scale ranging from 1 to 10 (1: Bad, 5: Satisfactory; 10: Excellent), overall the schools visited³⁷ (during school visits) scored a very good 8.5³⁸ as far as the quality and functionality of their WASH facilities was concerned. After one year, the facilities remained in generally very good condition and operated properly. Significant differences were noted between countries: Guatemala reaching the highest score (9.1), closely followed by El Salvador (8.4) and Nicaragua (7.8).

In Nicaragua (average rating = 7.8), several schools were visited, which showed water supply and sanitation infrastructure in perfect or near-perfect condition (see La Danta, Las Animas, Santa Cruz in Annex 5). Facilities had been particularly well designed for people with disabilities, and gender distinctions made very clear. In a number of schools visited, the old latrines were being used by the community anytime the school was used for public meetings (e.g. elections, assembly meetings). Locks on the new facilities ensured they were used only by the pupils and staff. In some instances, mirrors placed above the tap stands (following a UNICEF design), were still in place: these are effective tools to promote hygiene and self-esteem. In some schools however (Tejerina, Waswali Arriba), the concrete structures already showed significant fissures. These minor defects may gradually worsen. They seem to result partly from the fact that soil conditions (and shrinking properties) were not sufficiently considered despite extensive preliminary analysis, partly from the adverse climate conditions and partly due to being built during the rainy season. In several schools one or two taps may be missing (broken or stolen), a door may not close properly or some flush systems may be out of use. Whilst these defects do not constitute major deficiencies in the heavy infrastructure, they do prevent users benefiting from the full functionality of these facilities.



Figure 7: Nicaragua – Las Animas: near-perfect quality and functionality of facilities

³⁶ Based on scores given during unannounced school visits

³⁷ Excluding the schools targeted during the previous phase, which are dealt with in section 3.7.

³⁸ This scale describes the quality and functionality of facilities without addressing their degree of compliance with the norms. Scores, defined by the evaluator, result from an analysis carried out with the accompanying IDB supervisor and MoE official (when possible) following school visits. Scores are systematically the product of a consensus (or very near consensus) between the two or three parties involved.

In Guatemala (average rating = 9.1), the overall state of the infrastructure built through Mi Escuela Saludable SWASH+ was very good and about a third of all the schools visited there would have had their facilities rated as perfect if not for issues such as a pipe leaking, tap missing, tap stand shelter or urinal separation wall needed. In a few instances, steps were cleverly placed in toilet cubicles to help pre-school children sit (see Figure 8). Soil erosion during the year following the completion of the project revealed deficiencies in the design of some infrastructure, sometimes exposing black water pipe work (e.g. Chorecales – see Figure 9, Santa Cruz del Quiché), or grey water pipes (Cuá , Tacana). These defects call for rapid corrective interventions. In one instance (Nueva Esperanza, Tacana), a connection between a toilet and the sewer was not tight, resulting in black water leakage and posing a health hazard.

Water scarcity was found to be an issue in several schools too. In some schools, the lack of sufficient water supply to properly operate Mi Escuela Saludable SWASH+ facilities had already triggered or was sparking community remedial action (e.g. Nueva Reforma Sujchay, Tacana, and Ventana Rosa, Ixchiguan). In other cases, the school staff had taken the necessary initiatives, such as storing water in drums and implementing water saving policies to cope with unreliable water supply (Panajxit II, Santa Cruz del Quiché) to the extent that the functionality of the facilities was only marginally affected. In other cases the situation was more critical: sometimes water was not only scarce but the school was not allowed to store it. That was the case of Xoljip and Patzocon (previous phase), San Antonio Ilotenango, where the inter-community water committee was preventing connection of the school to the network on the grounds that storage tanks threaten water supply for local users. In other cases, water shortages seemed to stem from a poor diagnosis of the characteristics of the water source of the school during the selection process and in the technical files (e.g. Buenos Aires, Ixchiguan). In such cases, the functionality of the infrastructure was severely affected and the benefits greatly reduced. The above were the most debilitating issues found to affect the quality and functionality of the facilities. In most cases, as stated, the infrastructure found in Guatemala was in excellent condition. Minor recurrent problems had to do with leaking toilet connections to water hoses, presumably of a low quality, which were generally hastily replaced, and taps/valves being hard to turn.



Figure 8: Guatemala Panajxit II: step for pre-school pupils



Figure 9: Guatemala, Chorecales: black water pipe exposed by erosion



Figure 10: El Salvador – El Cortez: broken pipe on cistern makes use more difficult

In El Salvador (average rating = 8.4), facilities were generally in a very good condition. Most of the water supply systems put in place were rain water harvesting systems including very large cisterns equipped with oxygenating recirculation systems.³⁹ Very common issues affecting their functionality had to do with missing taps, either stolen or broken. In cases where broken taps had not been replaced by a new one or a lid, the cistern pump was shut off to prevent spillage of the previous rainwater, which in turn affects the capacity of pupils to drink and wash their hands freely. The more taps are missing, the longer children have to queue in front of the remaining ones and the less likely they are to actually stop and use them. Vandalism is a chronic hindrance in several schools (Cerro Partido, Chilamates), preventing pupils making proper use of Mi Escuela Saludable SWASH+



Figure 11: El Salvador – Portrerillos: after much training, all children properly use the urine diversion latrines

(Cerro Partido, Chilamates), preventing pupils making proper use of Mi Escuela Saludable SWASH+ facilities. Chilamate School exemplifies this, having accumulated a number of problems: its rainwater cistern was half-empty with the drainpipe leaking and filling the manhole/ inspection trap. Two taps had been broken for months. The rainwater cistern was kept out of use as a result, to prevent spillage. Children had thus reverted to drinking the poor quality well water. As for the new flushing toilets, they were no longer in use because the insufficient gradient of the discharge pipe caused recurrent clogging. The facility was being used as a warehouse for the chlorinator. The other toilet block (pit latrine) was rarely used by pupils, partly because the metal doors had been demolished in four out of the six cubicles (for more details see the results of the school visit Annex 5. In two schools (Calle Nueva, Cero Partido), cisterns fed by community gravity scheme were not properly functioning/used.

3.3.4. Compliance with norms and minimum technical standards

Coping with carrying-capacity standards for facilities

Table 15: Maximum number of pupils per latrine

Country	% of schools meeting the minimum standard ratio of 25:1 pupils/latrine	Average number of pupils per latrine in schools not meeting the standard	Average number of pupils per latrine in schools meeting the standard
El Salvador	47%	33.6	20.4
Nicaragua	42%	32.4	22.5
Guatemala	50%	42.7	17.4
Total	47.5%		

Calculated from IDB SWASH Lista Escuelas RG-T1774 28Jul2011

³⁹ It was suggested that this oxygenation system, which requires electricity and regular operation, may be too sophisticated. It needs to be verified whether it is really required to preserve water quality. The emerging biofilm on the cistern walls may not necessarily equate to water contamination.

Table 15 indicates that less than 47.5% of the beneficiary schools met the 25:1 ratio of pupils per latrine defined as a minimum standard in MWA’s final ToR. The data suggest however that this minimum standard was not far from being met, at least in Nicaragua and El Salvador, where an average number of 33 pupils per latrine was found in the schools not meeting this standard.

Table 16: Maximum number of pupils per tap

Country	% of Mi Escuela Saludable SWASH+ schools meeting the 30:1 (or fraction>15) ratio of pupils per tap	Average number of pupils per tap in the schools not meeting the norm	Average number of pupils per latrine in the schools meeting the norm
El Salvador	80%	49.6	26.7
Nicaragua	84%	55.4	29.7
Guatemala	90%	70.3	19.6
Total	87.3%		

Calculated from IDB SWASH Lista Escuelas RG-T1774 28Jul2011

The minimum requirement of 30 pupils per tap⁴⁰ was met in 87.3% of the schools targeted by the program.

Unannounced school visits did not allow a systematic check of the number of pupils per functional tap and latrines/toilet. Numerous observations suggest that the rather strict norms are not met in a significant number of schools, at least as far as the number of toilets are concerned, which coincides with the data presented in Table 15 indicates that less than 47.5% of the beneficiary schools met the 25:1 ratio of pupils per latrine defined as a minimum standard in MWA’s final ToR. The data suggest however that this minimum standard was not far from being met, at least in Nicaragua and El Salvador, where an average number of 33 pupils per latrine was found in the schools not meeting this standard.

Table 16 as well as with observations made in the monitoring reports of Mi Escuela Saludable SWASH+ by the Water Corps.⁴¹

Nicaragua impose very strict norms for disabled and high requirements in terms of water storage capacity, which are due to the fact that schools regularly serve as temporary refugee camps during hurricanes. FISE, the institution in charge of revising the technical files, had the authority to block most of the projects due to the stringency of these norms. Instead, they proved collaborative and constructive and some arrangements could be negotiated around certain aspects of the norms. The lack of norms in MoE at the beginning of the program (they were just starting to elaborate them with the support of IDB) was a constraint for the implementing partners. Furthermore, on the ground a difficulty is that schools are traditionally located in places with unfavorable characteristics (e.g. uneven ground, rocky terrain). Space availability was often an additional constraint to the extent that strictly applying the norm would mean taking space away from the playground.

⁴⁰ or fraction>15

⁴¹ The World Water Corps found that 70% of the SWASH+ schools targeted by CARE in Guatemala and El Salvador meet the national norms for access to sanitation (pupils per toilet ratio = 25:1).

Supplying sufficient water

Ensuring that sufficient water is available in the school all year round was particularly an issue in El Salvador, where most schools' water supply systems rely on rainwater. CARE worked with ANDA, the national water authority, MoH and MoE, to establish a specific norm for rainwater (2l/d for pupils and teachers), given that the basic norm (40l/d for pupils and 50l/d for teachers) could not be met at a reasonable cost with rain water due to the requirements it would impose on storage capacity⁴².

Supplying good water quality through appropriate water treatment

Preliminary water quality analysis was undertaken to define the type of treatment needed to provide pupils a safe quality of water. As shown on Table 17, 87.7% of the beneficiary schools theoretically have some water treatment system: typically chlorination (at community or school level), boiling at school level, or filtration, using the ceramic filters provided by the program. The water treatment approaches and technologies adopted by the implementing partners theoretically guarantee a microbiologically safe quality of water for pupils. The school visits did not allow for a systematic and accurate check on the existence, effectiveness and frequency of water treatment.⁴³

Table 17: Water treatment

Country	Chlorination at community level	Chlorination at school level	Water boiling	'Filtron' Ceramic Filter	No treatment
El Salvador	13.3%	86.6%			
Nicaragua	25.5%	41.8%		11.6%	21.1%
Guatemala	3.2%		29.3%	70.6%	
Region	10.6%	20.6%	18.0%	46.6%	6.0%

Calculated from IDB SWASH Lista Escuelas RG-T1774 28Jul2011

In El Salvador, the Puriagua/Chlorosani system appeared as a sound approach and it was found to be properly used in collaboration with health officers in a number of schools. However due to the late introduction in schools of this device (imported from Korea with shipment delays), the implementing partner lacked time to provide sufficient follow-up on system use. Problems with low voltage current also affected the proper use of this device. Most of the schools visited do not make the most of it as a result and in some cases the device is stored and left unused. In Nicaragua, most of the school visited depended on treatment at the level of the community water supply, the effectiveness of which could not be assessed during the unannounced visits. In five schools ceramic filters were provided due to local water quality issues. One of them could be visited (Waswali Arriba) and the use of the filter was most questionable. In addition, the chlorination of the well had not been repeated since project completion. Boiling water certainly occurs on a daily basis in most schools of the department of San

⁴² The current discussion around the definition of the post-2015 indicators for WASH in school is of interest here

⁴³ It was rare to find people within schools knowledgeable on the effectiveness of water chlorination at community or municipal level. Anecdotal information was gathered regarding treatment practices but they do not provide a reliable idea of the treatment frequency and efficiency (Do pupils exclusively drink the treated water?)

Marcos in Guatemala, if only to prepare the morning snack, yet observations suggest that in a number of schools pupils actually prefer drinking fresh water direct from the tap. In Quiché, the more systematic implementation of the hygiene corner approach often resulted in the presence of a water dispenser within each classroom both for drinking and hand-washing. There was however, limited evidence of systematic use of the ceramic filter, which may have to do with its slow operation.

Clearly ambitious norms and targets to build the required number of toilets and taps is only a part of the challenge to ensure that all children have access to improved water and sanitation *services*. In many if not most beneficiary schools, the *real* problem generally relates to the proper use and maintenance of these facilities: are the toilets clean or are they so filthy that children try to avoid them at all cost? Do they flush properly? Is there toilet paper available?

Appropriate sanitation technologies

All the sanitation technologies used by the implementing partners – flush toilets and bio-digester, ventilated improved latrines, composting ‘ecological’ toilet – were found to work perfectly in a number of schools visited. This indicates that appropriate technologies exist for all the biophysical and socio-economic environments targeted in the program, and suggests that the limiting factor has much less to do with technologies per se than with their appropriate use and maintenance. Equally, there were indeed, for all these different systems, examples of schools where the sanitation technologies were not operated and maintained properly. A few general observations can be made on this respect: flush toilets are increasingly demanded yet they call for more O&M. In many areas of the program, teachers needed to give pupils continuous training on how to properly use these toilets (not to sit backwards, not to use stones or corn ears as anal cleansing material). Also, flush toilets have moving parts that eventually need to be replaced, such as water connection hose or cistern float operated valves. In a number of schools visited the failure to undertake such minor and inexpensive repairs greatly affected the functionality of the facilities. When flush toilets are connected to a bio-digester (as opposed to the sewer system), the simple bio-digester O&M routine needs to be set in place. Composting toilets (urine diversion systems with two alternating composting chambers) are more difficult to use by pre-school children, who tend to defecate in the urine compartment. They are particularly suited to rural environments where compost reuse is not taboo, but require a high commitment from teachers as they demand continuous training. It is thus preferable to install them in places where the commitment of the educational community is strong or where local NGO partners are always present and providing regular follow-up.

3.3.5. Constraints, key success factors and recommendations

Although the previous sections tended to emphasize imperfections and deficiencies in the infrastructure built, it needs to be underlined here again that their overall quality is very good actually, from the point of view of IDB supervisors, NGO staff, and from the unannounced visits that were made a year after the completion of the program.

Technical files: pros and cons

Key success factors often mentioned include the technical file. Although their development for each and every school was an overwhelming exercise overall, the thorough and very collaborative work it involved greatly limited risk-taking and increased the likelihood of selecting the best design.⁴⁴ The drawback of these technical files are of course the massive delays that they have caused on the program, which has had some negative impact on this first component, as detailed in section 3.3.2. The quality of the technical support and critical oversight of IDB through the field supervisors (in all three countries) and support from the national water experts (in particular in El Salvador) was also cited as a decisive factor.

Quality of local contributions

In Guatemala, the effectiveness of the contractor hired by CARE and the quality of material they used almost led CARE to meet their objectives for this component within the original timeframe. In contrast, in Quiché, WfP operated under a different approach favoring municipal engagement in the construction of the facilities. In an estimated 60% of the cases, the workforce provided by municipalities was not sufficiently skilled or incentivized. This affected the quality of the work to such an extent that IDB required WfP to add supervisors (WfP replaced some of the municipal staff). A constraint faced by WfP in their intervention zone was that the facilities to build were too small, the duration of the building phase too short, and the dispersion of the construction work too high to attract qualified workers.

Norms and official requirements

The constraints posed by stringent norms or the lack of them on water supply and sanitation in school have been described in section 3.3.4. An extra element can be mentioned here: in Nicaragua, CARE was significantly delayed in their intervention in one school (Paz and Reconciliation) as a result of a brand new law requiring the approval of ENACAL and ANA for drilling a borehole.

School vacations leave schools defenseless

The long school vacations from two to three months long tend to leave the schools unprotected and vulnerable to vandalism and theft. This was perceived as putting the integrity and functionality of the infrastructure at risk in Salvador notably, but this risk is present in all countries.

3.3.6. Recommendations

> Simplify official approval process of school-level project

Find ways to reduce the delays associated with the official review and approval of the technical files presenting school-level project specifications: Learn about the pros and cons of the approach followed by COSUDE in Nicaragua as it unfolds. It involves developing a catalogue of standard designs for WASH in schools facilities and elaborating the documentation for official approval based on clusters

⁴⁴ It was suggested, in the case of Nicaragua, that a better assessment of soil conditions (shrinking properties, rock layers) would have yet improved the design.

of up to 50 schools. Address environmental mitigation at cluster-level or lower requirements at project-level.

➤ **Further enhance the use of water disinfection and filtration**

Achieving the proper use of ‘appropriate’ disinfecting and filtering methods and devices is a challenging task, which constitutes the main objective of certain programs. If such a goal is targeted as part of a WASH in schools initiative, greater resources are needed for more visits to schools and more time dedicated to the promotion, training and follow up activities related to water treatment and the use of filtration devices.

➤ **Hang mirrors and check the location and appropriateness of soap dispensers**

Promote the use of mirrors over tapstands or in classrooms to support hygiene promotion activities. Lack of soap in schools is a key obstacle, lack of soap at the tapstand is yet another block. Check whether tried and tested robust and affordable soap dispensers can form a viable alternative to keeping the soap bars within classrooms.

3.4. Component II – Hygiene Promotion

3.4.1. Achievements

Table 18: Hygiene Promotion - Outputs and outcomes

Component II: Hygiene Promotion	Targeted	Completed
Outputs:		
Number of pupils benefiting from training	22,027	22,112
Number of parents directly benefiting from training	6,258	6,380
Number of teachers directly benefiting from training	770	889
Number of women trained	6,296	15,835
Outcome:		
% of pupils washing hands with soap	70%	Not measured
% of latrines in school properly used	70%	Not measured

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As shown in Table 18, the targets of all the objectives related to the second component of the program, Hygiene Promotion, were exceeded.

The outcomes could not be measured during the project timeframe. The absence of baseline data on hand washing with soap and the proper use of latrines prevented an assessment of improvement on these indicators of hygiene behavior⁴⁵.

Rating by a pool of IDB and NGO informants of this component of the program *at the time of project completion* produced an average score of 6.5. This is just above ‘satisfactory’ but far from ‘excellent’. This rating reflects the challenge of this component: the delivery of well-designed training activities during a period of only a year or so is unlikely to instill new hygiene behaviors. This central issue is further explored in the following sections.



Figure 12: Routine hand washing with soap before a snack at Chotacaj School , San Antonio Ilotenango, Quiché, Guatemala

⁴⁵ It is very unfortunate that means of addressing this gap of information were not discussed in depth during the design of the program and the early phase of its implementation.

3.4.2. Activities, budget and timeline

Planned activities and approach

This component was designed to consist of a planning phase and an operational phase:

Planning phase: This included an assessment of hygiene practices/knowledge, evaluation of motivating change factors for students, and the review of national curricula and other complementary materials previously developed by other programs.

Operational phase: This comprised a series of training courses, including:

- Participatory Hygiene and Sanitation Transformation (PHAST) methodology *for teachers*
- Drinking water treatment, use, and storage *for students, teachers and parents*
- Water and sanitation infrastructure system use *for students, parents and teachers*
- Hygiene practices *for students*
- Supervision of *teachers*.

The operational phase also included leading activities on International Hand Washing Day and other awareness raising activities related to the H1NI influenza pandemic. Parents and students benefitting from the program are supposed to become agents of change in the greater community.

The program followed a participatory approach to hygiene promotion, adopting PHAST (Participatory Hygiene and Sanitation Transformation) as a methodology to train teachers and using SARAR (Self-esteem, Associative strengths, Resourcefulness, Action planning, and Responsibility) cards as tools to foster appropriate hygiene and sanitation behavior in trainees. The training in appropriate use and maintenance of school watsan facilities was meant to be provided to school directors and teachers (who would then train parents and students) immediately after construction.

Regarding the educational materials provided by Mi Escuela Saludable SWASH+, the national curricula of all three countries cover basic hygiene information and in all of them, UNICEF developed a Healthy Schools program with material covering WASH topics. Mi Escuela Saludable SWASH+ suggested reprinting them in schools as needed⁴⁶. In addition, Mi Escuela Saludable SWASH+ planned to provide basic hygiene “starter-kit” materials (e.g. toilet paper, towels and soap) to establish “hygiene corners” in classrooms.

Budget

As Table 19 shows, 8% of the overall budget of the program was allocated to this Hygiene Promotion component, which represents about one seventh of the amount spent on water and sanitation facilities.

⁴⁶ This included teacher’s manuals, student guides, SARAR cards and flipcharts

Table 19: Budget for Hygiene Promotion

CATEGORY OR COUNTRY	IDB	TCCF	TOTAL	% OF COUNTRY HYGIENE PROMOTION BUDGET	% OF TOTAL BUDGET	% OF INFRA-STRUCTURE BUDGET
Hygiene Promotion Program Component						
El Salvador			31,752	100%	1.5%	14.7%
Materials and Workshops	6,350		6,350	20%	0.3%	
Hygiene Assessments and Training Program	25,402		25,402	80%	1.2%	
Guatemala			88,200	100%	4.1%	14.7%
Materials and Workshops	17,640		17,640	20%	0.8%	
Hygiene Assessments and Training Program	70,560		70,560	80%	3.3%	
Nicaragua			56,448	100%	2.6%	14.7%
Materials and Workshops	11,290		11,290	20%	0.5%	
Hygiene Assessments and Training Program	45,158		45,158	80%	2.1%	
TOTAL COMPONENT	176,400	0	176,400		8.2%	14.7%

Refining scope and level of ambition for this component

The chief objective of this component was to improve hand washing knowledge, resulting in better practices – meaning that children would know the appropriate and necessary times to wash their hands and would put this into practice. All partners agree that such hygiene behavior change is pretty much impossible to achieve in one year. However, according to IDB informants, behavior change lies beyond the scope of Mi Escuela Saludable SWASH+, which in and of itself cannot guarantee the sustainability of hand washing with soap in schools. Such sustainability, according to several IDB staff and implementing NGOs, needs to be built around local and national institutions: whether projects gains will be sustained is a shared commitment⁴⁷.

Activities implemented

Whilst differences were noted between partners in their implementation of this component, by and large, hygiene promotion activities were undertaken as planned, as far as the their content and the participatory approach are concerned. In Nicaragua, CARE and CRS effectively used the seven stories of ‘Juanita y la Gotita’ (Johana and the droplet), which represented the core theme of their hygiene

⁴⁷ Solid waste management, for instance, is often well handled at school level in all three countries. This relative success probably results from the shared awareness that this issue needs to be addressed as a priority and from the joint efforts of the MoE and the municipalities (e.g. which may provide garbage drums to school).

education plan. Likewise, in Guatemala, the SARAR cards were used as part of a PHAST approach and hygiene corners were set up in classrooms (this also took place in Nicaragua). WfP systematically used a flipchart covering 19 themes that was both valuable for teachers and useful to MoH and MoE officials. CARE worked from the bottom up, engaging the school governors, appraising their needs, helping them develop their own action plan, the priorities for the training and the content of the starter kit. In El Salvador, the educational arm of CARE developed a tool with representatives of the MoH and MoE, but which was unfortunately not officially approved by the MoE. NGOs in all three countries generally reported some difficulties convening meetings with parents during week days. In all three countries starter kits were provided to all schools. Refresher training demonstrated that children had absorbed the basic steps of hand washing with soap.

Budget constraints

In their programs, IDB typically allow software components to represent as much as 25% of the total budget. In Mi Escuela Saludable SWASH+, the amount made available for software activities reached 50% of the total, much enough to properly cover these soft components. Yet, the allocation of a significant portion of this funding to the advocacy component undertaken by the MWA notably reduced the budget available for hygiene promotion and community strengthening activities. The budget allocated to hygiene promotion was one seventh (14.7%) of that earmarked for watsan facilities. For most NGOs, this was reflected locally by insufficient resources (number of staff, means of transport) made available for hygiene promotion activities, which reduced the frequency of the visits to schools and the meetings with teachers, parents and pupils. This had a profound influence on the outcome of the program, since a relatively continuous presence of social promoters in communities is of great value in fostering effective participatory hygiene promotion. Also, the repetition of key messages through frequent visits is of great importance in anchoring new habits in people. The relatively low budget associated with this component was a constraint for all. CARE in both Nicaragua and Guatemala notably reported a lack of resources for engaging the appropriate staff and providing the necessary means of transport to undertake this component effectively. In addition, budget constraints reportedly affected their capacity to print and provide educational material (e.g. leaflets). The administrative bottleneck caused delays in the educational activities, and decoupled them from the construction of facilities, which lowered the convening power of NGOs. Arguably budgetary constraints would have been less felt by implementing partners if they had been able to run the hardware and software activities simultaneously.

Time constraints

The significant administrative bottleneck, described in section 3.2.2., not only caused great delays in the construction of the school facilities, but also delayed the educational activities, thereby separating them from the hardware installation⁴⁸. Despite the six-month no-cost extension granted to the program, the hygiene promotion process was often hurried.

⁴⁸ Moreover, in Nicaragua, heavy rainfall and flooding in October 2010 led the central Government to declare a state of emergency in CARE's zone of intervention. Schools closed earlier than scheduled (on Nov 26), which further affected the implementation of the hygiene promotion activities.

The relatively late⁴⁹ signature of the Memorandums of Understanding by the MoE meant that in-school training activities (as opposed to those that could be undertaken in the community) had to start only a few weeks before the summer holidays. Separating hardware and software activities had a detrimental effect, i.e. lower convening power around hygiene promotion meetings. In essence, a key principle behind state-of-the-art WASH in schools approaches such as Mi Escuela Saludable SWASH+, is to leverage the enthusiasm and momentum created by the construction of facilities in the educational community to organize well-attended and highly effective meetings to address the softer components (i.e. awareness raising on WASH issues, transfer of knowledge, behavior change). Unfortunately however, by and large in all three countries, NGOs were not able to run these hardware and software components simultaneously.

Finally, time (and budget, as explained in the previous section) was insufficient to give proper follow-up to each school, repeat the key messages and reinforce behavior change. In Nicaragua and Guatemala, a number of schools targeted were also beneficiaries of the ‘Mi Cuenca’ program. Therefore, for these schools and their communities, the relatively low emphasis put on this component, the delays and the lack of follow-up, were mitigated to some degree by similar health and hygiene promotion activities. Likewise, communities and school beneficiaries of Mi Escuela Saludable SWASH+ through WfP were not affected so markedly due to the commitment of WfP to provide continuous follow-up and support for several years to the communities where they work.

3.4.3. Hygiene practices one year after project completion

Average rating for hygiene practices one year after project completion



On a scale of 1 to 10 (1: Bad, 5: Satisfactory; 10: Excellent), the level of hygiene practices in the schools visited⁵⁰, one year after project completion, scored a very reasonable 7.2⁵¹. The rating took into account several parameters:

- Cleanliness of the school yard, within and around the water and sanitation facilities
- Availability and perceived use by teachers of hygiene promotion educational materials (e.g. books, posters, flipcharts, hygiene corners)
- Knowledge of hand washing with soap (whether children can recite the different steps)



Figure 13: Morning cleaning routine in Santa Cruz School, Nicaragua.

⁴⁹ In Guatemala, this was signed within 3 months. However, CARE has been waiting for signing a similar agreement with the MoE for two years.

⁵⁰ Excluding the schools targeted during prior phases, which are dealt with in section 3.7.

⁵¹ Scores, defined by the evaluator, result from an analysis carried out with the accompanying IDB supervisor and MoE official (when possible) following school visits. Scores are systematically the product of a consensus (or very near consensus) between the two or three parties involved.

- Practice of hand washing with soap (frequency witnessed during visits and confirmed through interviews with pupils and teachers)
- Availability of soap, toilet paper, towels, detergents, brooms and brushes, toothbrushes/paste...

After one year, project gains in terms of hygiene have been well sustained, as the average score (7.2) for the 31 schools of the final phase visited show. Four of the schools (13%) presented an unsatisfactory level of hygiene practice (score of <5). About 20% rated excellent or almost excellent (9 or more), and 45% scored 8 or more. **Appreciable variations were measured amongst countries: Guatemala reaching the highest score (7.8), closely followed by Nicaragua (7.2) and El Salvador (6.25).** The following sections present a series of quick and contrasting snapshots of the state of hygiene in a number of schools from the three countries, illustrative of the diversity of conditions encountered during the visits.

In Nicaragua, Santa Cruz school provides a striking example of success: the school yard and WASH facilities were very clean and reflected the effective and seemingly self-motivated cleaning routine that children were putting in practice every day first thing in the morning. Children all seemed to know the tasks required: some swept the floors, others washed the toilets or watered the plants. The teachers accompanied them but the habit seemed strongly ingrained in all groups. Soap was available in baskets placed in each classroom. Toilet paper rolls and clean towel could be found in the hygiene corner of each classroom. A recycling strategy was also in place, consisting of collecting and trading plastic bottles for cleaning and educational consumables (notebooks, soap, detergent, toilet paper, toothpaste) through a charity organization.

El Porton stands at the opposite end of the spectrum and exemplifies failure of hygiene promotion in a WASH in schools project. Despite daily cleaning by children on a rota basis, facilities remained terribly dirty due to neglect and vandalism. There was no toilet paper, soap, nor towel/cloth available in the school, so pupils were unable to benefit from the newly built infrastructure and to put into practice the knowledge they had acquired (for a more detailed account, see Annex 5).

Waswali Arriba gave a more mixed picture: liquid soap was available but there was no cloth for hand-washing and whilst interviewed pupils demonstrated knowing the typical steps of hand washing with soap, some serious doubts remain regarding the use of the tap stand and the actual practice of hand washing with soap. Indeed, children were drawing water directly from the rope pump at the well, even just for drinking, rather than filling the storage tank above the tap stand, which seemed unused as a result. There has been no chlorination of the well since the end of the project. The use of ceramic filters and drinking water dispensers is also very uncertain. Concerning the cleaning of the toilets, the school generally seemed to count on the goodwill of the mothers who prepare snacks to do this. Otherwise, teachers and pupils were doing it



Figure 14: Broken, dirty toilet illustrative of the overall state of hygiene in El Porton School.



Figure 15: Use of the tap stand and hand washing with soap are uncertain in Waswali Arriba

when needed. Some children were bringing their own toilet paper as the school was not providing any.

In San Marcos department, Guatemala, Cua School had a clean yard and premises: the result of an effective daily routine organized on a rota basis, one age group after the other. Children demonstrated hand washing habits but soap was lacking since the stock provided as part of the starter kit was finished. Toilet paper was available in each classroom. In Canibalillo School, located in a more remote rural community, cleaning was being undertaken daily by parents. Soap was being provided by the Director himself (at his own cost) and every pupil was supposed to bring toilet paper. Tree leaves in the toilets indicated that the use of alternative anal cleansing was still very frequent in this rural context.



Figure 16: Top-clean WASH facilities in Cua

The school of San Antonio Ilotnango (afternoon turn), in Quiché department, Guatemala, is a good example of what can be achieved in a challenging environment (crowded school shared by two directors - morning and afternoon, with different groups of children -with contrasting engagement in hygiene issues). In the morning, the context was very lax, facilities quickly got filthy and the yard was covered with litter. In the afternoon, however, there were rules (for cleaning and hand washing) and formal procedures specifying the regular use of educational tools (hygiene corner with roulette wheel, healthy child of the month...) and hygiene and health clubs in each classroom (PROMESA⁵² group). Also, in several afternoon groups, pupils had their own individual hygiene box with soap, cloth, toothpaste and toothbrush. A concierge, paid by the municipality, cleaned the school yard and watsan facilities throughout the day and reported the marked contrast between the mornings and afternoons. However, the boys' toilets were dirty with urine spilled on the floor and young children were misusing the toilets (these variations may occur by grade/teacher).



Figure 17: Girls show their personal hygiene box in San Antonio Ilotenango school

Tucumel School, San Andres Sajcabajá, Quiché is another SWASH + success story: the school yard and facilities were very neat, cleaned daily by the children without the need for supervision. A soap bar was permanently available at the tap stand (this was only witnessed there across all schools visited) and toilet paper, liquid soap, a cloth and a water container were available in each classroom. A bin and a toilet brush were present in each toilet cubicle. The hygiene corner approach was being used in each classroom. All children knew the six steps for hand washing with soap. The flipchart was only being used once a month (maybe only by the Natural Sciences Teachers). However, no tooth brushing was apparent.

⁵² Healthy School Promotion

Amongst the 15 schools targeted by Mi Escuela Saludable SWASH+ in El Salvador, Cerro Partido School in El Paraiso provides an example of a failed intervention: tap stands and toilet facilities were extremely dirty, quite logically, in the absence of a cleaning routine and given the lack of any water at all, detergent, disinfecting products or soap in the school despite funds availability, as confirmed by a teacher. There was no toilet paper either. In such circumstances, project gains are rapidly vanishing. The situation was fortunately far better in most other schools visited in the country, and Porterillos School, in la Reina, represents a successful project: pre-school children had access to soap and toilet paper and had demonstrably acquired the habit of hand washing with soap. There was enough soap for the whole year. An estimated 85% of all pupils were washing their hands with soap before eating their snack (only 70% in the afternoon groups), but the failure of the MoE to provide the food so far this year was affecting this habit. Hygiene habits were difficult to form initially, and notably for younger pupils. Teachers spent a whole month accompanying each pupil to the toilet to ensure they used them properly. Posters were present everywhere (e.g. in classrooms, above tap stands), to remind pupils of key hygiene and water saving habits. Each classroom had a water dispenser with tap (ensuring water for drinking and hand washing was readily available and pupils did not waste time going out of the classroom). In one classroom, a soap dispenser was installed but broken.



Figure 18: Toilet paper roll in the teacher's drawer. Essential yet often lacking.

3.4.4. Constraints, key success factors and recommendations

Lack of time and budget have been referred to in section 3.4.2. as key constraints: indeed in most cases hygiene promotion activities were undertaken too late, in isolation from the hardware component, and with insufficient follow-up. The lack of funds earmarked for hygiene promotion and consequently the limited resources (staff, means of transport) allocated to these activities generally rendered this component insufficient. Whilst the delays attributable to the administrative bottleneck were rather unpredictable, both the share of the budget allocated to this component and the overall timeframe were agreed by all partners at the beginning of the program. It was clear for all then that, given such resources and timeframe, Mi Escuela Saludable SWASH+ would merely plant a seed in each school and that it would be up to the educational community and the relevant institutions to water it and promote its growth, so to speak. Mi Escuela Saludable SWASH+ initiated the process, notably by undertaking awareness raising activities, training and institutional strengthening. This section examines the key enabling and disabling factors, beyond the overarching time and budget constraints, identified both locally and more broadly. Some of these factors relate to the strategy and approach adopted by Mi Escuela Saludable SWASH+ to promote hygiene. Other factors, such as school leadership and the institutional framework in which educational staff operate, are also critical: All efforts to promote hygiene are pretty much in vain in the absence of mechanisms guaranteeing the availability of essential consumables (e.g. soap, toilet paper) in each school.

Appropriate Strategy and Approach

Using a SARAR-PHAST approach was, by all accounts, very relevant. The use of such a participatory educational approach and tools constitutes a key success factor for WASH in schools projects. Given

the socio-cultural environments of the intervention areas, and the behavior change leap that is generally required from pupils, their parents and often teachers, participatory approaches that have been tried and tested in the region and that address the issues at the deepest subjective (e.g. psychological, emotional) and inter-subjective (e.g. cultural) levels, are truly indispensable. The degree to which they were employed by the various implementing partners determined in good part the level of awareness and sense of project ownership in beneficiaries, as well as their capacity to sustain momentum once the project finished. In Guatemala, the use of SARAR cards was found to fit well with the official book/approach from the MoE. In places like Quiché department, Guatemala, where the implementing partner used SARAR-PHAST with greater intensity, teachers' interest was often sparked. They often took ownership of the tools, perceiving their value and opportunities for their use beyond SWASH topics. The hygiene corner approach was also found to be very helpful and stimulating, providing the physical ground for the implementation of a daily hygiene routine. In addition, the 'hygiene wheel' and 'healthy child of the month' build on a balance of peer pressure and positive individual aspirations to foster new behaviors in pupils. Hygiene corners integrate perfectly into the official 'learning corners' approach promoted by the Government in Guatemala. Preliminary visits, during which future beneficiaries were taken to schools where hygiene education was successfully imparted and watsan systems properly used and maintained, had the greatest impact on teachers and parents. A limitation of the strategy adopted by Mi Escuela Saludable SWASH+, however, was its neglect of the specific challenge posed by pre-school areas in each school. In Nicaragua, particularly, this area, which generally consists of a precarious building and is very often used as a kitchen or storehouse, does not provide the basic hygiene conditions required for the youngest and most vulnerable children of the school.

Importance of School Leadership

School leadership is clearly one of the greatest determinants of the success or failure of hygiene promotion, and more broadly of WASH in schools projects. Mi Escuela Saludable SWASH+ builds appropriate watsan facilities, raises awareness of the educational community and provides training and tools for teachers to transfer knowledge and instill new habits into children. It is largely up to the schools' directors and teachers to ensure that this education happens, in theory and practice. Their degree of motivation, albeit influenced by parents' expectations and pressure, and their authority often define the fate of WASH in schools projects. A strong school leadership and a firm commitment from the director and at least some



Figure 19: Pupils queue for the snack but none wash their hands first. Nueva Reforma Sujchay school San Marcos, Guatemala

of the teachers to seize the opportunity offered by Mi Escuela Saludable SWASH+, is a common characteristic to all the schools that most successfully benefited from the program. Generally there was

much good will amongst directors and teachers⁵³. The degree of leadership of teachers and their motivation to play an active part in Mi Escuela Saludable SWASH+ was not found to depend on their type of contract (permanent, renewable)⁵⁴, although the latter had a bearing on their turnover rate, which was identified as an issue in all three countries. The frequent replacement of teachers freshly trained on hygiene promotion tools by new staff inexperienced in such approaches represented a significant loss for schools. It generally fell to directors and the remaining teachers to train the newcomers. Failure to do so would have meant taking the risk that a full age group would lose part of the project gains. Teachers' unions, stronger in Guatemala than in El Salvador and Nicaragua, were not found to have a direct influence on the degree of involvement of school staff in the program. If staff engagement in Mi Escuela Saludable SWASH+ depends much on leadership skills and other personality traits of directors and teachers, it also depends on the incentives they see associated with Mi Escuela Saludable SWASH+ compared to those of competing initiatives that also take their time. There is indeed much demand on teachers, and hygiene education programs sometimes compete with HIV or nutrition initiatives. The issue here becomes more institutional.

Enabling Institutional Frameworks

Although the engagement of the MoE of Nicaragua was disappointing at central level, the strategy and tools developed by the Ministry and other partners such as UNICEF are very relevant and support the efforts of Mi Escuela Saludable SWASH+. '*Juanita y la Gotita*', and more recently the FECSA (Healthy Family, School and Community) inter-sectoral framework⁵⁵, fit perfectly with WASH in schools initiatives such as Mi Escuela Saludable SWASH+. Together with the proclamation of the right to access water and sanitation by the Government in 2009, these constitute very positive signals in the MoE that have made representatives of the Ministry at departmental level, schools directors and teachers more receptive to Mi Escuela Saludable SWASH+ approaches.

In Guatemala, the institutional framework has also been favorable in many respects: in 2000 and thanks to the support of UNICEF, the MoE and MoH established the Healthy Home and School program, with a National Board for Healthy Schools (CONAES)⁵⁶. This institutional experience has made the implementation of Mi Escuela Saludable SWASH+ and in particular the educational component, easier. Official educational tools have been developed that are very appropriate and Ministry representatives are already well aware of the importance of WASH in schools. This has helped CARE and WfP work actively with the MoE at department level. WfP went a step further, bringing the bi-ministerial agreement back into focus by coordinating the work with MoH and MoE officers, which increased the impact of the Hygiene Education component. In San Marcos, the follow-

⁵³ In Tacana San Marcos, MoE staff estimate that roughly 60% of primary school directors in Guatemala are good leaders while 20% are clearly deficient and counterproductive. The experience of WfP staff in Quiché varies slightly: they estimate that 75% of directors are great leaders, 20% are reasonable (have a rather neutral impact), and only 5% are bad.

⁵⁴ In Guatemala, around 80% of teachers are employed under permanent contracts and 20% under renewable contracts. The latter form of contracting was allegedly created to avoid forming teachers quickly resting on their laurels, losing interest in education, and actively seeking the protection of corrupted unions.

⁵⁵ Developed by MoE, MoH and MARN in collaboration with COSUDE

⁵⁶ Often cited as exemplary at Latino-American level, currently dormant

up and strengthening of the hygiene promotion components by Helvetas (a leading Swiss Development Organization) reinforced the activities undertaken by CARE, sometimes in a slightly hurried manner.

The institutional context was clearly less favorable in El Salvador, where an excellent educational tool jointly developed for 3rd to 6th grades by CARE, the MoE and the MoH was not approved by the MoE, despite lobbying from UNICEF and the MoH. This lack of official endorsement at central level lowered the incentives of teachers to use these tools, which had detrimental effects. In addition, a change in policy, requiring that this topic be delivered by natural sciences teachers only, also lowered the impact of the activities: some trained teachers had to stop teaching the modules overnight.

Provision of soap and toilet paper

If school leadership and the institutional context are determinant factors for the success of the hygiene component, another issue, much more tangible and practical, is probably even more fundamental: are soap and toilet paper available at all times? Without these indispensable consumables, the health benefits of brand new and functional watsan facilities are limited and newly developed hygiene habits futile and short-lived. Rarely did all pupils at the schools visited have access to both toilet paper and soap.

In Nicaragua the MoE theoretically provides all schools with liquid soap in one gallon plastic bottles, which even in the best case scenario does not cover the needs of a whole year. Practically, supply (normally twice a year) is unreliable and quantities are often hardly sufficient for three months. To save soap, a common practice is to use a small soap dispenser kept by each teacher in the classroom. Pupils have to ask the teacher for a squirt of soap after toilet use and then go back to the tap stand to wash their hands, which is most impractical and increasingly inappropriate (condescending) as pupils grow up. Such conditions partly explain the failure of most schools to instill hand washing with soap habits. The Free Education principle promulgated in all three countries complicates things as parents are not supposed to pay a penny for the schooling of their children. Teachers are prohibited from requesting a contribution for toilet paper or soap, or even for a light bulb when the official provision is depleted. The only solution is to reach a consensus in the parents' assembly whereby they agree to voluntarily contribute a monthly fee to cover these expenses. In all three countries of the program, it is fair to assume that the problem of soap and toilet paper supply is not chiefly an economic issue. MoEs have funds - it is more a matter of priorities.

One constraint is that attempts to provide free access to bars of soap at tap stands and to toilet rolls in cubicles, have almost systematically failed (the only exception is Tucunel, Quiché). Soap and paper always end up being destroyed or robbed. Here again, new habits must be developed and the MoE and the overall educational community probably need to contribute to that effort.

3.4.5. Recommendations

> Adjust the timeframe and combine hard- and software components

Harmonize the schedules of stakeholders (implementer, community member, school): plan activities so that the dynamic created around hygiene promotion is not interrupted by school vacations. Run hardware and software components simultaneously, making the most of the enthusiasm sparked by

the prospect of new infrastructure to raise awareness and trigger interest in and commitment to behavior change across the educational community.

➤ **Use levels of hygiene effectiveness ladder**

Consider using the hygiene effectiveness ladder recently developed by IRC⁵⁷ as a means to monitor progress on hygiene promotion and in the evaluation of future WASH in school and community watsan programs.

➤ **Enhance the follow-up phase**

A 2-3 year phase of vulnerability following a WASH in schools project is common, during which the newly developed hygiene behaviors become ingrained and the facilities O&M system fine-tunes. Arguably, beyond three years of enjoying improved access to water and sanitation and achieving hygienic behaviors in all age groups, a sufficient momentum has built and regression to the previous state is less likely. Future interventions of IDB Water Division need to foster such follow-up after infrastructure construction in order to anchor project gains, such as those presented in section 3.5.5 and 3.6.4 regarding establishing engaging (playful) accountability and follow-up mechanisms and monitoring WASH in schools at the MoE level.

➤ **Enhance the institutional framework**

Reinforce and make greater use of the existing bi-ministerial agreement between the MoE and MoH in Guatemala. In all countries, verify with the MoE and ensure that the curriculum of primary school teachers includes an updated module on WASH in schools and is addressed as a priority. In El Salvador, lobby to obtain approval by the MoE of the educational modules jointly developed by CARE, the MoE and the MoH (or a similar tool).

➤ **Secure soap and toilet paper provision**

Reliable mechanisms involving the MoEs and/or the educational community are needed to ensure soap and toilet paper are available all year round. Lobbying is needed to put a higher priority on these supplies. Before the launch of large WASH in school initiatives, more precise commitments of the MoE in terms of the supply of such consumables (but also educational material and monitoring) may need to be negotiated.

⁵⁷ Assessing hygiene cost-effectiveness – Dec 2011

3.5. Component III – Community Strengthening

3.5.1. Achievements

Table 20: Community strengthening - outputs and outcomes

Component III: Community Strengthening	Targeted	Completed
Outputs:		
Number of community educational (CE) organizations created	135	135
Number of CE organizations directly benefiting from training on hygiene	150	150
Number of CE organizations directly benefiting from training on system O&M	150	150
Number of CE organizations directly benefiting from training on financial management and leadership	150	150
Number of women trained in hygiene	250	1100
Outcome:		
Number of CE organizations that have taken or assigned responsibility for the sustainability of the school water and sanitation system (infrastructure repairs, provision of soap and toilet paper, solid waste handling, etc.)	150	150
Number of schools who have the resources necessary to meet O&M needs	150	150
% of schools who have the resources necessary to meet O&M needs	100%	100%

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Sustainability of WASH in schools interventions is a well-known challenge worldwide. It is very common to see recently built infrastructure fall into disrepair after only a few years of service. This is often a result of an absence of clear arrangements and mechanisms set up right from the start amongst stakeholders regarding the preventive and corrective maintenance of facilities.

The Mi Escuela Saludable SWASH+ Community Strengthening component aims to build local capacities to sustain Mi Escuela Saludable SWASH+ gains beyond the project timeframe. This is to be achieved through involving the educational community of each school and the local community (including local governments and the local private sector) throughout the project cycle in both the hardware and software components.

As shown in Table 20, at the end of the program, implementing partners had fully met or exceeded the objectives associated with the Community Strengthening component: 135 community educational organizations had been created (15 official organizations were already formed in el Salvador). These 150 organizations were all trained in



Figure 20: Members of the PTA and community development committee meet an MoE rep. in Ventana Santa Rosa, Ixchiguan, Guatemala

hygiene, systems O&M, financial management and leadership. A total of 1,100 women were trained in hygiene. All 150 organizations had taken or assigned responsibility for the sustainability of the school water and sanitation system (infrastructure repairs, provision of soap and toilet paper, solid waste handling, etc.). At the time of project completion and in contrast with observations made during the evaluation⁵⁸, all of them were found to have the resources necessary to meet O&M needs.

On a Likert scale ranging from 1 to 10⁵⁹, the achievement of the program on this component was rated 6.5⁶⁰. This rating reflects the shared impression that the results attained on this component were not overly satisfying and that much more could have been achieved under more favorable conditions.

3.5.2. Activities, budget and timeline

As with the other components, the Community Strengthening component included a planning phase followed by a construction phase.

Planning phase: This comprised an assessment of the educational community of each school to determine the existence and strength of PTAs and student governments (incl. interview municipal governments and local and national officials of the MoH and MoE, to determine capacity for technical support and implementation. This phase also included signature of an inter-institutional MoU among the relevant national governmental authorities and the implementing partners in each country to clearly define the roles and responsibilities during and after the completion of the project.

Construction phase: This included the establishment of PTAs where they did not exist or were incomplete, and administrative, financial, operation and maintenance, and monitoring training for PTAs. The implementation of this component in relation to the hygiene promotion program was to include support to student governments to provide leadership on hygiene practices, and hygiene behavior change training for teachers and parents to subsequently train students.

Budget

As Table 21 shows, 5% of the overall budget of the program was allocated to this component.

⁵⁸ It was not possible to meet most of these structures during the evaluation and to check with them the level of their resources to meet O&M needs. One thing is to manage to gather the funds needed to meet the requirement of the NGO, another thing is to really organise to have sustained contributions. It can be assumed that in many cases the mechanisms to ensure sufficient funds are always available are not working effectively.

⁵⁹ 1: Significant scope for improvement, 5: Satisfactory; 10: Excellent

⁶⁰ The value obtained for the rating is an average of scores given by a sample of key informants representing both the implementing partners and IDB supervision (the pool of informants consisted of 4 NGO staff and 1 IDB staff in Nicaragua, 2 NGO staff and 1 IDB staff in Guatemala, 1 NGO staff and 2 IDB staff in El Salvador)

Table 21: Budget for Community Strengthening

CATEGORY OR COUNTRY	IDB	TCCF	TOTAL	% OF TOTAL BUDGET
Community Strengthening				
El Salvador	21,168		21,168	1%
Guatemala	58,800		58,800	2.7%
Nicaragua	37,632		37,632	1.8%
TOTAL COMPONENT	117,600	0	117,600	5%

Timeframe

As with the Hygiene Promotion component, the Community Strengthening component suffered much from the initial administrative delays (i.e. signature of MoU, elaboration and approval of the technical files), which led the corresponding activities to be undertaken with a much lighter touch than expected. Effective community strengthening implies arriving at a clear definition of roles and responsibilities (R&R) by means of a consensus approach (the only one that can work given the context of Free Education). This is a lengthy process, which ideally needs to occur alongside the construction of the facilities. In most cases, this definition of R&R occurred at the very end of the project, in a hurried manner. There was no time left for follow-up and customized support or contextualized institutional strengthening for each school. The general impression amongst the NGOs (although some variations exist) is that this component was not addressed with the attention required, due to time constraints. Programmatic requirements were met, as demonstrated by output and outcome indicators, but the quality of the intervention on this component was well below the capacity and expectations of the implementing partners.

In Nicaragua, community strengthening focused a lot on Parent Teacher Associations (PTAs). The achievements were often greater in communities benefiting from the Mi Cuenca Program, where institutional work had already been carried out. In all cases, the functionality of the entities formed was checked and they were restructured when needed. In Guatemala, NGOs could also work with the well-structured COCODEs (Community Development Committees). In El Salvador, the work also focused on PTAs⁶¹ rather than on the Community Development Associations (ADESCOs), as the rainwater collection systems made the schools relatively independent from the community. Also, community members were trained in plumbing skills, although their capacity for intervention was questioned during field visits.

NGOs sought community participation at all stages of the project cycle. However, despite the general goodwill of community members to engage in the project, their capacity to participate was sometimes significantly hindered. In some regions, the initial administrative delays postponed the activities to

⁶¹ More specifically, when the PTA was an ACE (Asociacion Comunal para la Educacion - Community Educational Association), CARE favored the work with parents, who are the decision makers and who administer the fund from the MoE. In the case of CDE (Consejo Directivo Escolar – School Management Council/Board), CARE focused their approach on teachers, who manage funds from the MoE are in clearly in charge of the good O&M.

such an extent that the participation of community members was required during periods where subsistence activities had a clear priority. That was the case in Nicaragua, where coffee harvest and crop production caused high levels of absenteeism during meetings and trainings. Likewise, in El Salvador, CARE faced difficulties in convening meetings with community members, who were busy with their work. In Guatemala, the input of community members was usually greater in the most remote locations than in the neighbourhood of urban or peri-urban areas.

With the exception of WfP in Guatemala, implementing partners were hardly able to provide any substantial follow-up to the community organizations formed to sustain Mi Escuela Saludable SWASH+ project gains once the facilities were in operation.

3.5.3. Community strengthening one year after project completion

Average rating for Community Strengthening one year after project completion



One year after project completion, the level of Community Strengthening in the schools visited⁶² reached a very reasonable 7.5⁶³ on a scale ranging from 1 to 10 (1: Bad, 5: Satisfactory; 10: Excellent). Again, noticeable differences were observed across countries, with Guatemala leading the way with a very good score of 8.0, followed by El Salvador (7.1) and Nicaragua (6.7).

Important observations need to be made as to the meaning of this score: A priority of the evaluation was to undertake a sufficient number of unannounced field visits to derive conclusions as representative as possible of the actual impact of the program. This had a number of consequences, including the impossibility of scheduling meetings with PTAs and community organizations in advance. As a result, the evaluation did not allow a systematic assessment of the level of functionality of the different groups and committees involved in sustaining Mi Escuela Saludable SWASH+ gains.

The score for Community Strengthening takes into account the level of participation of the community and parents during the project (5 points) and the level of their contribution to sustainability (5 points). The latter takes into account the existence of active formal structures, as well as informal mechanisms that guarantee that project gains are sustained (e.g. facilities are operational and well maintained, soap and toilet paper are available). Informal mechanisms are indeed often predominant and extremely valuable. The score thus takes into account the quality of the relationships of the schools with key stakeholders (e.g. public



Figure 21: Parents fenced off the facilities and contribute to soap in Chiboy, Quiché

⁶² Excluding the schools targeted during the prior phase, which are dealt in section 3.7.

⁶³ Scores, defined by the evaluator, result from an analysis carried out with the accompanying IDB supervisor and MoE official (when possible) following school visits. Scores are systematically the product of a consensus (or very near consensus) between the two or three parties involved.

authorities, MoE representatives, farmers using eco-toilet compost) and their ability to mobilize their social capital to solve their problems (e.g. broken taps or pumps, water shortages). The paragraphs below provide a series of snapshots of different schools visited from the perspective of community strengthening.

In the department of Matagalpa, **Nicaragua**, La Danta School (score 6.5) managed to mobilize a high level of community participation during the project and notably the construction. The municipality contributed to the project by building a drainage channel as a prerequisite. The participation of parents is much more limited now however: half of them contribute financially, the others are more passive. Prevalent vandalism and theft are a problem, which the presence of a community guard only partly solved. The members of the PTA have almost all been replaced since last year without proper handover. There is no knowledge at school or PTA level of the maintenance procedure for the septic tank.

Santa Cruz School (score 10), in La Trinidad, Estelí is one of the Mi Escuela Saludable SWASH+ top success stories in Nicaragua: the school fosters the responsible contribution of all actors, such as: parents (who pay a fee for soap and toilet paper), the community, the municipality, the GPC (Citizen Power Cabinet/Group) and the MoE. The Director, a charismatic leader, attracts and seizes all existing opportunities for external support (e.g. a recycling project by an international charity; the municipality; Mi Escuela Saludable SWASH+⁶⁴). The school represents an extremely favorable environment for Mi Escuela Saludable SWASH+, characterized by strong directorship and teacher leadership and great concern for health, hygiene and environmental education. There is barely any turnover in the school as teachers refuse to leave. The school is an agent of change for the community, a cohesive force and a catalyst for its development. The Director is setting up a public garden for the community to use on the weekend within the school yard.

In Nueva Reforma Sujchay School (score 8.5), San Marcos, **Guatemala**, relationships are good between the PTA, teachers and the community. Community members decided to improve the water supply system when they realized that the flow was insufficient to meet the school's requirements. Parents also participated in fencing off the school and contributed to the provision of toilet paper. The PTA already gave routine maintenance to the bio-digester.

In Chiboy School (score 8.5), San Andres Sajcabajá, Quiché, parents also fenced off the watsan block to prevent pigs and dogs entering. Teachers painted the facilities. They benefitted from several effective training sessions from WfP accompanied by an MoH officer, including after the project. Repairs of the broken water connection hoses of the toilets were quick. There was good participation of the community during the project. However, parental contributions to soap and paper are hindered by the local economic situation and by the fact that they are not sufficiently aware of or interested in the benefits of improved sanitation and hygiene.

Nearby, in Tucunel School (score 9.5), parents contribute GQZ 10 twice a year (\$USD 2.5/year). The COCODE (community development committee) has been very proactive in repairing the broken pipe

⁶⁴ The Director, through her rich social capital and 'political' connection with the department MoE representative, managed to be 'selected' by SWASH+.

and is very instrumental in convening the school meetings. Although not all parents participate, there is a good institutional dynamic locally. All teachers, half of COCODE and parents were trained last year (at school) and there was an additional training for the Director a couple of weeks prior to the visit. The director has also managed to train the new teachers who arrived this year.

In San Rafael, Chalatenango, **El Salvador**, Las Brisas School (score 8.0) receives frequent visits from the local health promoter, who recently provided a refresher training on hand washing with soap for children. The municipality manifested their willingness to keep supporting the school by building a small room especially for the chlorine production device (they could not complete the work however due to miscalculation of budget and lack of funds). Although parents in this paternalistic context tend to rely on the Government to cover all expenses related to the school, the Director can count on them to some extent.

The situation is more complicated in Los Chilamates School (score 5), Nueva Concepción. Parents and the school staff have repeatedly mended the damage caused by acts of vandalism but this perseverance has evaporated this year, despite the fact that the most disturbing pupils have now left the school. Participation of parents now seems to be limited. There was seemingly no-one trained in plumbing skills in the community, which is not helping the school solve the minor issues (e.g. broken taps, clogged pipe) that prevent the proper use of the facilities. There is also no cohesion between teachers regarding hygiene issues. Project gains are very rapidly being lost. The health promoter visits the school frequently and brings hundreds of plastic bottles, to be filled with the chlorine solution that the school is supposed to prepare. However, the solution has not been prepared yet, so the bottles have not been distributed to the households of the neighborhood so far.



Figure 22: Broken taps and doors in Chilamates. The PTA and school staff have given up.

3.5.4. Constraints and key success factors

Working with local stakeholders

Passivity from parents and staff, resulting from years of paternalistic government leadership, and their reluctance to actively participate to the program, had been identified as a critical risk in the design of the program. In practice, the Free Education principle proclaimed in all three countries has somewhat brainwashed parents with the idea that “it is the Government’s responsibility to provide these services to our children”. As mentioned in section 3.4.4., parents are not supposed to pay a penny for the schooling of their children. Teachers are prohibited from requiring the contribution of parents. This needs to be achieved by consensus in the parents’ assembly. In all three countries, getting parents to contribute a minor fee to buy soap, paper and to cover the basic O&M costs of the facilities was usually difficult. In most cases parents can afford it (as suggested by the amount of money they can spend on mobile phone credits, satellite TV etc...) but have other priorities and teachers cannot legally put pressure on them. However, NGOs are very effective implementing partners in their capacity to raise community awareness and their sense of responsibility and

ownership. As a consequence of this and as a result of the school selection process (involving preliminary negotiations with schools, community leaders, and municipalities) cases where people adopted a paternalistic posture were marginal. In addition, governments, pragmatic about their limited capacity to provide all basic services, also promote alternative messages: In Nicaragua, the MoE advocates the Shared Responsibility principle to make people more aware of their responsibility and free them from paternalistic passive attitudes.

Nevertheless, Mi Escuela Saludable SWASH+ was able to build on the goodwill of local stakeholders: parents, school staff, and community development groups. In Central America parents are ready to 'sacrifice' themselves for their children and generally value and seize the opportunity that a program such as Mi Escuela Saludable SWASH+ can represent for their children. When their contribution was limited during the project, this usually resulted from schedule incompatibility (they needed to work in the fields to feed the family). Generally speaking, parents and PTA participation during the project timeframe was high, but markedly decreased beyond that, as roles and responsibilities had not been made specific enough.

School staff were, on average, very supportive of the project and there is much goodwill towards WASH in schools initiatives. However, goodwill is not enough. A strong leadership⁶⁵ and staff cohesion (collective buy-in of the project) are essential, particularly in large schools, as they create the dynamic which will chiefly determine the level of engagement of the PTA, community development committees, and possibly the municipality. A constraint in Nicaragua is that smaller schools have their own director. Some directors are in charge of several schools in an educational cluster, which is a disadvantage in such a project.

Community development committees (COCODE in Guatemala, GPC in Nicaragua and ADESCO in El Salvador) often include parents and were generally very supportive of Mi Escuela Saludable SWASH+. Their contribution varied across countries: ADESCO were not very engaged in Mi Escuela Saludable SWASH+ on the basis that the schools, relying on rainwater harvesting system, operate quite independently from their community. Retrospectively it is likely that engaging ADESCO would have been beneficial to sustain project gains. Local politics represented a constraint in Nicaragua: GPC are more politicized institutional figures, which prevented their involvement in cases where they did not resonate politically with the municipal authorities. Working with COCODE⁶⁶ is a must and a success factor in Guatemala: communities are well organized around this structure, which legally represents the locality before the municipality and department. COCODE's leaders usually change every two years, which poses a sustainability issue.

Municipal authorities were engaged to varying degrees across the regions of interventions of the program. It is generally considered that involving them in such project can be a source of complications. The experience of WfP in Quiché partly confirms this: the quality of the workforce

⁶⁵ Roads have replaced pathways and directors and teachers no longer live in the community. The time when the teachers and director were highly respected authority figures in communities, playing a significant role in their development, has gone. The director is generally the catalyst of projects such as SWASH+.

⁶⁶ COCODE include various commissions (water, health, education, infrastructures, environment, women, children...) and can overlap with water committee.

provided by several municipalities was inadequate; some municipal funds earmarked for the project were lost because they needed to be spent before the end of the fiscal year; on the run up to elections a mayor in Quiché decided to suspend the municipal contribution to the project. In El Salvador, CARE sought support from all municipalities and essentially one of them responded positively⁶⁷. In schools where water is supplied by inter-communal systems (e.g. San Antonio Ilotenango, Quiché), intense negotiations with municipalities are needed, which call for resources (staff and time) that are often beyond the range of what implementing partners can invest.

High turnover in school and community institutions (teachers, PTA and COCODE members) was a constraint. In school, staff cohesion and commitment towards project objective mitigate the loss of Mi Escuela Saludable SWASH+ trained teachers. The turnover of COCODE members can be reduced, apparently, by municipal decree, as is the case in Santa Cruz del Quiché.

To formalize or not

Overcoming the risks posed by the endemic turnover in these local stakeholders requires a minimum degree of formalization of roles and responsibilities, and the development of basic handover mechanisms. In many instances during school visits the new PTA had received no instruction or documentation on how to maintain the facilities (e.g. bio-digester, grease trap, planted filter). There were rarely formal documents that specified in detail the contribution of each stakeholder (the municipality, the school staff, the parents, the community development committee)⁶⁸. Indeed, it was suggested that overly formalizing the respective commitments of local stakeholders could represent a modus operandi source of tension in the local social order. The most successful schools of the program are not necessarily those who have the more formal distribution of R&R, O&M procedures, handover mechanisms, but those with greater leadership, staff cohesion and social capital, and that activate informal support mechanisms on an ad-hoc basis. A major challenge here was to achieve a level of formalization of the system meaningful for all stakeholders (leading to compliance), socially acceptable (not conflicting with informal mechanisms or introducing excessive rigidity), simple and practical. Also, at a more fundamental level, another difficulty is finding the balance between adopting a pragmatic approach whilst acknowledging the limited capacity of the MoE and scaling-up more or less formal partnerships between local stakeholders, without disengaging the MoE.

Standard interventions

A common criticism made by most informants about Mi Escuela Saludable SWASH+ is that the program failed to address the soft components (Hygiene Promotion and Community Strengthening) with sufficient emphasis. This bias was reflected in the budget breakdown, and amplified by the administrative bottleneck during the first 6-10 months of the program, which led to postponing key software activities and/or limited their impact. It can also be added that the program design did not foster the customization of the interventions on these components as it did on the hardware

⁶⁷ Nueva Concepcion did do a lot contributing financially, electrifying the sites or supplying water, including to very remote school

⁶⁸ PTAs financial reports are generally available. Schools in Quiché had the highest level of formalization of R&R, all specified in school minutes book.

component. An effective intervention implies indeed to adjust these activities in a way that addressed the particular weaknesses of each system (e.g. awareness level and mobilization issues, school leadership, PTA's administrative and financial skills, R&R formalization, needs prioritization...) just as the technical files allowed for a contextualization of the hardware component. The short timeframe and significant administrative delays suffered in the program did not make it possible for NGOs to provide the substantial follow-up and hands-on tailored training that are at the core of such a customized approach.

3.5.5. Recommendations

> Organize high impact preliminary awareness raising events

Further raise the awareness of stakeholders of both the magnitude of the opportunity presented to them through WASH in schools projects and the nature of the challenge. The impact that the quality of the first exposure to the project can have on stakeholder mobilization is crucial: therefore, invest more resources in this. E.g. in preliminary meetings with the members of the educational community, including pupils and parents, use high impact video documents to report on real-life experiences, real successes, benefits, challenges, failures and missed opportunities. Use champions and representatives of the MoE and MoH to increase buy-in. Use the expertise of the marketing and media industries (e.g. input from Coca-Cola partner) to trigger demand and to instill from the beginning a sense of shared responsibility and commitment. Tailor messages adapted to each stakeholder and age group.

Set up preliminary visits, whereby the key stakeholders of candidate or future beneficiary schools (e.g. PTA members, teachers, director) can observe schools where hygiene behavior change is a success, where watsan systems are well used and maintained and where teachers and parents can relate positive impacts.

> Organize Mi Escuela Saludable SWASH+ partnership meetings

Building on the awareness building events, convene meetings with key partners such as: PTA members, school staff, community development committee, water committee, municipality, MoE and MoH officers. Using local success and failure stories, make clear that the challenge requires effective partnership. Introduce lifecycle-cost basics, basic principles of work in partnership (R&R formalization, accountability, governance). Follow a participatory approach (e.g. jointly facilitated by MoE/MoH following induction by NGOs) so that participants, meeting after meeting, set up their own partnership arrangements and establish the level of formalization needed to operate reliably.

> Customize interventions on community strengthening

Adjust Community Strengthening activities to the particular weaknesses⁶⁹ of each system. Ensure that substantial hands-on training and follow-up occurs to diagnose weaknesses and address them. Just as the technical files illustrated the importance of a tailored approach to the hardware component,

⁶⁹ E.g. awareness level and mobilization issues, school leadership, PTA's administrative and financial skills, R&R formalization, needs prioritization...

require such a customized approach on these 'community strengthening'/local partnerships aspects of the program and define steps with corresponding indicators.

➤ **Establish engaging (playful) accountability and follow-up mechanisms**

Striving for accountability can cause tensions in communities and prove inadequate. Introducing accountability mechanisms in a playful context sparking the interest of all can be a great solution: good games and engaging activities help dissipate tensions but require clear rules. Explore the scope for inter-school competitions at program-scale, that embed WASH in schools challenges in the context of a game incentivizing all stakeholders (i.e. educational community, municipality, MoH and MoE officers) to meet their respective commitment to sustain project gains. For example, a game, covering multiple topics of interest for all stakeholders (e.g. nutrition, health, environment protection), would provide scope for private sector participation. Rolled over a two-year duration at least (to cover the 'vulnerability phase'), this game represents an energizing alternative to the generally lacking post-project follow-up and monitoring phase. It could provide the protracted stimuli needed to keep the momentum high and anchor behavior change for good.⁷⁰

➤ **Explore broader technical support mechanisms**

The influence of the community members trained in plumbing skills in El Salvador needs to be assessed. Their impact was uncertain during the evaluation since no reference to them was made during the visit of schools where their services were badly needed (e.g. broken tap, broken toilet float valve). Reflect on the broader role that water committees may play in some countries. In Nicaragua, through their recent legal status (2010), the scope of their mandate can be extended by municipal decree to cover the O&M of schools if that decision results from a consensus at community level, under the following rationale: community members are jointly responsible for school water management and sanitation and families have to contribute to school WASH services. Examine the risks of such an approach which overtly poses the question of the incapacity of the MoE to meet its commitments. Diluting the responsibility of the MoE can lead to disengaging them. Consider the circuit-rider model, which can be relevant for large-scale programs (> 500 communities). Cost of the service estimated at \$2-3/year/person can be covered partly through the water bill⁷¹ partly through subsidies.

⁷⁰ BPD and SeeSaw are currently exploring this mechanism

⁷¹ Not necessarily a good idea since, water tariff, the payment of which is already quite a difficult issue, should not support external services, such as the O&M of school facilities.

3.6. Component IV - Advocacy, Knowledge Management & Dissemination

3.6.1. Achievements

Table 22: Advocacy, Knowledge Management and Dissemination - Outputs and outcomes

Component IV: Advocacy, Knowledge Management and Dissemination	Targeted	Completed
Outputs:		
Regional workshop organized	2	2
National workshops organized	6	6
Bulletin with case studies and lessons-learned	2	2
Intervention database	1	1
Manual of Minimum Technical Standards	1	1
Manual of Implementation Strategy for WASH in schools	1	1
Active participation of governments in the program	3	3
Framework for national WASH in schools advocacy plans	1	1
Outcome:		
Mi Escuela Saludable SWASH+ positive impacts are known amongst key institutions of the government and civil society and the lessons learned are well documented and disseminated.	3	3
Key government institutions increase their participation in WASH in schools interventions in each country.	3	3

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As shown in Table 22, the objectives associated with the Advocacy, Knowledge Management and Dissemination component of the program were completed.⁷²

3.6.2. Activities, budget and timeline

Activities

The planned activities were grouped under knowledge management and dissemination activities on one hand, and advocacy work, on the other hand:

Knowledge management and dissemination: systematization, documentation, and dissemination of the experiences of the first phase of the SWASH Program. Documentation of lessons learned, case studies and key findings on appropriate technologies, typical costs, minimum standards for infrastructure and hygiene education, and validated methodologies and materials for hygiene education.

⁷² This component could not be rated as insufficient scores were collected to arrive at a value representative enough. Scoring was challenging for many of the interviewees who found it difficult to recollect precisely what the objectives of the component were and to what degree they were achieved. Arguably, the Secretariat of the MWA, based in Honduras, was in charge of this component, and that the implementing partners, given their focus on their direct implementation activities, were less focused on tracking progress on that component.

Advocacy: development of national SWASH advocacy strategies in the course of two workshops held in each country, with the participation of the implementing partners, government officials and international cooperation agencies such as UNICEF. Key steps in development of the advocacy plan: policy analysis, setting advocacy objectives, identifying advocacy targets, identifying allies, defining the message, selecting the tools, assessing resources needed, and planning for monitoring and evaluation (or outcome mapping).

Knowledge management & dissemination activities undertaken between March 2010 - July 2011 included:

- The organization of two regional workshops, which provided space for much sharing of experience.
- The publication of two bulletins with case studies and lessons-learned.
- The building of a very comprehensive intervention database
- The development of a manual of Minimum Technical Standards⁷³
- The development of the Manual of Implementation Strategy for WASH in schools

The principal advocacy activities undertaken during the program were:

- The formalization of the roles and responsibilities of the various public authorities involved in the program through the signature of Memorandums of Understanding,
- The official approval of Mi Escuela Saludable SWASH+ minimum technical standards.
- The production and on-line publication of an advocacy video for school WASH featuring interviews of the Minister of Education of Nicaragua, leaders at UNICEF and in Mi Escuela Saludable SWASH+, and students and teachers from several schools.
- The organization of school WASH advocacy workshops in El Salvador, Guatemala, and Nicaragua to discuss existing policies and identify short- and long-term actions that could strengthen school WASH conditions at the national level. In each country at least 40 people participated, representing NGOs, government agencies, and private sector organizations.
- The organization of follow-on meetings in each country.

Budget

The budget allocated to this component was \$100,000, that is 4.7% of the total budget.

Timeline

This component was often perceived by informants as an ongoing work, as part and parcel of a wider plan where still much potential lies. Indeed, for a good understanding of what was envisaged through this component during the program, it is essential to resituate the activities within the framework of the larger vision of MWA for Mi Escuela Saludable SWASH+. The Mi Escuela Saludable Mi Escuela Saludable SWASH+ program was launched in February 2008, and this evaluation regards the latest phase of the program, completed on July 31, 2011. At the one-year anniversary of the program launch, the MWA Secretariat led the development of a concept note presenting the vision on Mi Escuela

⁷³ It is the opinion of several stakeholders consulted that this manual could have been more thorough

Saludable SWASH+ over five years. With a target of full school WASH coverage in all the countries of the program, this concept note detailed objectives on knowledge management, and advocacy:

- Knowledge management (Years 2-5): to serve as a key tool for the advocacy component and show evidence of the positive impact of hygiene education and improved sanitary infrastructure in schools.
- Advocacy (Years 3-5): to enact Mi Escuela Saludable SWASH+ interventions as national policy for all rural, public schools in each country. This component requires experts or local consultants specializing in advocacy, awareness-raising, and advertising.

Thus, on both sub-components, and particularly on the advocacy side, the activities undertaken during this phase of Mi Escuela Saludable SWASH+ need to be viewed as the early step of a process building momentum and yielding increasing influence.

3.6.3. Key enablers and disablers

On the knowledge management and dissemination front, Mi Escuela Saludable SWASH+ produced a vast and very useful amount of information, which was well shared amongst partners and disseminated to the public by various means (workshops, reports, manuals, bulletins), and that constitute a strong capital of knowledge and information that will be of great use for all organizations concerned by WASH in schools, and will inform the next advocacy steps of the MWA. Generally speaking, the steps taken during this phase did not aim to achieve significant policy impact by engaging high-ranking decision-makers. Nevertheless, the program managed to spark some interest in the authorities and central level, and foster inter-agency collaboration, such as that between ANDA and MINED in El Salvador. Advocacy efforts were also productive at central level as far as the negotiation on norms for WASH in schools facilities was concerned.

In Nicaragua, the influence of the program at central level was manifested in the flexibility that FISE introduced in their norms regarding infrastructure design. Likewise, the fact that MoE seemingly plans to emphasize hygiene in its school monitoring plan is another sign of positive influence at central level. The formation of the inter-institutional WASH in schools committee was moderately successful: the MoH did not rally the other participant organizations (ANA, Mined, CRS and CARE) and the committee became inactive once the project was over. CRS and CARE jointly sparked a good dynamic at municipal and departmental levels but the influence at national level was questioned as MoE delegations were not even informed of the program by the central level administration (they became aware of it through the NGOs themselves, despite the signature of MoU at national level). A major constraint for the advocacy work in the country relates to the desperately high level of turnover in all the decision-making positions of the administration. The MoE was very open but there is much political movement - two new Vice-Ministers of Education during the 18 months of the program- and all is decided at the level of the President. Furthermore, local interviewees referred to a widespread deficiency in the administration consisting in avoiding formalizing agreements and institutionalizing decisions. In this context, to seek influence through advocacy in Nicaragua can appear almost as an aberration to some informants.

In Guatemala, the existence of a national board for healthy schools (CONAES)⁷⁴, established in 2000 by MoE and MoH with the support of UNICEF, has considerably facilitated the advocacy efforts at department and municipal level. CARE and particularly WfP managed to reactivate this bi-ministerial collaboration at local level. Many partners would welcome more ambitious advocacy objectives focusing on reawakening the existing framework at central level.⁷⁵ Arguably, a more or less direct influence of the advocacy work at national level is the interest of the media in the program: the TV program Edición Especial sponsored by UNICEF, broadcasted an hour long talk about WfP Mi Escuela Saludable SWASH+ work in Quiché, highlighting the processes at play and success factors. The work of the MWA on the minimum technical standards also contributed to increase the interest of public authorities in and acceptance of new designs and technologies (e.g. ferro-cement tanks, rainwater harvesting systems, compost-toilet).

In El Salvador, the SWASH commission formed under the program (and still active at the time of the evaluation) had some influence at the intermediary level of MoE and in some instances, at the top decision-making level, as with the Vice-Minister of MoH. In all cases, Mi Escuela Saludable SWASH+ definitely helped CARE familiarize itself with the workings of the MoE. A constraint is that the priorities of the MoE seem to be changeable: food, uniform, preparation against earthquake, etc. and all considered before hygiene. Mi Escuela Saludable SWASH+ thus had a positive influence in raising the awareness of the importance of water, sanitation and hygiene in MoE and MoH. Representatives from MoH importantly noted how critical water is for nutrition and recognized that there was an absence of any sort of training in schools on how to prepare food. Possibly an indirect result of Mi Escuela Saludable SWASH+ advocacy work, the press recently made public that the MoE has absolutely no strategic plan for infrastructure development at national level.

Table 23: Key enablers and disablers

Nicaragua	
<p>Enablers:</p> <ul style="list-style-type: none"> • FISE’s flexibility re. norms on infrastructure design • MoE willingness to emphasize hygiene in school monitoring plan • Dynamic participation of MoE at municipal and departmental levels 	<p>Disablers:</p> <ul style="list-style-type: none"> • MoH failure to join SWASH committee • MoE at central level insufficiently involved • Very high staff turn-over in all the decision-making positions of the administration incl. MoE • Reluctance to formalize agreements
Guatemala	
<p>Enablers:</p> <ul style="list-style-type: none"> • Establishment of National Healthy Schools Committee in 2000 by MoE/MoH facilitates advocacy efforts at department and municipal levels. • Medias’ interest in the program • Mi Escuela Saludable SWASH+ work on technical 	<p>Disablers:</p> <ul style="list-style-type: none"> • Useful yet dormant framework for biministerial collaboration at central level • Lack of resources to implement ambitious policy

⁷⁴ Often cited as exemplary at LA level, currently dormant

⁷⁵ That is most likely envisioned by the MWA as a further step of the advocacy plan.

standards raised interest of public authorities in new designs and technologies	
El Salvador	
<p>Enablers:</p> <ul style="list-style-type: none"> • SWASH commission formed under the program influenced MoE at intermediary levels • Mi Escuela Saludable SWASH+ raised awareness on the importance of water, sanitation and hygiene in MoE and MoH. 	<p>Disablers:</p> <ul style="list-style-type: none"> • MoE does not regard hygiene as a top priority: food, uniform, preparation against earthquake, come first. • MoE has no plan for infrastructure development.

3.6.4. Recommendations

➤ **Target more strategic levels**

Focus advocacy work at a more strategic level now that a relevant body of information is available and analysis and strategy has been developed and validated by NGOs, field level officials and teachers. Use the convening power of the most influential and experienced program partners and better market/promote the workshops organized to attract the high-ranking officials whose participation is essential if effect on policy is sought.

➤ **Improve information systems**

More effective information systems are urgently needed in all three countries to assess needs and progress, engage in evidence-based advocacy, and learn from successes and mistakes. In Guatemala schools were on the MoE selection list that did not have real needs whilst others facing critical sanitary conditions were absent from the list. The same occurred in Nicaragua: the MoE does not have a proper knowledge of the state of each school regarding the existence and conditions of WASH infrastructures, which affect the efficiency of all programs and limits the potential use of the generated information. NGOs can be instrumental in helping the public sector gather and manage the information and in training.

➤ **Monitor WASH in schools at MoE level**

To lower the risk that the success or failure of projects depends on the motivation of local teachers or the director, foster the development and implementation of a WASH in schools norm in MoE at central level. It will include a set of indicators used by MoE officers as part of their monitoring routine and taken into account to calculate the performance indicators of teachers and directors.⁷⁶ This also implies training supervisors on WASH issues, providing them incentives to monitor these additional indicators (see above recommendation on accountability). Improving their mobility and resources is likely to be needed to achieve an effective supervision and a minimum of visits per year.

⁷⁶ UNICEF recent WASH in Schools MONITORING PACKAGE publication will be a valuable guidance

In Guatemala, support the development of WASH in schools norms and standard designs (probably at the level of the inter-ministerial commission CONAES⁷⁷). Explore with MoE and MoH ways of harmonizing their monitoring systems and linking of their statistics. Strengthen a national-level network supporting the WASH in school agenda to put pressure on MoE/MoH for such institutional development.

In Nicaragua, where the MoE has expressed interest in emphasizing hygiene in the monitoring of schools, an important opportunity exists to support the development of these indicators, their integration in the monitoring process and the training of supervisors. Explore the relevance of linking WASH in schools with the “Hygiene and Cleanliness of the Working Environment” theme put forward by the President.

⁷⁷ National Commission for Healthy Schools.

3.7. Previous Phases of Mi Escuela Saludable SWASH+

3.7.1. Background

In 2007 CARE Nicaragua started building and rehabilitating school WASH facilities through the PASHE program (Spanish acronym for SWASH). In 2008, CARE-PASHE was incorporated into 'Mi Escuela Saludable Mi Escuela Saludable SWASH+', the new initiative formed by MWA, which pursued the same objectives for the schools of Guatemala, Honduras, El Salvador and Nicaragua. The first phase of Mi Escuela Saludable SWASH+ Central America was funded by GWC (The Global Water Challenge), CRS, WfP, CARE and was followed by the second phase, funded by TCCF and IDB, and which is the focus of this evaluation.

The greatest challenge of WASH in schools projects is known to start beyond the project timeframe, once the NGOs leave the school and educational community to their own devices. Properly using and maintaining WASH facilities, keeping the school environment clean and ensuring that hygienic behaviour prevails, and particularly that pupils wash their hands with soap at critical times of the day, proves to be very difficult in most schools. The reasons for that have been described at length in the previous sections of this report. Although WASH in schools programs of all sorts and sizes have been implemented on all continents for the last two decades, very little information has been made public as to their medium or long-term impact. This is certainly because such *ex post* evaluations have been extremely rare.

The evaluation of this Mi Escuela Saludable SWASH+ phase has provided the opportunity to take a glance at the sustainability of the previous phases, by visiting a number of schools that benefitted from WASH in schools interventions several years ago.

3.7.2. School visits

Table 24: Schools visited which benefitted from previous SWASH phases (unannounced visits)

Country	NGO	Department	Municipality	School name	Year of intervention
Guatemala	WfP	Quiché	Santa Cruz del Quiché	Cruz Che III	2008
Guatemala	WfP	Quiché	Santa Cruz del Quiché	Chusiguan	2009-10
Nicaragua	CARE	Matagalpa	Matagalpa	Waswalí Abajo	2009-10
El Salvador	CARE	Chalatenango	San Francisco Morazan	Parvitas	2009-10

Time constraints did not allow the reviewer to visit sufficient schools of the previous phase to allow for a representative sample of previous interventions. As shown in Table 24, four schools from previous SWASH phases were also visited, representing 11.4% of all the schools visited. In Guatemala, two schools from previous phases were closed and could not be visited (Patzcocon and Chocoja in San Antonio Ilotenango, Quiché) and the same happened for one school in El Salvador (Ojos de Agua, San Rafael, Chalatenango).

The results presented below have no statistical significance whatsoever. They represent nonetheless rather rare and thus very interesting information on the sustainability of WASH in schools initiatives, and in this particular case Mi Escuela Saludable SWASH+, which has followed a state-of-the-art

approach, much inspired by the work carried out by IRC and UNICEF on the subject. For additional information on each of the four following schools, refer to the table in Annex 5.

Table 25: Previous phase schools - Scores

Country	NGO	School name	Hardware	Hygiene	Community Strengthening
Guatemala	WFP	Cruz Che III	9.5	9	9.5
Guatemala	WFP	Chusiguan	8.5	8	8
Nicaragua	CARE	Waswalí Abajo	4	3.5	5
El Salvador	CARE	Parvitas	9.5	9.5	9

As Table 25As Table 23 showed, in three of the four schools visited, the sustainability of the WASH in schools intervention implemented several years ago was excellent. The very high scores attributed to three of them (following the same methodology as for the other schools) reflect the high quality and functionality of the infrastructure built by the projects, the anchoring of hygiene behaviour, and the capacity of the educational community and local stakeholders to cope with the regular, preventative and corrective maintenance of the systems.

What these three schools have in common is a strong leadership, a relatively high cohesion and a shared commitment towards WASH in the staff team. These qualities were noted to be lacking in the fourth school, which totally failed to sustain project gains. An account of the visits follows:

The first school of a previous phase visited was **‘Waswalí Abajo’, a peri-urban school in Matagalpa Nicaragua**. The state of its infrastructure, built about 2 years before the visit was substandard: broken taps, deteriorated latrine superstructure (corrosion of iron sheets), broken ventilation pipes, badly fissured concrete pit, complete lack of cleanliness, bad odors, etc. No toilet paper was provided and no soap was available in this large primary school counting over 300 pupils. Not one of them was observed washing his or her hands at the only remaining tap during the whole recreation time. From the understanding derived through conversation with the staff, IDB supervisor and a MoE officer, the lack of leadership at school level (recent shift of the director apparently) and prevailing vandalism in a very challenging socioeconomic environment are probably two of the main factors that can explain the downward spiralling path the school has been following as far as WASH is concerned since the end of the project. This was indeed a grim example of very short-



Figure 23: Broken tap stand in Waswali Abajo, where project gains were rapidly lost

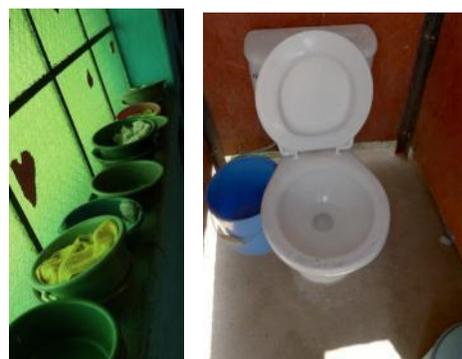


Figure 24: Cruz Che III School, Quiché, Guatemala, exemplar in all aspects.

lived project gains.

The following school visited was **Chusiguan, in the peri-urban zone of Santa Cruz del Quiché, in Guatemala**. The school yard and classroom were very clean and the composting (ecological/dry) toilets were successfully being operated and maintained three years after project implementation (despite initial hardships, particularly with the youngest pupils). Five out of the ten toilets were 'at rest'. The compost is typically given to a neighboring farmer who uses it as a fertilizer for his maize crop. This school demonstrates sustainable on-site sanitation. The day of the visit, the pump of the well was out of operation and the director was waiting for a community member to install a brand new pump purchased with MoE funds. Meanwhile the school used its metered connection to the municipal water supply system. Children of certain age groups only were observed hand-washing with soap as they left their classroom at recreation time. They made use of buckets and sorts of tippy-taps improvised with 2 litres plastic bottles (the tap-stand was out of operation due to the broken pump). Hygiene behavior varied amongst children depending on age groups (and teachers' involvement clearly). The context is rural, almost peri-urban. In addition to the positive leadership of the director and the enthusiasm of some teachers, a key success factor is the fact that the implementing NGO continues to visit the school on a frequent basis, providing support on hardware as well as software issues (including hygiene education).

Cruz Che III, Quiché, Guatemala benefited from a WASH in schools intervention 4-5 years before the visit. Located in a very rural setting, it offered a beautiful example of a nearly perfectly sustainable WASH in school project. The whole water supply (shallow tube well and intermittent gravity fed network plus ferrocement storage tank) and sanitation (flush toilets and biodigester) infrastructure was in perfect condition, well maintained, fully operational (but undersized given the stark increase in the number of pupils). The maintenance of the biodigester is done frequently and satisfactorily: the dry sludge is used as fertilisers by a neighbor. All children have got their 'hygiene box' with soap, toothpaste and brush (offered by sponsors). 40% of all children bring their own toilet paper. Hand-washing with soap is mandatory twice a day and notably before food/recreation time. There is clearly a stable routine regarding the cleaning of facilities and a good use of the education materials in the hygiene corner (these didactic tools to routinely promote a number of hygiene behaviors including hand-washing with soap). Despite the absence of support or follow-up from the NGO since the end of the project, and in spite of the rapid turnover of teachers (the director had to train all new teachers in hygiene promotion), the director managed to keep a very positive dynamic in the school as far as WASH issues were concerned. The school seemingly won the challenge: project gains have been secured for good. There was a good transfer of practices towards the community (about 10 shallow tube wells and 26 latrines built). The participation of parents and the community development committee were instrumental to the success of this project.



Figure 25: Clean, well operated (albeit ash missing) and maintained ecological toilet in Chusiguan, Quiché, Guatemala

The fourth school, **Parvitas, Chalatenango, el Salvador** benefitted from a WASH in schools intervention about 3 years before the visit. Parvitas is located in rural El Salvador. It is another example of a small school which successfully sustained the project gains to a high level: fully functional infrastructure (rainwater harvesting system with massive storage tank, pit latrines), very clean school (classroom, kitchen, watsan facilities) and availability of soap and toilet paper. Hand-washing with soap is mandatory before snack/recreation time and pupils also developed the habits of washing hands after using the latrines. At the time of the visit, the pump was not working, and a mechanic was supposed to come on the next day or so. The pump was easily mended by the IDB supervisor during the visit.

3.7.3. Comment on findings

It might be tempting from these four visits to derive conclusions regarding the sustainability of SWASH interventions, but as explained above, this sample is not representative enough. In light of the observations made, over 35 schools throughout the entire evaluation, it seems rather clear that this 4-school sample provides an embellished and optimistic picture of Mi Escuela Saludable SWASH+ sustainability. Two of the four schools visited have benefited from regular follow-up of the implementing partner post-project. This characteristic, a key factor of success, is not present in all schools of the prior phase. Also, another of these four school is very small (i.e. one classroom and one teacher only), which is not representative of the average school size. It can be reasonably assumed that the evaluation of a larger sample of school of the previous phase would have shown less sustainability of the program, unfortunately. Nonetheless, this picture carries a lot of strength and hope: it demonstrates that high levels of sustainability are achievable, that the technologies used in the latest phase have demonstrated their appropriateness and sustainability. Critically too, it confirms that despite economic poverty, making toilet paper and soap available for pupils each day of the year is within reach, and that the leadership and cohesion of school staff are fundamental.

4. ANALYSIS OF THE DIFFERENT INTERVENTIONS

4.1. Implementing Partner Background

For most stakeholders of the program, including IDB, the NGO partners and the public authorities at central and local levels, this phase of Mi Escuela Saludable SWASH+ represented in many aspects an innovative work experience, with a set of new challenges for all. This section briefly presents the background of the implementing partners, examining in particular their risks and motivations in relation with the program, first generically as a group and then specifically as individual organizations. First of all, the program timeframe was considered to be too tight by all implementing partners, right from the beginning, but their difficulty in covering their costs of operation over a longer period motivated them to define such a constraining schedule. That pressure associated with the timeframe was compounded by the fact that the program involved much collaboration with the public authorities. Local NGOs had often a relatively limited experience of working with ministries at central and local levels, and occasional collaborations had made them aware of the risks of

administrative blocks and project stagnation with such partners.⁷⁸ The budget breakdown in the various components of the program, emphasizing construction activities relative to software activities⁷⁹, and the monitoring framework, putting the emphasis on access put pressure on NGOs. Given the timeframe, there was the risk to fall out of tune with their own vision and essence, by adopting more of a supply-driven approach than following the demand-driven participatory empowering model with which they identify themselves. Whilst NGOs are more used to work through grants paid in advance and to justify the expenditures made, the relationship with IDB was contractual⁸⁰, with payments based on deliverables. Due to their unfamiliarity with such form of relationship, NGOs felt under pressure and generally focused on delivering the most tangible outputs, underlining hardware as a priority. According to interviewees, the selection process also put NGOs in tension with their philosophy: the capped cost/pupil criteria automatically favored large, easily accessible schools at the expense of the most remote and marginalized communities, the traditional beneficiaries of these NGOs⁸¹. These risks were perceived by CRS, CARE and WfP, and as key informant put it: “There was some tension between staying who we are and delivering the objectives”. From the Bank’s perspective, this selection process was needed to ensure efficiencies and to increase the number of beneficiaries. As for the capped cost per pupil criteria, it was based on the data provided by the implementing partners and was actually only a problem for CARE Nicaragua that made a mistake in calculations.

Water for People were engaged in a process of evolving their approach, putting increasing emphasis on the quality/level and sustainability of service. This was not served by Mi Escuela Saludable SWASH+ and its relatively antagonistic emphasis on access to infrastructure and number of beneficiaries.⁸² Another risk for WfP (shared with the Bank) was to concentrate exclusively on schools to the neglect of other community projects⁸³, but that risk was mitigated by the fact that WASH in schools projects are good entry points to work with communities. Furthermore, at the beginning of 2008 WfP had defined the target of 113 schools to complete in four years. Mi Escuela Saludable SWASH+ was making it possible to exceed this target. WfP see themselves as pioneers and experimenters and they feared that the timeframe and heavy workload associated with the program would leave no space for experimentation with new designs and approaches. Yet Mi Escuela Saludable SWASH+ allowed the introduction of a number of pilot-tested technologies (rain water harvesting, composting toilets, ferrocement storage tank, PVC urinals) providing scope for WfP to put

⁷⁸ In El Salvador, mistrust prevails between public authorities and NGOs, the latter fearing that the former take all the credit for projects. In Nicaragua, the public authorities tend to mistrust NGOs on the basis that they generally operate in a completely uncontrollable way, outside the official institutional framework. Also NGOs are not always familiar with the local political timeframe and influence of election cycle.

⁷⁹ Given the budgets associated to the Hardware and Hygiene Promotion components. However, 50% of the total budget was allocated to software components, a significant part of which was used for the MWA-led Advocacy component.

⁸⁰ As explained in section 1.2.3. this was the only option available for the Bank to execute a regional infrastructure project and cover the level of salaries required by the implementing partners.

⁸¹ This was required by Bank to ensure efficiencies and number of beneficiaries.

⁸² WfP would have liked to transfer to other countries the PEC (Community Executed Projects) approach they had developed in Honduras. See Footnote 74 too.

⁸³ That risk was rather limited given the *initial* 1-year duration of the program.

their learning into practice. By the same token, the expertise and capacity of WfP in SARAR was going to be instrumental in the program. Whilst staff expertise was not considered a problem at all, capacity was, particularly in the context of the withdrawal of WfP Honduras from the program (see section 1.2.1). WfP Guatemala had to absorb the number of schools planned for Honduras⁸⁴, and the team in Santa Cruz del Quiché found itself in charge of a total of 65 schools. It was felt that the load was too heavy, particularly given the ambitious approach that was planned. The local team, relatively small, could not expand as quickly as needed, partly because of an internal policy imposing a staff turn-over cap of 8%. The understaffed team nonetheless managed to establish a profitable collaboration with ACDIS, a small local organization, which engaged full-time staff in the program.

CARE, despite the challenges posed by Mi Escuela Saludable SWASH+ from the start, could build on a number of assets including: their previous experience in WASH in schools work, their capacity to work efficiently with contractors to build facilities, and complementarities with the Mi Cuenca program. The latter proved providential in Guatemala, as CARE joined Mi Escuela Saludable SWASH+ because and only when CRS withdrew, with much less time to prepare. As further constraint, CARE Nicaragua was experiencing an internal restructuring. Administrative capacity was strained: the number of projects had almost doubled in three years and the administrative capacity had not grown correspondingly. Previous experiences of CARE El Salvador with the public authorities had been constrained by the fact that no direct collaboration with the ministries were allowed by the First Lady, who led the initiative. The overall Mi Escuela Saludable SWASH+ initiative represented a novel experience for CRS Nicaragua, as their work had tended to focus on food security. In that respect, Mi Escuela Saludable SWASH+, thanks to the tutoring of MWA provided a great opportunity to learn quickly about WASH in schools. The complementarity with the 'Mi Cuenca' program was strong in Nicaragua: 16 of the 26 schools belonged to communities covered by Mi Cuenca, where a lot of community strengthening work and hygiene promotion activities was planned. In practice, Mi Escuela Saludable SWASH+ was almost considered as a sub-section of Mi Cuenca.

4.2. Comparative Analysis of the Various Types of Intervention

4.2.1. Three distinct approaches

The differences between the approaches of the three NGOs, presented in Table 26, only appeared to IDB *a posteriori*, once the collaboration with the MWA had been established. This was perceived by IDB as an extra opportunity to learn from this novel type of partnership: indeed a comparison of the processes adopted by each partner would allow the identification of those that are demonstrably more adaptable. IDB was particularly interested in deriving learning on how to increase sustainability in its public partnerships using existing institutional structures (health officer, education officer, supervisors...) and playing with innovative and effective twists with community (to increase ownership, to spark and sustain behavior change). A clear limitation to such a comparison however

⁸⁴ This probably resulted from the fact that funds were shared equally amongst NGOs. Distributing them according to actual needs (unserved school) may have reduced the workload of WfP Guatemala.

was that there was never a baseline in the countries to actually evaluate carefully the variations between the three models.

Table 26: Implementation approaches by NGO

MWA member and country	Water and Sanitation Infrastructure	Hygiene Promotion Program
CARE El Salvador and Nicaragua	Led by CARE, contracting construction services locally	Led by CARE
CRS Nicaragua	Led by local NGO partner (FIDER and CARITAS)	Teachers lead after being trained by local NGO partner
WfP Guatemala with a geographical concentration of all its operation in Guatemala in the department of Quiche	Led by local NGO partner trained by WfP and with strong support of the Municipal Govt. The Municipal Govt. contributes with the skilled labor and the community with the unskilled labor. A contract between WfP and the Community is signed before activities are initiated.	Teachers lead after being trained by MOH health promoters trained by WfP

Water for People

Seeking greater involvement of the Municipality, under the rationale that municipalities are legally obliged to provide access to water and sanitation services to their constituencies⁸⁵, is one of the principles that distinguished the approach followed by WfP. WfP thus signed an agreement directly with each municipality and required their contribution to the construction of the facilities by providing skilled labor.

Yet, forging strong collaboration with municipalities is often challenging. The option was risky, particularly given the short timeframe of the program: in an estimated 60% of the cases, the workforce provided by municipalities was not sufficiently skilled or incentivized. This affected the quality of the work to such an extent that IDB required WfP to add supervisors (WfP replaced some of the municipal staff). Another principle guiding WfP’s approach was to maximize the opportunities provided by Mi Escuela Saludable SWASH+ to build local capacities to address local deficits in construction and supervision skills. Thus, WfP trained masons on ferrocement skills and chose to rely on small manufacturers to produce the metal doors of the facilities. Since local capacity did not exist to produce 300 doors, several small workshops were required to contribute to that effort. This was a source of administrative and logistical complications and consumed a lot of resources. By the same token, WfP tried to involve the communities as much as possible, despite the fact that a full Community Executed Project following the approach developed in Honduras could not be implemented. WfP thus required the community development committees to contribute by bringing unskilled labor and construction materials, including gravel, sand, and more elaborated elements such as wooden beams. In many cases the committees brought ill-adapted material, bad quality wood, untreated against parasites, which failed to meet IDB requirements. This also cost WfP much time to

⁸⁵ This is not the case in El Salvador, where water and sanitation is not legally a municipal obligation.

change the beams. Water for People finished building the facilities at the very end of the extension period, 18 months after the start of the program.

CARE

The approach of CARE Guatemala was distinct in that they sub-contracted the construction of the facilities to a contractor (who managed a total of five teams) and bought the metal doors from a single manufacturing company based in Questzaltenango, outside the area of intervention. They were reluctant to work with the municipality and did not seek their support, favoring the collaboration with the MoE, which is officially responsible for the condition of schools. CARE also required much less input from the community. They put emphasis on building the facilities on time and added an extra \$45k to the budget allocated to the infrastructure to ensure the quality of all facilities. The resources made available for the software component (e.g. number of staff, means of transport, educational material) were very limited in comparison, which had an impact on the outcome. In Guatemala, CARE finished on time, just one month beyond the initial timeframe. In El Salvador, CARE directly managed the works (resources, material and workforce) and only delegated the pumping systems, electricity and water treatment devices. Overall, in the three countries CARE appeared to be less embedded in the communities and not as well connected to local institutions as WfP and CRS.

Catholic Relief Service

CRS' approach is characterized by the fact that they traditionally work with a range of local partners well integrated in the social fabric. In the case of Mi Escuela Saludable SWASH+, CRS decided to work with FIDER and CARITAS. This approach guaranteed a great local presence and connection with communities. Drawbacks included their dependency on sometimes limited skills. For instance, FIDER and CARITAS were relatively inexperienced in contracting and failed to include warranty clauses in their agreements with contractors to cope with defects.

4.2.2. Influences beyond the type of approach

Staffing and individual styles matter

In development programs of the scale of Mi Escuela Saludable SWASH+, the influence of the culture of partner institutions and the approach they foster is important but the approach taken by the individuals involved matters a lot too. Sometimes the differences between NGOs had as much to do with team members and individuals as with the intervention model: in Nicaragua, contrasting leadership styles between CARE (more directive) and CRS (more flexible) influenced the efficiency of IDB supervision, without affecting its effectiveness, however. The diplomatic skills, motivation, and relationships of NGO staffs and of their precise interlocutor at government (municipality, MoH, MoE) often determined to a good extent the success of the collaboration between NGO and the public authorities, and the speed at which things were moving, rather than the actual development approach of an NGO.

Institutional situation

In addition to the type of approach chosen by and the type of people working within an organization, unexpected events met during the project can have some influence on the outcome, particularly given the relatively small size of the NGOs involved. In Nicaragua, for instance, CARE's social component staff was replaced by a much less experienced person, who did not manage to undertake the significant amount of critical work that, by the end of the project, had accumulated on the Hygiene Promotion and Community Strengthening activities. O&M guides were not delivered to some schools. In addition, a car accident considerably reduced the mobility of the team during the end of the project, precisely when more time was needed for follow up on both soft components. Also, CRS depended on the human resources management of their partners, and one of CARITAS staff left her work unfinished, which affected the soft component (an enthusiastic officer from MINED basically came and replaced her).

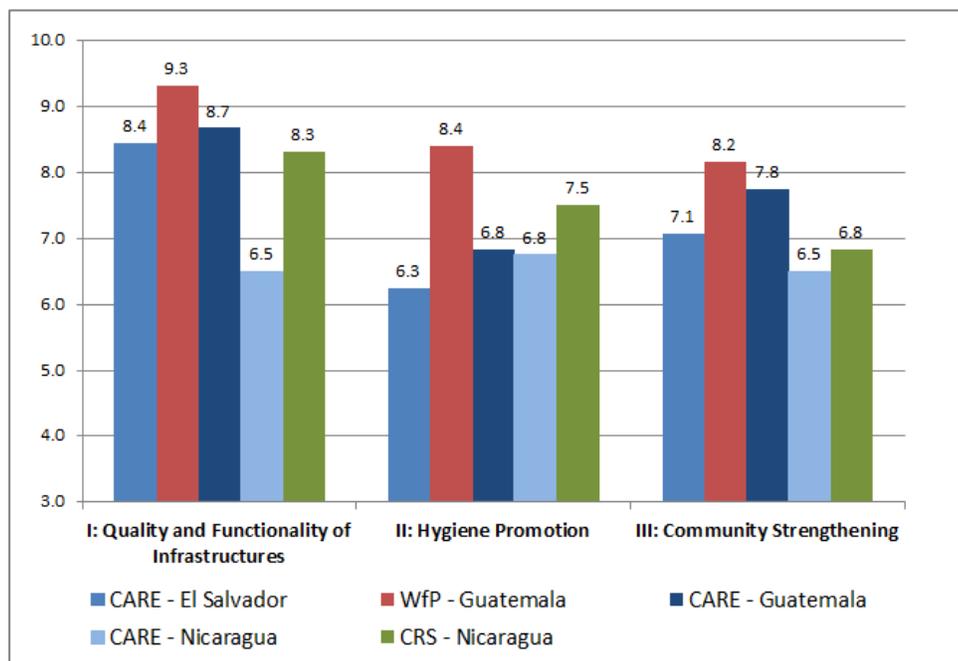
Local context

Also, as mentioned already, a comparison of the work of the various partners solely based on their approach is not realistic as it fails to take into account variations in the context. There are, for instance, significant socio-economic differences between San Marcos and Quiché and distinct expectations from the communities, notably in terms of technology types. Also, a constraint faced by WfP in their intervention zone was the difficulty in attracting qualified workers given the small size of the facilities to build, the short duration of the building phase, and the high geographical dispersion of the construction work. This problem did not exist in the other regions of the program. Arguably too, there is more modernism, and more individualism, as well as a greater erosion of the natural authority of teachers in San Marcos than in Quiché, where the community developer role of the teacher is more alive. These differences probably call for some adjustment of the approaches to local conditions. Given the relatively higher state of social fragmentation in San Marcos, increased attention on the software and community strengthening component would be advised.

4.2.3. Comparison by component

The scores calculated to rate, for each school, the level of achievement per component at Y+1 allow for a comparison between the interventions of the different NGO partners of the program (see Graph 1). It is tempting to seek definite conclusions on the merits and flaws of each approach based on this graph.

Graph 1: Comparison of the level of achievement of Mi Escuela Saludable SWASH+ components one year after project completion



As explained above, such conclusions are hard to reach for a number of reasons, which have to do with the absence of baseline data, the difference in context and various other influences which become relevant in relatively small scale projects as Mi Escuela Saludable SWASH+. Several comments need be made nonetheless regarding this graph:

- A general trend shows a gradual decrease in the level of achievement when moving from component 1 to component 2 and 3 of the program. This reflects the greater challenge posed by the software aspects of the intervention.
- Whilst all NGOs obtain high scores on the first component, WfP achieves the highest. Interestingly, this is not thanks to the superior quality of the infrastructure they built (CARE tended to build more robust, higher quality structures) but because the functionality of these facilities was generally much greater, and notably because a greater number of taps and toilets were in use (and not broken or stolen). The more frequent follow-up visits of WfP to the schools during the project and after its completion can partly explain this difference⁸⁶. CARE Nicaragua's lower score reflects the limited number of schools (2) considered in the sample and the fact that the infrastructure in both schools were of inferior quality due to lower concrete compaction as a result of the postponing of construction phase during the wet season.
- WfP also reaches the highest score on Hygiene Promotion, which coincides with the observed emphasis put by the NGO on this component, the higher quality of their expertise and know how in the promotion of educational tools and participatory approaches and the greater resources invested on this component (e.g. better trained staff, extra funding to support follow up).

⁸⁶ WfP used some extra funds to finance this more follow-up

- The two NGOs active in Guatemala show the highest scores on Community Strengthening, which is probably due in part to the relative reliability and functionality of the official COCODE community development committees. Levels of participation during and after the project was higher in Quiché than in San Marcos overall.
- The scores of CRS Nicaragua, greater than that obtained by CARE Nicaragua on both Hygiene Promotion and Community Strengthening, probably partly stem from the greater presence of CRS's local partners (FIDER and CARITAS) close to the communities and the greater emphasis put on these components, notably through a higher complementarity with the Mi Cuenca program.

Again, with regard to the efficiency of the interventions, it needs to be reminded, which this graph fails to do, that WfP required 18 months to complete their objectives while CARE managed to achieve their goal almost within the initial 12-month timeframe⁸⁷.

4.2.4. Sustainability and scalability

The three NGOs have different traditions, philosophies and levels of commitment as to software aspects. WfP at the global level seeks to increasingly focus on level of service rather than on number of beneficiaries. They have a solid commitment to sustaining the work on the software aspects, and notably on hygiene education.⁸⁸ This high concern for sustainability also tends to reflect on their long-term presence in their areas of intervention. This more permanent action is a source of credibility and the links they forge with local institutions are good. This helped them convene meetings, organize high impact world water days, and organize the collaboration with MoE and MoH officials. This concern for sustainability is also manifest in WfP's commitment to monitor the school facilities annually. The follow-up that ensues (although beyond the project timeframe) has obviously a great impact on schools.⁸⁹

While WFP's striving for heightened engagement of the municipality and community and developing local skills is very meaningful from a development perspective, it was hardly compatible with the constraints associated with the time limitations and contractual modalities of this Mi Escuela Saludable SWASH+ phase. The approach itself proves sustainable as long as presence is guaranteed post project.

There is a tradeoff between efficiency and level of operation. CARE, through their pragmatism, were extremely efficient, effectively meeting the targets specified in the Result Matrix of the program.

⁸⁷ It needs to be reminded too that WfP 'delivered' the greatest number of schools, by far.

⁸⁸ Through their hygiene corner approach, a success, and their close collaboration with the health officers

⁸⁹ WfP staff check that new directors or COCODE members have all the information and training needed to meet their SWASH+ responsibilities. The school visits confirmed that this follow-up/monitoring routine was taking place, and school staff expressed how such presence strengthen their motivation to sustain project gains

5. LESSONS LEARNED ABOUT THE PARTNERSHIP

5.1. Program Relevance

5.1.1. Level of ambition and realism

The program, through its objectives undoubtedly met a critical demand in the region, and shed light on an area much neglected by the public authorities, where needs are huge and where potential gains for society as a whole are vast.

Regarding the level of ambition and realism of the program, the position of IDB was rather conservative and pragmatic: IDB acknowledged that behavior change is an impact which exceeds the timeframe of the program and a wider outcome for which an impact evaluation was not budgeted. The Bank more realistically aimed to set in place the conditions for success, notably by putting greater emphasis on the software component (Hygiene Promotion and Community Strengthening). The means of this ambition were probably not sufficiently reflected in the budget breakdown and results matrix. The ambitious timeframe was actually defined by the NGOs themselves. They were not imposed restrictions on them but clearly their constraints associated with operational costs led them to define this ambitious timeframe, which was reasonable when considering the hardware side and number of school facilities to build⁹⁰, particularly in Nicaragua and El Salvador. Yet, from the perspective of the other components of the program, the timeframe was much less realistic and reasonable considering the level of collaboration planned with the public authorities, the risks of delay and the impact on the educational component, and the density of the approach adopted by certain NGOs.⁹¹

Although IDB and MWA have an extensive knowledge of the regional context, it was reportedly hard for them to anticipate the risk of such a bottleneck at government level as the one associated with the delays on the signature of MoUs and official approval of technical files. Thanks to the planning phase of each component and the collaborative work, risks were correctly evaluated as far as hardware and educational activities were concerned.⁹²

5.1.2. Relevance for *Mi Escuela Saludable SWASH+* partners

MWA and NGOs

The program was also very relevant for the MWA and NGO partners (they had the vision of it in the first instance, and so the design of the program made great sense to them), however, as described in section 4.1., given the timeframe, there was a risk for NGOs to drift away from their core vision and essence, by adopting more of a supply-driven approach than following the demand-driven

⁹⁰ Suggested by the NGOs

⁹¹ Since it was a contractual agreement the NGOs had to assume personnel costs due to delays, exchange rate risks and others.

⁹² NGOs took a calculated risk to engage in this second phase of the program with IDB, acknowledging the opportunity to provide IDB, an important actor, with direct and meaningful experience in school WASH programming, an area that had been historically insignificant in country loan programs.

participatory empowering model they identify themselves with: “there was some tension between staying who we are and delivering the objectives”. NGOs are increasingly responsive to sustainability issues and more willing to be held to account for the sustainability of the infrastructure they install. CRS, CARE and WfP have endorsed the Sustainability Charter (see <http://washcharter.org>). In that respect, Mi Escuela Saludable SWASH+, which aimed to set in place the conditions for success, but left the sustainability challenge very much in the hands of the local stakeholders and government, probably demonstrated a level of ambition towards sustainability much below the expectations of some NGOs.

TCCF

Mi Escuela Saludable SWASH+ represented a great opportunity for The Coca-Cola Foundation (TCCF), an initiative that matched very well their strategy for social and environmental sustainability. Besides the interest of TCCF in the nature of the program, the prospect of a collaboration with IDB was very attractive: TCCF would be able to leverage their funds with the Bank, regarded as a honest broker with much proximity with the public sector. It would be possible to take advantage of IDB’s financial platform and rules of procurement. Significantly too, TCCF would make the most of IDB experts in all three countries, a critical presence in the field expensive to achieve otherwise.

IDB

Mi Escuela Saludable SWASH+ was fully compatible with two key institutional mandates of IDB that emerged from the Bank’s realignment process in 2007: (i) a commitment to strengthen its presence and strategic alliances with private and civil society partners, and (ii) a renewed emphasis in the water and education sectors. The IDB Water and Sanitation Division had been recently established, with a strong drive towards forging multi-sector partnerships fostered in collaboration with the Office of Outreach and Partnerships (ORP), which was actively encouraging the leveraging of funds and knowledge. The Water division quickly became a pioneer and most proactive in the work with the ORP. This phase of Mi Escuela Saludable SWASH+ was a result of the vibrant institutional environment.⁹³

IDB was seeking (and continues to seek) opportunities to partner with non-traditional donors. TCCF was a great candidate with significant financial capacity and much willingness to participate in a philanthropic project not necessarily in the vicinity of their bottling plants (a requirement for IDB as well as TCCF’s charitable status). Mi Escuela Saludable SWASH+ was one of the many projects (amongst other projects dealing with microfinance, financing of environmental services, social inclusion of informal recyclers, community water management) that ended up in the pipeline of the Water Division, as a result of a stakeholder mapping exercise. Yet, working with the MWA offered

⁹³ In this context, IDB was developing new financial instruments to optimize their alliances with non-traditional partners in the water sector. Aquafund, (2008), which provides investment and technical assistance grants, is a product of this work. However, AquaFund’s Investment Grants came to exist in 2010, after the approval of SWASH+ however. AquaFund resources can be used for technical assistance, policy and capacity development, knowledge creation and dissemination, project preparation and community pilot projects. National, sub-national, and local government entities, water and sanitation service providers (public, private, mixed-capital, cooperatives), and academic and research institutions are eligible. NGOs may be eligible at the request of governments.

several advantages: it provided a rare opportunity of working with the three major US-based water NGOs and presence in various countries of the region. Working with the MWA also guaranteed much visibility for IDB. Furthermore, the MWA and TCCF had previously worked together.

Mi Escuela Saludable SWASH+ was strategically meaningful for IDB, supporting both the rural component of its Water and Sanitation Initiative and the Early Childhood Development (ECD) area of the Bank's Education Initiative. The program was also consistent with several ongoing and upcoming interventions.⁹⁴ Aside from all these incentives to engage in Mi Escuela Saludable SWASH+, there were also a number of limitations to the participation of IDB in Mi Escuela Saludable SWASH+. From a certain perspective, indeed, WASH in schools interventions can be quite controversial for IDB, as spending funds to reach rural communities and serving schools *only* can be deemed less cost effective as an approach. This dilemma was solved easily however when emphasis was put on Mi Escuela Saludable SWASH+ as an opportunity to derive lessons feeding into an integrated rural watsan approach addressing schools as a subcomponent of wider community programs.

5.2. Effectiveness of the Program Structure

5.2.1. Partnership mechanisms between IDB, TCCF and the MWA

Of the relevance of the MWA during implementation

The MWA played significant roles in the program: they were a principal source of inspiration and architect of Mi Escuela Saludable SWASH+, and undertook the regional coordination. Other aspects of the contribution of MWA during the program were much appreciated: tutoring and providing active support to the NGOs, the Secretariat of the MWA led the advocacy work and all the Knowledge Management and Dissemination activities. All donors and implementing partners acknowledged the quality of the work undertaken to systematize and share information and experiences amongst countries.⁹⁵ A drawback of the MWA, from a donor perspective, was principally the additional cost and the administrative weight such an umbrella organization represented, justifiable only when a regional project is desired. While the fundamental input of the MWA in the design phase of Mi Escuela Saludable SWASH+ is obvious for all, the strategic relevance of this additional centralization layer during program implementation has been questioned by some. In particular, it is argued that the adjustment of the implementation mechanisms and decision-making are made at local level, and that in this context, the regional platform represents a source of administrative complication. While such a regional platform is immensely beneficial to donors like TCCF, it is less of necessity for IDB. The latter, already present in every country rather focus its relatively scarce donations in one country to attain greater efficiencies and reach more beneficiaries. The Bank strongly values the regional dimension of cross fertilization of the program but prioritizes operational software components (such

⁹⁴ Mi Escuela Progresiva and Programa de Agua y Saneamiento para el Desarrollo Humano in Guatemala; Water and Rural Sanitation in El Salvador; and Municipal Social Investment Program in Nicaragua.

⁹⁵ Exchange between NGOs could have been greater however: CARE El Salvador quickly achieved their targets (more limited – 15 schools) and were out of sync with the other countries: their small team dissolved quickly once the objectives were attained, thus limiting exchanges. That limited the extent to which experiences and models could be shared and tested.

as community strengthening and hygiene promotion) to increase the sustainability of the systems and of project gains.

Of the contractual nature of the partnership

When the project was structured between the IDB and the MWA in 2009, the IDB had not yet approved the Investment Grant (IGR) product category, thereby only having the Technical Cooperation (TC) product category available for non-reimbursable grants. Two partnering mechanisms exist for the implementing partners of IGR or TC grant, which apply to NGOs. In the first case NGOs are designated as the project's Executing Agency (EA), in the second case the Bank assumes the role of EA and hires the NGO on a contractual basis based on deliverables. As an EA, an NGO is responsible for administering the resources on behalf of the Bank and conducting all procurement processes. Although this is often the preferred modality for similar types of projects, it was not the method selected for this particular project because: i) it involved detailed reporting requirements every six months which, for a regional project that involves infrastructure and is implemented by different partners would be lengthy and cumbersome; ii) regional projects can not be housed in country offices, but rather at IDB's HQ where there is little support for EA supervision; and iii) the IDB has very stringent limits on how much funding can be used to cover salaries of EA's existing staff (a condition the MWA expressed they could not fulfill). Due to all of these requirements, provisions and limitations, it was agreed by all parties that the MWA would be hired on a contractual basis under a lump sum amount based on deliverables, rather than designated as the project's EA.

This contractual relationship was new both for the MWA and IDB and both were interested in learning from that experience. It quickly appeared to all that this arrangement was not going to be ideal to account for the social nature of much of the work involved in Mi Escuela Saludable SWASH+. Several informants expressed that NGO staff felt that this contract was putting them in the shoes of consultants meant to deliver a number of tangibles at a given time, as if producing and assembling the different parts of a bridge.

The agreement had a private-sector orientation, which in many respects was an advantage for all in that it fostered efficiency and effectiveness. The supervision ensured quality control. All of this provided positive stimuli for the implementing partners. Yet, this private-sector orientation failed to take into account certain aspects of the intervention, namely that the program brought together processes of all sorts (construction, behavior change, social organization, administrative processes involving close collaboration with the government), which all have their own dynamic. A huge amount of very diverse agendas and activities needed to be dealt with at the same time. Also, the results-orientation of the program inhibited the ability of NGOs to experiment, which was a key aspect of this pilot program: the contract pushed towards achieving wide access and demonstrating the capacity for high value-for-money intervention, but more flexibility would have been required to foster innovation and to let NGO partners express the full diversity of their approaches.

5.2.2. Program procedures

Reporting requirements (quarterly and final reports) were deemed normal by partners, and the procurement policies for the acquisition of works, goods and services, while occasionally the source of extra delays (as in the case of the bidding procedure imposed on CARE in Guatemala to hire their

contractor) were manageable. As for the technical and operational requirements specified in the Implementation Manual of the program, these were deemed very logical, meaningful and excellent processes albeit overwhelming, in particular with regard to the technical files.⁹⁶ The result matrix was found useful, providing an overall picture of the project but insufficient to reflect the complexity of the project.

The monitoring system put excessive emphasis on infrastructure (one of the several conditions for sustainability only) at the expense of Hygiene Promotion and Community Strengthening. The absence of baseline data on hand washing with soap and the proper use of latrines prevented an assessment of improvement on these indicators of hygiene behavior. The monitoring framework was also skewed towards a quantitative analysis of the program, which is possibly partly the result of the 'statistical' requirements of IDB and TCCF (understandably concerned with access and *numbers* of schools and beneficiaries in the first place).

The partnership paperwork (MoU) formalizing the relationships with the authorities took too long to get signed (from two to six months) and did not produce the effect they were intended for. IDB expected to hold the government accountable through the initial Plan of Operation and these agreements, but through the course of the program and beyond, the influence of these documents can be questioned. IDB assumed that NGOs' compliance with the norms would also motivate government accountability. They were accountable for the effective spending of TCCF funds and put extra efforts in ensuring a good technical and financial supervision. Overall, this drive for accountability from IDB combined with the focus of the MWA on diligently following the letter of the contract led to excessive formalism, as manifest in the exaggeratedly long (150-200 pages) and complex technical files.

5.2.3. Supervision and coordination

Local supervision by external consultants

The local supervision, undertaken by external consultants recruited by IDB was consistently regarded by NGO staff as a success factor for the program. This supervision was of a great support to the implementing teams, providing them with help and suggesting corrections to avoid mistakes. They represented a real quality control for NGOs. In Guatemala, for instance, the lab analyses of the metal used for building facilities demanded by the supervisor helped WfP identify which material to buy and where to source them. Requirements of supervisors were deemed appropriate as well as the frequency of their visits. The technical files gave rise to slightly different interpretations of requirements across countries. Some NGOs were more or less flexible as to adjustments of content or form, which was occasionally the source of friction with IDB external consultants.

All three external consultants recruited by IDB had a civil engineering background, which influenced the nature of their supervision and the relative importance of their focus on each component of the program. A greater emphasis was put in el Salvador and Guatemala on the details of the construction of the infrastructure (the civil engineers' comfort zone) than on the quality of the processes and tools used on the Hygiene Promotion and Community Strengthening components.

⁹⁶ See section 3.2.2.

In Nicaragua, the need for the supervisor to have her own means of transport was stressed, both as a means to avoid using busy NGO vehicles and as a way to allow unannounced visits. Also, it would have been fruitful for the sake of harmonizing the approaches and level of expectations to have a common induction workshop for all three supervisors prior to the launch of the project and have them start on time, rather than several weeks later.

Coordination between donors and within IDB

No problems were reported by IDB and TCCF regarding the quality of their coordination. At country level, the involvement of IDB experts varied across countries: the input of the expert in el Salvador was appreciated, both on technical issues and advocacy-public relationships with the authorities. In Nicaragua, the effectiveness of the supervision contracted by the IDB allowed to treat most execution matters with the involved institutions and/or on-site, in coordination with the IDB Specialist. In Guatemala, the input of the water expert was minimal, notably as a result of his replacement during the course of Mi Escuela Saludable SWASH+. The communication with the external consultant was affected, probably as a consequence of this.⁹⁷ The overall impression is that the program, although a very interesting and complex pilot initiative, was rather small in terms of budget, and thereby not of sufficient interest to local experts. The intense commitment and effectiveness of the coordination at IDB Washington were often mentioned. The change of staff which occurred at this position reportedly occasioned some delays as a result with momentary slow-down in communications.

5.3. Recommendations for Partnership Structure with NGOs

> Keep strengthening Public Sector – NGO partnerships

IDB and their partner countries in Latin America have to make the most of the existing capacities in all sectors. NGOs have historically demonstrated a very relevant role in WASH in schools projects and in the rural water and sanitation sector. Their added value is particularly noticeable on sustainability issues. Through their community outreach, mobilization and capacity building skills, they manage to achieve levels of community ownership and service sustainability that the private sector and the public authorities fail to attain on their own. The type of relationships and level of collaboration that IDB has fostered with the public sector and NGOs is relatively new but establishing these bridges, strengthening such alliances and making them more effective is required.⁹⁸

> Foster private-sector practices in NGOs

NGOs traditionally operate with a certain level of autonomy and flexibility, which they require as a space to operate effectively, producing their added value through experimentation, creatively piloting new approaches and technologies etc. Yet, they need to be accountable, correctly supervised and overseen, if strong collaborations are to be developed with the public sector. The current trend is to

⁹⁷ For instance, the supervisor was only made aware of the 6-month extension period granted to the MWA through the NGO themselves

⁹⁸ In El Salvador, mistrust prevails between public authorities and NGOs, the latter fearing that the former take all the credit for projects. In Nicaragua, the public authorities tend to mistrust NGOs on the basis that they generally operate in a completely uncontrolled way, outside the official institutional framework

instill more private, business-like practices in the NGO sector. The fact that several NGO staff expressed their appreciation of some aspects of the contractual relationship and supervision of SWASH is the expression of this shift, which pushes NGOs to be increasingly accountable and concerned with the value for money of their interventions.

➤ **Create space for negotiating partnership structures and mechanisms**

The Water Division of IDB, in the definition of their future programs, can propose incentive measures, in agreement with the beneficiary country, to collaborate with NGOs. Although countries are not necessarily demanding more partnerships with NGOs, this is desirable. Appropriate partnership structures and mechanisms need to be found and negotiated. That is basically BPD's credo: *stakeholders involved in such multi-sector alliances need to dedicate more time preparing the space in which their partnership will operate.* A more rigorous analysis and then negotiation of the scope, objectives, resources, and structure governing partnerships is essential for success. That is valid for all kinds of alliances formed around WASH in schools, rural or peri-urban community water supply initiatives.

Particularly when considering large scale programs, building on the lessons-learned of pilot initiatives, and brainstorming / negotiating these partnership issues with the relevant actors is worth dedicating time to. A general recommendation thus, in the context of scaled-up WASH in schools work, government-led and possibly addressed as a sub-component of an integrated community watsan approach, is to convene series of workshops to jointly reflect on these issues, understand the perspective, resources, constraints of each actor, envision scenarios with different breakdown of R&R, identify possible accountability mechanisms and governance structures, and initiate some negotiations. Participants would be the relevant stakeholders of the different sectors (public, private, civil society, ...) of the considered country (ies).⁹⁹

5.3. Institutionalization

5.3.1. Institutional change in partners or associated institutions

Mi Escuela Saludable SWASH+ has been a significant learning experience for Water and Sanitation Division of IDB. It represented a great opportunity to learn about various facets of working in multi-sector partnership. IDB acquired a massive amount of knowledge on the theory and practice of WASH in schools interventions. This has helped IDB view schools from a different perspective: not as an additional water user in the community but as a complex institution, which needs to be addressed through a specific strategy constituting the subcomponent of an integrated community watsan approach. That learning has been useful in the design of a more recent, large scale collaboration with Mexico, focusing in part in the improvement of WASH conditions in schools.¹⁰⁰

⁹⁹ BPD has extensive experience in the conduct of such workshop and is now incorporating WASH in school and environmental protection themes into the standard framework which traditionally focused on community watsan.

¹⁰⁰ In Jan 2011, IDB announced that Jan 11, 2011 Mexico will invest \$600 million to improve water, sanitation and hygiene in rural communities and public schools. Two IDB loans will help bring potable water to 630,000 people, upgrade sanitary infrastructure in 20,000 school properties, and reduce water-borne illnesses among 1.3 million students

Thanks to the visibility of the MWA and Mi Escuela Saludable SWASH+, that last phase of the program apparently also had a positive influence on the way national and international NGOs perceive the largest source of development financing for Latin America and the Caribbean. The image of IDB's Water Division has benefitted from the pilot nature of Mi Escuela Saludable SWASH+, the institution being probably viewed as interested in experimentation and exploring new approaches.

The program was also a great opportunity for all NGO partners and the MWA (see section 4.1.) and some of these organizations were transformed as a result. In all three countries, CARE expressed their satisfaction for having reawakened or developed their working relationships with public authorities, notably in the development of educational material for national use. In Guatemala, CARE enthusiastically refers to a change of paradigm in their relationship with the MoE, through particularly cordial and efficient collaboration at departmental level. As a result of the program, more collaboration between NGOs and the Government can be expected.

In El Salvador a new phase of Mi Escuela Saludable SWASH+, implemented by CARE, is also about to start with funds from the central government. In Guatemala, Mi Escuela Saludable SWASH+ has supported the updating of the National Healthy School Strategy established in 2000. A public policy has been developed to implement the National Strategy but not signed by the two Ministers due to lack of funding to implement it. There may be an opportunity here for IDB to combine with an existing program.¹⁰¹ In Nicaragua, the learning in the departmental delegations of the MoE was significant as much in terms of the approaches and tools used by NGOs as in terms of the types of infrastructure they build. There has clearly been solid progress at the local and departmental levels between government and NGOs, but huge resistance and a lack of interest persist at central level. Relationships remain very fragile between the central government and NGOs at central level, and Mi Escuela Saludable SWASH+ has not dissipated the mistrust that prevails between the two.

5.3.2. Replication or scaling-up

The program demonstrated that WASH in schools work is very relevant, relatively cheap, and cost-effective because the impact is important and immediate. It has been a positive experience for TCCF who envisage funding a similar initiative in the region in the near future (to be confirmed). As mentioned before this experience of the Mi Escuela Saludable SWASH+ program has been very useful for IDB to formulate larger-scale school WASH interventions in Mexico and South America.

In Guatemala, Helvetas (a leading Swiss Development Organization) is building upon the efforts of Mi Escuela Saludable SWASH+ and supporting the MoE by strengthening the Hygiene Promotion components in the schools of San Marcos department.

Mi Escuela Saludable SWASH+ also had some influence on COSUDE's on-going WASH in school program in Nicaragua. The Swiss Agency for Cooperation and Development participated in very rich exchange with IDB, notably through workshop and in-depth conversation with INE/WSA. They extensively revised Mi Escuela Saludable SWASH+ documentation as part of a wider review of

¹⁰¹ Also, IDB staff in Guatemala City referred to some constraints with a 100 M\$ program financed to support schools (infrastructures, WASH facilities, teaching). Apparently, the agreement was signed 3 years ago and the MoE has spent 30% but failed to organize properly. The program is at a standpoint as a result.

WASH in schools experiences to date. COSUDE particularly learned about the risk of a major bottleneck associated with the degree of involvement of the MoE at central level and the delays occasioned at this level. This has led COSUDE and the government to agree on processing and revising project information taking school clusters as unit of work.¹⁰² This is likely to considerably simplify the approval process. The downside is that it implies establishing a catalogue of precise standard design¹⁰³, the development of which represents a significant body of work.¹⁰⁴ COSUDE's work with the MoE confirms the deficiency of the latter who remains slow and have delayed the signature of a wider agreement with the government and that concerns all water and sanitation activities. Another constraint is that WASH in schools is a fragmented topic in the MoE, a theme for which responsibility is distributed in the various MoE branches: COSUDE principally works with infrastructure, but they will work with the educational branch on Hygiene Promotion issues.

The COSUDE's program components - hardware, hygiene promotion, and community strengthening - are technically very close to those of Mi Escuela Saludable SWASH+. Some variations are notable in terms of the actors in responsible for each components. Whilst the Hygiene Promotion and Community Strengthening components are undertaken, as in Mi Escuela Saludable SWASH+, by an NGO partner¹⁰⁵, the hardware component is held under the responsibility of the municipalities, who build the facilities. The lack of availability of soap and toilet paper are also considered as a central issue, and the strategy is to use the hardware component as much as possible as a tool to convene meetings and foster the establishment of multi-stakeholder arrangements addressing the questions of these essential consumables. COSUDE's program will make use of Juanita y la Gotita Educational tool, as part of FECSA, a comprehensive framework product of a very recent inter-agency effort supported by COSUDE. FECSA has been validated during a workshop and might well be adopted as a national policy in the future. In addition to these components that are common with Mi Escuela Saludable SWASH+, COSUDE has added a Multiple-Use of Water component to promote low-cost micro-irrigation as well as a Watershed Approaches Awareness Raising component.

The program will have to be executed within a very short timeframe dictated by requirements of financial disbursement. The school selection process puts emphasis on poverty, existing contacts, demand, commitment to contribute and the creation of multi-stakeholders arrangements (as a response to the rather less definitive conditions that result from the shared responsibility and free education principles).

¹⁰² (5 clusters of 40-50 schools) instead of individual schools (200-240 schools). Clusters are formed at municipal level so five municipalities will be involved.

¹⁰³ MWA developed minimum norms, not a catalogue of precise standard designs

¹⁰⁴ Notably considering the variety of existing norms, WHO etc. and the national norms, which should prevail although they might need to be adjusted, particularly with regard to access for disabled persons and water provision quantities.

¹⁰⁵ Not yet selected at the time of the evaluation. Also, concerning NGOs, the platform/commission set up by SWASH+, which they used to collaborate with other stakeholders, seems to be dormant, according to Reto Gruening (COSUDE), who participated in its launch.

ANNEX 1: DATA COLLECTION TOOLS

Output	Definition	Data collection tools
1. Background, context, and recommendations	Historical context: clear description of the structuring process of the Project between MWA and its implementing partners, TCCF and the Bank; brief description of previous phase	Document review Interviews
2. Evaluation of the Program	Assessment of the expected outputs and outcomes as defined in the Result Matrix compared with those effectively accomplished through the project. Comparative assessment between the proposed versus executed program activities, budget and timeline. Analysis of the causes that inhibited the program from reaching those objectives, as well as proposal of potential solutions to be taken into account when structuring and funding similar projects in the future.	Document review Interviews Observations Questionnaire
3. Lessons Learned about the Partnership	Analysis of the effectiveness of the program's structure, including: the partnership mechanism between IDB, TCCF and the MWA; coordination between donors; reporting requirements; technical and operational requirements specified in the IM; flow of approvals; local supervision; internal coordination between IDB's Water and Sanitation Division (INE/WSA), country offices, external consultants, TCCF, implementing partners, R&R, local authorities and the Bank. Recommendations for partnership structure for future Bank programs with NGOs.	Document review Interviews
4. Analysis of different Interventions	Comparative analysis and assessment of the institutional capacity of each of the implementing partners; strengths and weaknesses of their intervention models in terms of quality of the infrastructure, costs, community participation, water supply and sanitation, efficiency of interventions, community appropriation, and hygiene behavior change. Determination of the sustainability and scalability of each of the interventions.	Document review Interviews

ANNEX 2: EVALUATION FRAMEWORK

The evaluation framework is voluntarily very comprehensive in its design. As the evaluation unfolds, certain themes however proved more relevant and are explored in greater depth.

A. PROCESS

1. Context

Introduction

Project aims, intervention area, background (incl. previous phase)

Project initiation

Where did the demand for the project come from and how did the different partners / stakeholders come together? How was the project area selected?

What different options were considered to address the objectives (incl. intervention approaches)? How did the strategy build on the learning derived from the previous phase?

What was the process that structured the partnership between MWA, TCCC and IDB? What drove the negotiations/decision-making? (on resource allocation, roles and responsibilities, monitoring and evaluation, etc.?)

2. Project partners/ stakeholders

Key actors, roles, objectives & incentives

Who was involved in or influenced (positively or negatively, formally or informally) the delivery of the project? How were decisions taken about who to involve?

What skills, resources and experience did they bring to the project (both tangible and intangible)? What underlying interests, incentives or risks promoted or inhibited these contributions?

How did the three approaches followed by the implementing partners differed in terms of the R&R of local stakeholders. In each case, what underlying interests, incentives or risks promoted or inhibited these contributions?

Was there a contribution to the project (beyond the financing) from the Mi Escuela Saludable SWASH+ global partners (TCCC, IDB, MWA). Is there a direct link between the project (and expected achievements) and the strategy of IDB or TCCC at the local level?

Was capacity building an important component of the project? Is this perceived to have been successful? Is there any evidence to suggest so? Have roles shifted (intentionally or not) as a result?

Involvement of Community and School Stakeholders

How has the project incorporated the interests, needs, contributions of the community and school stakeholders (staff, PTAs, management committees, pupils)?

What input have communities had in decision-making (planning, budgeting, implementation, measuring success)? What contributions have they made to the project (financial, in-kind)? Is there evidence of a sense of community investment in the project?

How did existing community water and sanitation management structures influence the project? What are the linkages between community school WASH and community WASH management systems?

(As per 2.1.d above) Was the role of the community intended to change over time? How successful has this been?

3. Project accountability

Has the wider environment (political, legislative, security, environmental, regulatory, etc.) guided or constrained the project? Similarly have cultural factors influenced the delivery of the project? How have project partners responded to these influences?

What sort of 'project paperwork' (MoUs, formal agreements, contracts) underpins the project? What are the terms, conditions and structures that ensure partners deliver on their commitments? [Did partners deliver on their commitments?]

Were there any procedures of the overarching Mi Escuela Saludable SWASH+ program that influenced the delivery of the project? (e.g. coordination between donors, decision-making, procurement, funding, reporting requirements, flow of approvals, local supervision)

How did the operational and monitoring frameworks (as specified in the Implementation Manual and Results Matrix) influenced the program?

How in practice have project partners taken decisions, provided and absorbed feedback, and resolved grievances (at program level, at school level)? Were there any points in the delivery of the project (where something happened or didn't) that significantly influenced the project?

What effective was the coordination between TCC, IDB and MWA?

How effective was IDB's internal coordination: between IDB's Water and Sanitation Division (INE/WSA), country offices, external consultants, TCCF and implementing partners?

B. IMPACTS

1. Objectives and achievements - overview

What were the actual achievements of the project? Were project objectives as defined in the Result Matrix achieved? Rate them by country and or implementing partners depending on your knowledge (Rating scale: 1 and 5, whereby 1=significant scope for improvement, 3=satisfactory, 5=excellent progress).

	General:	Nicaragua :		Guatemala:		El Salvador:
		CARE:	CRS:	CARE:	WfP:	CARE:
I. Water supply and sanitation	-	-	-	-	-	-
II. Hygiene Promotion	-	-	-	-	-	-
III. Community strengthening	-	-	-	-	-	-
IV. Dissemination and political influence	-	-	-	-	-	-

In hindsight, do partners perceive that the objectives were: Realistic (within timeframe, budget, etc.)? (rating) Sufficiently ambitious? (rating) Sufficiently resourced? (rating) Did they include full life-cycle risks and costing (as best as could be predicted)?

Are partners confident that the overall program is value for money (economical, efficient, effective)? (rating)

Were there any changes in direction as a function of design, budget, partners, “competing” activities of other actors, etc.? In hindsight, could these have been handled/negotiated/ analysed differently?

Were there complementarities to be built on with other programmes / projects?

How do the three approaches followed compare in terms of achievements, timeline and value for money?

2. Outputs and Outcomes – In-depth assessment

Cf- School questionnaire in section C.

3. Sustainability of project gains

How has sustainability of the project been defined by project partners? Using this understanding, what is the likelihood of the project and the project benefits being sustained? Does it differ according to the approach followed (Ratings)?

What barriers might there be to achieving sustainability (economic/financial, social, environmental, governance/political)? Who is responsible for ensuring sustainability? How does the choice of one approach vs. another one affect sustainability?

Are partners confident that metrics used reflect clear progress on objectives? In hindsight would other indicators more accurately reflect sustainability objectives of the project?

4. Institutionalization

What evidence is there of institutional change brought about in partners or associated institutions as a result of the project?

What evidence is there of any replication or scaling-up by the partners or others?

What impact, if any, has the project had on policy?

What impact, if any, has the project had on projects in other sectors?

What are the strengths and weaknesses of the various approaches as far as replicability scaling-up are concerned

5. Recommendations & lessons learned

Are there any specific recommendations as a result of this analysis for project stakeholders?

Are there recommendations as to the structure of partnerships for future programs of IDB with NGOs?

Are there any broader lessons (including the type of approach) for similarly styled projects as a result of this analysis?

C. School Questionnaire

The questionnaire used during schools visits also covers a wide spectrum of issues and offers the possibility to explore various dimensions, ranging for instance, from access to water and sanitation to the practice hygiene behavior and from O&M of WASH facilities to linkages between the school and the community. In practice, this 2-page questionnaire was used as a compendium of potentially important issues to tackle through observation and with the informants present on site (e.g. school staff, pupils, PTA members, neighbours). School visits focused, as a priority, on the questions directly relevant to the goals, objectives and indicators of the Results Matrix.

Fecha:	Hora:	País:	ONG:	Fase:
Dpto.:		Municipio:	Escuela:	
1. Acceso al agua				
1.1. Infraestructuras normas, # de llaves, sitio, discapacitados y mas jóvenes				
1.2. Fuente Dispo., funcional(días/sem/mes) ,penurias, trae agua de o a casa				
1.3. Cantidad, Calidad Normas,carencias, frec, eficiencia				
2. Acceso a saneamiento				
2.1. Infraestructuras Normas, # baños, sitio, acceso diferenciado, luz				
2.2. Uso de baños % desglose por usuarios				
2.3. Higiene y tratamiento Eliminación heces, limpieza				
2.4. Papel higiénico Disponibilidad, uso, carencias				
2.5. Manejo desechos solidos Medios, frecuencia, eficiencia				
3. Higiene				
3.1. Contexto de la enseñanza Grados, programa, modulo especial; extra-curricular (ej. clubs); Informal Material didáctico, temas				
3.2. Maestros Todos, algunos, actores externos, entre alumnos, rotación, involucramiento de todos? Motivación, frenos				
3.3. Conocimientos y Practica Evidencias; momentos críticos,				
3.4. Lavamanos Dispo., sitio, tiempo muerto				
3.5. Jabón Disponibilidad, mecanismos provisión				
4. Operación y mantenimiento				
4.1. O&M Guía				

Disponibilidad, uso, check-list	
4.2. R&R, incentivos, influencias R&R O&M y toma de decisión Actores ext (MdE, MdS, Gob, sindic, comités) y int. (docentes, alumnos; padres) rotación	
4.3. Aseo de baños Resp., frecuencia, rotación	
4.4. Vaciado de fosa Resp, frecuencia, eficiencia	
4.5. Insumos Disponibilidad, mecanismos	
4.6. Problemas y reparaciones Tipo de problemas, impactos, reparaciones, costos, actores	
4.7. Finanzas Fuentes fondos, presupuesto	
4.8. Priorización Desglose presupuesto, decisión	
4.9. Planes de desarrollo Escolar, incluyen WASH?	
5. Vínculos SWASH – comunidad WASH	
5.1. A nivel técnico operacional Infraestructura compartida, encargado del mantenimiento	
5.2. Apropiación y responsabilización	
5.3. A nivel financiero: Via cuota del agua comunitaria	
5.4. Transferencia de conciencia hacia la comunidad Lavado de mano, saneamiento, tratamiento de agua	
6. Mi Escuela Saludable SWASH+	
6.1. Nivel de satisfacción	
6.2. Productos Infrae., capa. higiene, Guía OM	
6.3. Proceso Involu., particip, feedback, timing, apoyo durante y después	
6.4. Rendimiento de cuentas Cumplimiento, quejas, transp.	

ANNEX 3: SCHEDULED INTERVIEWS AND FIELD VISITS

List of informants

The table below lists the various informants who were interviewed before, during and after the country visits. A number of interviews were undertaken prior to travelling to Central America with key informants to gain an overall understanding of the program and partnership and an outline of some of the key issues. A great number of informants were of course met and interviewed, although generally very informally, at school level during field visits (typically the director, teachers, pupils and parents). These interviewees are not included in the list below. This list does not include the three IDB supervisors, Raquel Porras, Vilmer Merida and Jorge Ancheta, who were nonetheless essential informants before and during country visits.

A final set of interviews were undertaken after a preliminary analysis of the results, once the field trip was completed. The purpose of these interviews was generally to confirm, refine or refute hypotheses and insights resulting from the prior data collection and analysis processes. In some instances, key informants that had not been available before or during the country visits were contacted at this time.

List of Informants

PRELIMINARY INTERVIEWS		
	Name	Org
	Silvia Ortiz	IDB Washington
	Nelson Estrada	IDB El Salvador
	Mark Duey	WfP
	Diana Betancourt	Mi Escuela Saludable Mi Escuela Saludable SWASH+
	Paola San Martín	Mi Escuela Saludable Mi Escuela Saludable SWASH+
	Rafael Callejas	MWA
	Eduardo Romo	TCCF Mexico

INTERVIEWS DURING COUNTRY VISITS		
	Name	Org
Nicaragua	Maria Esperanza Gonzales	MINED Esquipulas - unit director
	and Denis Antonio Lumbi	MINED Esquipulas - municipal delegate
	Paulo Mungia	Caritas, Matagalpa – coordinator
	Lic. Macario Peralta	MINED Estelí – departmental delegate
	Yvette Morazán	Ex-CRS (Mi Escuela Saludable SWASH+ software) now WfP
	Carols Lopez	Ex-CRS (Mi Escuela Saludable SWASH+ hardware) now WfP
	Lic. Guillermo Castro	MINED Matagalpa - municipal delegate
	José Alfredo Montenegro	MINED Matagalpa - technical officer
	Tatiana Perez	Ex-CARE (Mi Escuela Saludable SWASH+ hardware)
	Juan Adrian Rivera	CRS – Manager of Mi Escuela Saludable SWASH+ and Mi Cuenca
	Nelson Moraga	CARE Matagalpa - Manager Mi Escuela Saludable SWASH+ and Mi Cuenca
Guatemala	Roelio Alberto Fuentes	DIDEDUC San Marcos – Planning Director
	Luiz Chávez Perez	MINEDUC Supervisor - Ixchiguan
	Amilcar Miron	CARE - Program Manager
	Eldin Moscoso	CARE - Mi Escuela Saludable SWASH+ hardware
	Nancy Barrios Soto	CARE - Mi Escuela Saludable SWASH+ software
	Pedro Macario Vicente Lobos	MINEDUC Sta Cruz del Quiché – Educational officer
	Orlando Urizar	MINEDUC San Andres Sajcabajá – Administrative technical Administrator and school supervisor
	Edgar Fajardo	WfP - Director
	Eduardo Diegez	WfP - Mi Escuela Saludable SWASH+ hardware
	Reina Pelico	WfP - Mi Escuela Saludable SWASH+ software – Community strengthening
	Aura Cuc Guarcas	WfP - Mi Escuela Saludable SWASH+ software – Health & hygiene

BPD Water and Sanitation - Ex Post Evaluation of SWASH+

	Cristobal Perez	WfP - Mi Escuela Saludable SWASH+ software – Community strengthening
	Ing. Navarete	IDB Guatemala – Water and Sanitation
	Ing Armando Godines	IDB Guatemala – Education expert
El Salvador	Sonia de Alvarado	MINED – Infrastructure Division
	Mario Antonio Mejita	MINED – Infrastructure Division
	Nelson Estrada	IDB El Salvador

INTERVIEWS POST-COUNTRY VISITS		
	Name	Org
	Hubert Quillé	IDB Nicaragua
	Arely Reyes Reynado	Ex-CARE El Salvador
	Reto Grueninger	COSUDE Nicaragua

ANNEX 4: LIST OF SCHOOLS VISITED AND DATES

Country	NGO	Department	Municipality	School name	Previous phase	Date of visit	
Nicaragua	CRS	Matagalpa	Esquipulas	La Danta		05/03/2012	
				El Porton		05/03/2012	
		Estelí	Estelí	Santa Cruz		06/03/2012	
				Las Ánimas		06/03/2012	
				La Cañada		06/03/2012	
	CARE	Matagalpa	Matagalpa	Waswalí Abajo	Y	08/03/2012	
				Waswalí Arriba		08/03/2012	
				Tejerina		08/03/2012	
	Guatemala	CARE	San Marcos	Ixchiguan	Ventana Santa Rosa		12/03/2012
Buenos Aires						12/03/2012	
Tacana				Cuá		13/03/2012	
				Nueva Reforma Sujchay		13/03/2012	
				Canibalillo		13/03/2012	
WfP		Quiché	Santa Cruz del Quiché	Panajxit II		15/03/2012	
				San Antonio Ilotenango	Xoljip		15/03/2012
					Chitun		15/03/2012
					Area urbana/vespert		15/03/2012
			San Andres Sajcabajá	Chotacaj Zona 6		15/03/2012	
				Chiboy		16/03/2012	
				Tucunel		16/03/2012	
			Santa Cruz del Quiché	Chicoxop		16/03/2012	
				Chorecales		19/03/2012	
Cruz Che III		Y		19/03/2012			
Chusiguan		Y	19/03/2012				
Cafeteras			19/03/2012				
El Salvador	CARE	Chalatenango	San Rafael	Las Brisas		21/03/2012	
			El Paraiso	Calle Nueva		21/03/2012	
				Cerro Partido		21/03/2012	
			Tejutla	El Cortez		22/03/2012	
				Salitre		22/03/2012	
			La Reina	Potrerrillos		22/03/2012	
			San Francisco Morazan	Parvitas	Y	22/03/2012	
			Nueva Concepción	Los Chilamates		23/03/2012	
Tejutla	Copinolito		23/03/2012				

ANNEX 5: SCHOOL VISITS

The table below sums up in a relatively compact way the essential observations made during the visit of each school. The information is categorized using the first three components/objectives of Mi Escuela Saludable SWASH+:

- **I-WASH infrastructure,**
- **II-Practice of Hygiene Behavior, and**
- **III-Community strengthening**

For each school, a score is associated with each component (see top-right cell for more information on this rating system). Ultimately defined by the evaluator, each score results from a careful analysis carried out by the evaluator, the accompanying IDB supervisor and MoE official (when possible) once the school visit completed. A Likert-scale, ranging from 1 to 10, was used, which included the following items: 1: very bad, 5: ok and 10: excellent. The final scores were systematically the product of a consensus (or very near consensus) between the two or three parties involved.

Clicking on the folder icon in the sixth column ('Previous phase') will open a Picasa photo album on an Internet browser.

The last column (Extra comments) is used to add notes that may refer either to the specific school or to the regional or national context.

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
Nicaragua	CRS	Matagalpa	Esquipulas	La Danta	N - 	05/03/2012	10	<p>Near perfect, access for disabled, gender specific.</p> <p>The old latrines are used by the members of the community during public meetings (e.g. voting centre during elections)</p>	9	<p>Toilet paper and two types of soap are available, cloth available. Toilet paper and soap are partly bought through MoE and partly through parent's contribution.</p> <p>Very clean environment. Pupils are in charge of cleaning the facilities (whilst parents were initially supposed to do it).</p> <p>Children make good use of the facilities.</p>	6.5	<p>Very good community participation during construction. The municipality built a drainage channel as a prerequisite to the project. A protective wall was built too. Participation of parents is more limited now however (50% of them contribute and they are more passive). Prevalent vandalism and theft are a problem.</p> <p>PTA almost totally changed since last year without transfer of knowledge. No knowledge of maintenance procedure for septic tank.</p>	<p>RI, RII and RIII in the upper row refers to "Rating" (from 0 to 10: 1: very bad, 5: ok and 10: excellent) of the following components:</p> <p>I: WASH infrastructure (quality of construction and functionality)</p> <p>II: Practice of Hygiene Behavior (cleaning of facilities, hand-washing with soap, anal-cleansing) and</p> <p>III: Community strengthening (participation during the project and to project sustainability).</p>
Nicaragua	CRS	Matagalpa	Esquipulas	El Porton	N - 	05/03/2012	4	<p>Well-built, with access for disabled, and gender specific.</p> <p>Yet half of all taps and most toilet flushing systems are broken, the vegetal filter (secondary treatment) is unused.</p>	1	<p>Despite daily cleaning by children on a rota basis, facilities remain terribly dirty due to complete neglect and vandalism.</p> <p>There is no toilet paper, soap, nor cloth available in the school.</p>	3	<p>The low level of community participation was only made possible through the intense effort of the former PTA president.</p> <p>Critical lack of community ownership and lack of leadership (passivism) from the director. Commuting teachers fear confronting the director who fails to convene regular meetings.</p>	<p>The school was actually selected by the municipality (political motivation?).</p>
Nicaragua	CRS	Estelí	La Trinidad	Santa Cruz	N - 	06/03/2012	8.5	<p>Well-built facilities, with access for disabled, and gender specific.</p> <p>Leakage in the pipe of the tapstand as it passes through the wall</p>	10	<p>Great state of cleanliness and hygiene throughout the school (yards and premises). Very effective and dynamic, "self-propelled" cleaning routine by children on a daily basis done first thing in the morning.</p> <p>Soaps are available in baskets in each classroom, as well as toilet paper rolls and clothes (in hygiene corner).</p> <p>A recycling strategy consists in collecting and trading plastic bottles for cleaning and educational consumables (notebooks, soap, detergent, toilet paper, toothpaste) through the organisation United Family .</p>	10	<p>The school is a catalyst for community cohesion and development. It fosters the responsibility of all actors, such as: parents (contribute financially for soap and paper), the community, the municipality, the GPC (Citizen Power Group), the MoE.</p> <p>The director greatly makes the most of all existing opportunities of external support (e.g. United Family for the recycling arrangements; Mi Escuela Saludable SWASH+; Municipality).</p> <p>The school represents an extremely favourable environment for Mi Escuela Saludable SWASH+, characterised by strong director and teacher leadership and high concern for health, hygiene and environmental education</p>	<p>The MoE (Estelí office) favoured the selection of this school, which had not been considered initially.</p> <p>No teacher turn-over in this school: the teachers do not want to move elsewhere and the MoE is keen to maintain a cohesive team, as they wants the school to be model and pilot school, setting the example for all.</p>
Nicaragua	CRS	Estelí	La Trinidad	Las Animas	N - 	06/03/2012	10	<p>Facilities are well-built and in excellent condition.</p> <p>They provide access for the disabled, and are gender specific.</p> <p>The vegetal bed filter is properly used.</p>	8	<p>The teacher advises children not to defecate while at school to reduce the filling of latrines (sic). Children (most of them are sponsored by World Vision) bring their own toilet paper. Soap is provided by MoH and MoE.</p> <p>Parents will be asked to contribute when the current stock of soap is fully consumed.</p>	8.5	<p>There was a good level of community participation during the project. Parents remain concerned by the issue of efficient use of water at school (water is locally very scarce and whilst all parents see the availability of water at school as a priority, they want to make sure that it is not wasted). Despite collective study of O&M guide, no arrangements made regarding septic pit emptying.</p>	

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
Nicaragua	CRS	Estelí	La Trinidad	La Cañada	N - 	06/03/2012	9	The vegetal bed filter is left out of operation due to lack of willingness to irrigate it during summer vacations.	5.5	Toilet paper is available in the director's office. Most children know the correct steps to properly wash their hands. Yet, lack of soap and simulation of the director pretending that it is usually available triggered much uncertainty as to the actual regular practise of hand washing with soap.	5.5	Delay in construction due to low participation. Lack of contribution regarding treatment system	
Nicaragua	CARE	Matagalpa	Matagalpa	Waswail Abajo	Y - 	08/03/2012	4	The superstructure of the boys' toilets is corroded as they urinate on the walls. The slab over the pit is badly fissured and the ventilation pipes are broken. One of three taps only is functioning, 20% of the gutters collecting rain water are broken and missing, the rainwater harvesting tank lacks basic maintenance.	3.5	Boys urinate on the walls of the latrines, ignoring the warning of the director. There is no soap or toilet paper available at school. A concierge cleans the facilities and boys have no concern for hygiene and cleanliness. No hand washing habits observable during recreation time.	5	Good participation of parents during the project but total lack of involvement afterwards.	
Nicaragua	CARE	Matagalpa	Matagalpa	Waswail Arriba	N - 	08/03/2012	6	The precarious wooden pillars which support the pipe connecting the well to the elevated tank are susceptible to collapse at any time. Significant fissures are observable on the latrine slab. Taps are well functioning and the use of a mirror hung over them (CARE) helps promoting hygiene and self-esteem.	6.5	Liquid soap is available, there is no cloth for hand-washing and children bring their own toilet paper. The cleaning of toilets is undertaken by the mothers who prepare the food or the teachers and pupils when needed. There are doubts regarding the use of the tapstand (children draw water directly from the Mecate hand-pump at the well, even just for drinking). There has been no chlorination of the well since the end of the project. The use of ceramic filter and water dispenser is very uncertain.	6	There was good participation of parents during the project, under the leadership of the PTA president. They demonstrated much initiative. This is still manifest in the cleaning of toilets by the mothers who prepare the food. Parents and teachers fail to address the issue of the provisional pillars supporting the elevated pipe. Teachers' lack of leadership results in improper use of the Mecate hand-pump (they pump water just to meet their immediate need at the well tap instead of filling the elevated tank and using the tapstand for drinking and hand washing). Sustainability of the system is put at risk. There is no director and clearly a lack of leadership.	

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
Nicaragua	CARE	Matagalpa	Matagalpa	Tejerina	N -	08/03/2012	7	<p>A tap handle is missing, latrines slabs are badly fissured as is the access ramp for disabled.</p> <p>A door does not close.</p>	7	<p>Liquid soap (provided by CARE), disinfectant (provided by MoE) and cloth for hand washing are available; hand washing habits are observable.</p> <p>Cleaning of the facilities is effectively done every other day by parents who cook the recreation snack or by teachers and their pupils.</p> <p>The teachers advise children not to defecate while at school to reduce the filling of latrines (sic). There is no toilet paper.</p> <p>'Juanita and la Gotita' was taught frequently and effectively to all groups last year, but not yet this year.</p>	7	<p>High participation of the community during project.</p> <p>Part of the fee paid by the community to the community watsan committee is earmarked for the school watsan O&M. The watsan committee repaired a pipe of the school water system.</p> <p>There is no strategy yet to buy more soap when CARE's provision ends. Parent's contribution is uneven and disorganised. High turn-over in PTA.</p> <p>Nothing planned regarding emptying the septic pit. No O&M manual received, no memory of any training received, and only head teacher trained.</p>	<p>The head teacher was born in the community and the president of the PTA is member of the Citizen Power Group.</p> <p>Schools do not have a proper budget they can administer. The system is all centralized and schools receive provisions from the MoE.</p> <p>Shared responsibility and free education concepts conflict and make formal arrangements more difficult to achieve.</p> <p>Accountable mechanisms can be achieved through consensus in preliminary partnerships meetings.</p>
Guatemala	CARE	San Marcos	Ichhiguan	Ventana Santa Rosa	N -	12/03/2012	9.5	<p>The spring supplies too little water and a project designed to use another source is underway.</p> <p>Apart from a problem related to the storage tank (now repaired), the infrastructure is in a good condition.</p>	7.5	<p>The school is very clean. Cleaning by PTA on a rota basis.</p> <p>Toilet paper is provided by parents and soap is bought by the director using the fee paid by parents.</p> <p>The Free Education fund from MoE is used to buy disinfecting products and detergents. Children were not present during the visit and hand washing behaviours could not be observed.</p>	9	<p>The PTA and COCODE (Community Development Committee) are well organised and support the school effectively. They already replaced four hoses in toilets, which were leaking, painted the facilities using the MoE Free Education fund.</p> <p>There has been no maintenance of the biodigester (the concrete tap slab had never been opened). Access to the absorption well was prevented by junk cars. The previous COCODE failed to transmit all the O&M related documentation to the new one. There is a lack of knowledge regarding the operation of the floater of the storage tank.</p>	
Guatemala	CARE	San Marcos	Ichhiguan	Buenos Aires	N -	12/03/2012	8	<p>The initial diagnostic undertaken to develop the comprehensive preliminary technical file did not properly identify water scarcity as a key limitation locally.</p>	4	<p>The very dirty condition of facilities most likely results from the lack of water in the community and in the school (to flush toilets).</p> <p>However, there is no soap nor toilet paper available and very little concern for the matter by parents apparently.</p>	4	<p>Participation of the community and parents during construction was low (maybe due to the insignificant scale of the project).</p> <p>Negative leadership at school level.</p>	<p>The MoE supervisor of the sector has been struggling for several years to remove from the school the incompetent director who has a negative influence on teachers and parents.</p> <p>The children were not present during the visit, which made it difficult to really assess hygiene behaviour.</p>
Guatemala	CARE	San Marcos	Tacana	Cuá	N -	13/03/2012	8	<p>There is marked soil erosion around the now exposed grey water pipe that leaves the boys' facility. There is standing water over the grey water box: the flow seems obstructed.</p>	8	<p>Clean school yard and premises. Daily cleaning is organised on a rota basis. Children demonstrate hand washing habits but soap has been lacking since the stock of soap provided by the sponsor was finished. There is toilet paper available in each classroom.</p>	8.5	<p>There was very good participation of the community during construction.</p> <p>The school is connected to the community sewer system. As a result, there are fewer needs of O&M of the system.</p>	<p>In very general terms and at national scale, parents tend to be much more involved in school issues now than in the past.</p>

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
Guatemala	CARE	San Marcos	Tacana	Nueva Reforma Sujichay	N - 	13/03/2012	9.5	The infrastructure is in a perfect condition. Community water supply was insufficient right after the completion of the project. Since the capacity of the community storage tank was increased water supply at school is sufficient.	7	Very clean environment, daily cleaning of facilities on a rota basis. Powder soap only was available (not for hand washing). Toilet paper is available. During recreation time all children fail to wash their hands before eating. They lined up waiting for food, instead of making the most of this free time to wash their hands with soap. Teachers fail to insist on hand washing with soap at this critical moment.	8.5	There are good relationships between PTA, the teachers and the community, which improved the water supply system when it was realized that the flow was insufficient to meet the school's requirements. Parents also participated in fencing the school and contribute to the provision of toilet paper. The PTA gave maintenance to the biodigester.	There is no follow-up in hygiene education (expect where Helvetas intervenes).
Guatemala	CARE	San Marcos	Tacana	Canbalillo	N - 	13/03/2012	10	The infrastructure is in an excellent state	8	Cleaning is undertaken daily by parents. Soap is provided by the director himself and every pupil is supposed to bring toilet paper. Tree leaves are used for anal cleansing.	9	There has been very good community participation during construction and afterwards. Parents have contributed to develop the water source through the PTA. The school has now access to two alternative water sources. Parents gave maintenance to the biodigester.	
Guatemala	CARE	San Marcos	Tacana	Nueva Esperanza	N - 	13/03/2012	7	The connection between a toilet and the sewer is not tight, resulting in black water leakage, spilling around (directly exposing children to faecal contamination) Defects are also observable at the level of the urinal and sink.	6.5	Daily cleaning of the facilities. Toilet paper is not available. Children know well the steps for proper hand washing, and they do wash their hands without being asked to by the teachers. Yet, their lack of access to soap (and toilet paper) prevent full benefit of the facilities and hygiene education.	7.5	Good participation of parents during the project. Parents have maintained the biodigester and called for external support (CARE) to make sure they were following the right steps. They have tried to repair the toilet. The mason who built the facility and who happens to live in that very community demonstrates insufficient commitment to solve the leakage issue. Parents' concern for the availability of soap and paper is limited.	
Guatemala	WFP	Quiché		Santa Cruz del Quiché	N - 	15/03/2012	10	Well-built and functional infrastructure, apart from a broken tap. Small benches help pre-school children to use the toilets. 200 litres drums used as extra water storage make it possible for the school to cope with water scarcity (supplied twice a week only). Deep concern for water saving is visible.	7.5	Very clean school. No soap available however: the stock given by the health centre is exhausted and teachers only occasionally bring a soap bar to their classroom (an issue that is supposedly going to be addressed soon by the health and hygiene commission). Most children forget to flush the toilets (only flushed once or twice a day as a result). Good use of the health corner including the roulette wheel game to promote hygiene.	7.5	The health centred is much involved.	Children have got their PROMESA (Fostering Health and the Environment) group. The teacher we met (not the director) seemed to have benefited a lot from the training and follow-up by Wfp and the health centre.

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Guatemala	WFP	Quiché	San Antonio Ilostenango	Xoljip	N- 	15/03/2012	8	<p>The infrastructure is very well built but its functionality cannot be assessed given the lack of water.</p> <p>Indeed, the inter-community water committee prevents connection of the school to supply network (see comment).</p> <p>The constraints posed by water scarcity were probably overlooked during school selection.</p>	7	<p>Despite critical water supply constraints, teachers strive to collect water in 200l drums to flush toilets and wash hands (at a very limited frequency however).</p> <p>Soap is available but is not used. Hand washing with soap does not seem to prevail.</p> <p>The director and teachers seem to be very concerned but the lack of proper water supply hinders the effective development of hygiene behaviours.</p>	7	<p>The COCODE has been involved and is trying to solve the water supply issue, but they cannot really fight against the institutions of the five other communities sharing the same water supply.</p> <p>The COCODE envision tapping a local spring, which will call for the contribution of the community. The plan is not moving fast however. Alternative solutions, such as rain water harvesting are not being considered yet.</p>	Six communities share the same scarce water source. Storage tanks are prohibited because they suggest over-consumption. Modernization of the school watsan facilities was perceived as a threat. The previous experience of a school found to waste water caused the prohibition of the school to connect to the network. Facilities have never served as planned, and river water was fetched by truck for the inauguration.
Guatemala	WFP	Quiché	San Antonio Ilostenango	Chitun	N- 	15/03/2012	10	<p>Very functional infrastructure.</p> <p>Sheltering the tapstand is needed.</p>	7	<p>Very clean school yard and premises.</p> <p>Toilet paper is available, but there is no soap.</p>	7.5	<p>Good community participation during construction.</p> <p>The new teacher has been trained by WFP just a week before the visit.</p>	Very small school
Guatemala	WFP	Quiché	San Antonio Ilostenango	Patzocon	Y- 	15/03/2012	N/A	<p>Storage tank disconnected by community as these tanks are perceived as a threat to the availability of water for local users who share a scarce resource (idem Xoljip)</p>	N/A	<p>N/A. WE could not enter the facilities (closed that day) but the lack of water generally prevents a proper use of the flush toilets</p>	N/A	N/A	The school was closed. There is no fence. We just could witness the fact that the tank has been disconnected for the same reason as Xoljip (see comment above)
Guatemala	WFP	Quiché	San Antonio Ilostenango	Chocojá	Y	15/03/2012	N/A	School closed	N/A	N/A	N/A	N/A	N/A

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Guatemala	WFP	Quiché	San Antonio Ilostenango	Area urbana / afternoon groups	N-	15/03/2012	10	<p>No defect in the infrastructure.</p> <p>Good access, gender specific, very robust.</p> <p>The school is connected to a sewer system.</p>	10	<p>A norm is implemented, with formal procedures (for cleaning, for hand washing), specifying the regular use of educational tools (hygiene corner with roulette wheel, healthy child of the month...) and the presence of Hygiene and Health Clubs in each classroom (PROMESA group). Also, in several afternoon groups, pupils have their own individual hygiene box with soap, cloth, toothpaste and toothbrush.</p> <p>A concierge paid by the municipality cleans the school yard and facilities (pupils do it when he is absent). However, boys toilets were dirty with urine spilled on the floor. Young children misuse the toilets (these variations may occur by grade/teacher).</p>	7.5	<p>A concierge is paid by the municipality to clean the water and sanitation facilities. This is quite relevant given that the school is opened in the morning and in the afternoon with two directors following each other and displaying contrasting leadership styles and concern for SWASH.</p> <p>Given that the school is connected to the municipal sewer system, there is less scope for the involvement of the COCODE and water committee in SWASH issues.</p> <p>Parents respond well to teachers' initiatives (almost every pupils of the younger age groups had their individual hygiene box).</p>	<p>Two different styles of leadership: in the afternoon, the director is very concerned by hygiene and punishes children who throw away papers and plastic on the floor. In the morning, the director is very lax, which makes it difficult for the concierge to keep the facilities clean.</p> <p>A concierge paid by the municipality is something frequent in urban schools.</p>
Guatemala	WFP	Quiché	San Antonio Ilostenango	Chotacaj Zona 6	N-	15/03/2012	9.5	<p>Very good infrastructure. Slightly ill-adapted for the youngest children (no benches to step on toilets or tapstands).</p> <p>The urinal could be painted and better lightened.</p> <p>One toilet cubicle is closed and the director has not managed to find the lock key for a week.</p>	7	<p>Children often fail to flush the toilets (that is very frequent in almost every school equipped with flush toilets) because they have not developed that habit yet.</p> <p>Children have learned how to wash their hands properly with soap. Pre-school children do it systematically in a very orderly fashion. Yet most primary school children do not wash hands and do not use soap (available in director's office): the habit is not formed.</p> <p>Some children bring toilet paper from home. Solid wastes are sorted (organic, plastic...).</p>	7	<p>Parents respond reasonably well to school meetings (around 75% attendance)</p>	<p>In this large school, the two directors (pre-school and primary school) reflect very different levels of concern for hygiene: the pre-school director does a wonderful job, while the primary school director shows little concern for hygiene promotion (although he has a fairly good understanding of the maintenance needs of the system).</p>
Guatemala	WFP	Quiché	San Andres Sajcabajá	Chiboy	N-	16/03/2012	8	<p>One toilet is out of service, clogged by stones used for anal cleansing.</p> <p>Hoses supplying water to the toilets were all changed: they leaked due to high water pressure.</p> <p>The urinal not working properly due to a dysfunctional valve (too hard – staff unable to mend it despite the tools provided by project). A door is broken.</p> <p>The facilities now benefit many more children (+45) as the school is now used in the afternoon.</p>	8	<p>Very clean facilities. Women were washing and peeling vegetables at tapstand. Cleaning on a rota basis (each group is in charge for a full month).</p> <p>Parents asked to pay a fee for toilet paper decided they would provide it themselves, which hardly occur (<5% use of paper, anal cleansing with stones still prevails).</p> <p>Hand washing with soap is carried out in an orderly fashion before and after the food break. Likewise for teeth brushing. Liquid soap, bought with the Free Education fund, might not be enough for the whole year. A new initiative aims to recycle solid waste (stuffing plastic bottle with paper and plastics). Moderate use of hygiene flipchart.</p>	8.5	<p>Parents have fenced the facilities to prevent animals (pigs, dogs) to enter the premises.</p> <p>Teachers have painted the facilities. They benefitted from several effective training sessions involving the health centre, including this year.</p> <p>Repairs of the broken hoses were quick. There was good participation of the community during the project.</p> <p>Further contribution of parents to sustaining project gains through contribution to soap and paper are hindered by the local economic situation and by the fact that they are not sufficiently aware of and interested in the benefits of improved sanitation and hygiene.</p>	<p>The area is characterised by a very poor population. This partly explains why toilet paper is not available.</p> <p>Great leadership: the director is very well educated, very responsible and collaborates well with the community.</p>

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Guatemala	WFP	Quiché	San Andres Sajcabajá	Tucunel	N-	16/03/2012	10	<p>Algae growth in the plastic storage tank provoked clogging of the pipe system several time.</p> <p>The problem has been solved by draining the system once in a while.</p> <p>Apart from that the infrastructure is in perfect condition and fully operational.</p>	10	<p>Very clean yard and facilities, daily cleaning autonomously done by the children without need of supervision.</p> <p>A soap bar is permanently available at the tapstand (1st time ever witnessed!), toilet paper, liquid soap, a cloth and a water container are present in each classroom.</p> <p>A bin and a toilet brush are present in each toilet cubicle.</p> <p>The hygiene corner approach is used in each classroom. All children know the six steps for hand washing with soap. The flipchart is only used once a month (maybe only by the Natural Sciences Teachers). No teeth brushing.</p>	9.5	<p>Parents contribute twice 10 GQZ per year (2.5\$/year).</p> <p>The COCODE has been very reactive to repair the broken pipe and is very instrumental in convening the schools meetings.</p> <p>Although not all parents participate, there is a good institutional dynamic locally.</p> <p>All teachers, half of COCODE and parents got trained last year (at school) and there was an additional training for director a couple of weeks ago.</p> <p>The head teacher has managed to train the new teachers.</p>	<p>Despite poverty and precarious classroom buildings (improvised with nylon clothes and lamina sheets), the director managed transmitting her commitment for H&H with the other teachers. All necessary consumables to achieve good hygiene are available too.</p> <p>Soap is bought through the Free Education fund, whilst the stock left by the health centre is not exhausted yet.</p> <p>Grey water from the outdoor sink, which is currently discharged in the street, should be directed into an absorption trench or well.</p> <p>Teacher's turnover an issue. According to the director, 25% of directors in the area are very responsible and proactive, 60% are ok and 15% are negative leaders.</p>
Guatemala	WFP	Quiché	San Andres Sajcabajá	Chicoxop	N-	16/03/2012	9.5	<p>The absence of effective fencing leads to the intrusion of animals, thieves and vandals: taps were damaged and bronze stoppers stolen.</p> <p>The urinal is not fully functional as the valve is too hard to operate.</p> <p>A shelter is needed for the tapstand as well as a separation wall to grant boys privacy when using the urinal (they prefer urinating in the yard to avoid girls watching them from the nearby tapstand).</p>	9	<p>Very clean school. Cleaning is done every two other day by children on a rota basis .Toilet paper is provided by parents. There is soap in every classroom.</p> <p>Young children have not formed the habit of flushing the toilets. Other than that the toilets are very clean. A brush and a bin are present in each cubicle.</p> <p>The ceramic filter, recently provided, has not been used yet. Every teacher implements the hygiene corner approach, and particularly the use of the roulette wheel. Hand washing with soap is obligatory at two critical times: when arriving at school and before food/recreation time (but not after going to the toilets). Not all children have got toothbrush and toothpaste.</p>	9	<p>The previous mayor had started building a proper wall to fence the school but he stopped the works when he realized that he was not going to be elected again.</p> <p>Also, the builder sent by the municipality was not effective at all.</p> <p>However, there was a high participation from community members during the construction.</p> <p>They currently contribute 30 GQZ (about 4\$) per year. Multiplied by 40 parents that provides a total of 1200 GQZ. This is roughly the amount recommended by Wfp, according to the director.</p> <p>COCDE and PTA were trained and the new PTA was trained by the previous one.</p>	<p>The flipchart is only used once a month (maybe only by the Natural Sciences Teachers).</p>

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Guatemala	WFP	Quiché	Santa Cruz del Quiché	Chorecales	N- 	19/03/2012	8.5	<p>Four tapstand taps out of eight and all bronze stops have been stolen. The ceramic filter broke quickly.</p> <p>Pipes connecting the toilets to the municipal sewer system are becoming apparent due to soil erosion and the absence of a concrete slab (probably a design problem). It may break open soon, exposing children to high sanitary risks. Boys and girls toilets face each other, limiting privacy.</p>	9	<p>Very clean environment (yard and facilities). Cleaning routine twice a day (at the beginning of the day and at 11am). 80% of all children bring their own soap, cloth, toothbrush and paste. Around 60% of all children bring toilet paper at school.</p> <p>Many children avoid defecating in the toilets due to lack of privacy. Hygiene corners are well used by all age groups. Solid waste is stored in the old latrines, collected weekly by the municipal truck.</p>	9	<p>A neighbour is reinforcing the fence (relevant given the prevailing vandalism). The toilet block has been painted. The municipality is examining a project of wall to fence the school. The year before it cut the school water supply as the director had failed to notice he had a bill to pay. After two months, during which an alternative was found with neighbours to store water in 200l drums, negotiation with the municipality resulted in the school being exempted of payment.</p> <p>The COCODE is active and knows about the maintenance of the biodigester. Parents are well aware that investing in hygiene (soap) means a reduction of medical expenses.</p>	<p>Good director leadership (despite his young age and limited experience).</p> <p>Amongst the 9 teachers, it is estimated that 5 are very proactive about H&H issues, 3 are normally concerned and only one is rather passive about it (this matches the distribution mentioned in Cruz Che III).</p> <p>Generally speaking, there is much good will from the staff towards Mi Escuela Saludable SWASH+.</p>
Guatemala	WFP	Quiché	Santa Cruz del Quiché	Cuz Che III	Y- 	19/03/2012	9.5	<p>All is working perfect. The school has access to two different water supplies (municipal gravity system and school well). The number of latrines is insufficient (3 for 170 pupils; there were only 100 at the time of the project, five years ago).</p> <p>The school backyard should be fenced to avoid the intrusion of animal in the school premise.</p>	9	<p>All children have got their hygiene box with soap, toothpaste and brush (offered by sponsors). 40% of the children have got their own toilet paper.</p> <p>Hand washing with soap is mandatory twice a day and notably before food/recreation time. Good organisation regarding cleaning of facilities and good use of hygiene corner education materials.</p>	9.5	<p>The ferrocement water storage tank has been maintained/painted each year during the past 4 years using the Free Education fund.</p> <p>The COCODE and the director have received their O&M manual. Maintenance of the biodigester is carried out frequently and satisfactorily: the dry sludge is used as fertilisers by a neighbour. Good transfer of practices towards the community (about 10 wells and 26 latrines built). Good participation of parents and COCODE.</p>	<p>Ferrocement is a composite material consisting of a number of layers of wire mesh embedded and interlayered with a cement-sand mortar</p>
Guatemala	WFP	Quiché	Santa Cruz del Quiché	Chusiguan	Y- 	19/03/2012	8.5	<p>Composting toilets are well used and an appropriate solution (a neighbour reuse the compost). Half of the 10 toilets are currently at rest (insufficient capacity for 238 pupils).</p> <p>The pump of the well is broken (it got immersed and damaged during the rainy season). A new one, just purchased, is about to be installed.</p> <p>The well is frequently chlorinated. The school has also a metered connection to the municipal network. Locked tapstand reduce the risks of vandalism on taps.</p>	8	<p>The school is very clean and ordered.</p> <p>Pupils can ask toilet paper to their teacher or they use newspaper instead.</p> <p>Teachers place a small water container with tap ad some liquid soap at the exit of the classroom to make drinking and hand washing easier.</p> <p>The hygiene corner is present in each classroom. Older pupils wash their hand much less systematically than the younger. This probably reflects the various degrees of interest of each teacher in promoting hygiene as well as their respective level of authority.</p>	8	<p>The school director considers he can count on the support of both the PTA and the COCODE.</p>	<p>Locked tapstand reduce the risks of vandalism on taps.</p> <p>It was very difficult to get children to use these composting toilets properly at the beginning and it remains a challenge for the youngest.</p> <p>WFP keeps visiting this school very frequently, which is a key success factor.</p>

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Guatemala	WFP	Quiché	Santa Cruz del Quiché	Cafeteras	N-	19/03/2012	9.5	All ok apart from a toilet hose slightly leaking.	8	Daily cleaning of the yard and watsan facilities. Weekly in-depth cleaning and disinfection of toilets and tapstand (to save cleaning products) The school use the official manual to teach hygiene but the practise of the hygiene corner tools (roulette wheel and child of the month) is quite uncertain. Soap is provided by a sponsor. The previous year parents contributed for it. Hand washing with soap is mandatory before food/recreation. This is managed in a very orderly fashion. Barely any hand washing with soap after using the toilets however. Newspaper is used for anal cleansing. The ceramic filter is properly used.	9	No maintenance of the biodigester yet after one year but the director is confident that he can count on the support of PTA and COCODE, which were effectively trained.	
El Salvador	CARE	Chalatenango	San Rafael	Las Brisas	N-	21/03/2012	9	Composting toilets with special seats for pre-school children. Access to irregular community water system in addition to the rain water system. The tap of the rain water cistern was stolen last week and as a result the teacher keeps the pump off. As a consequence pupils cannot use the tapstand freely. Most taps are a bit loose and likely to break down at some stage. More robust models should have been installed.	8.5	Daily cleaning of facilities on a rota basis. Very clean toilets and school environment. All detergent, disinfectant and soap needed by the school are bought through the Free Education Fund. Hand washing with soap has become a habit for pupils. Teachers buy the toilet paper. The chlorine-making machine has not been functioning well due to electricity issues (low voltage?). The teacher is now afraid of using it. There is no implementation of routine practices such as hygiene corner. SARAR cards, handed to the director, do not seem to be used frequently.	8	Good participation of the Health Centre during and after the project: the local health promoter came two weeks ago for a refresher training on hand washing with soap for children. The municipality manifested their willingness to keep supporting the school, by building a small room especially for the chlorine production device machine (they could not finish it however due to miscalculation of budget and lack of funds). Although parents tend to rely on the government to cover all expenses related to the school, it seems that the director can count on their support to some extent.	Quite a radical improvement in terms of access to water in almost every school visited in El Salvador: rain water harvesting system and storage capacity installed have considerably reduced the stress caused by water scarcity. The teacher would prefer flush-toilets, inappropriate in the water scarce area. The MoE has not yet sent food to schools. As a result the habit of washing hands with soap before food/recreation time has not been reactivated this year (that applies to most schools visited in el Salvador).
El Salvador	CARE	Chalatenango	El Paraiso	Calle Nueva	N-	21/03/2012	7.5	The small tank above the tapstand and toilet block is supplied with municipal water instead of rainwater (design or operation issue? low voltage for the pump?). The municipal water, of bad quality, is rationed. As a result, tapstand taps yield too little water and are barely used by pupils, who prefer using other taps, far removed from the toilets. Some toilet flushing systems are broken. In contrast, the pre-school infrastructure is in almost perfect condition.	6	Toilets are deteriorated and not clean despite daily cleaning of the facilities on a rota basis. Soap and toilet paper are available in each classroom. Perceptions of the ratio of pupils who wash their hands with soap before food/recreation vary: 90% according to the director, and only 30% according to another teacher. Hand washing with soap after use of toilets is very low. Hand washing with soap was properly taught, however, and the learning happened. The SARAR cards were given to the Natural Sciences teacher.	8	There was training on plumbing by ANDA involving parents and teachers. The director is well connected and manages to find opportunities for support, notably through the municipality. Financial support from parents is difficult to obtain. Chlorination issues are managed by the health promoter.	Lack of continuity in the practical teaching of these habits and lack of authority and demand by the school staff. A teacher took the initiative of setting up a garden with drip irrigation.

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El Salvador	CARE	Chalatenango	El Paraiso	Cerro Partido	N- 	21/03/2012	8	<p>Vandalism prevails in the area: two taps were stolen and two other were broken.</p> <p>Water from the rain water cistern cannot be used until the broken taps are replaced.</p>	2.5	<p>Very dirty tapstand and toilet facilities. No cleaning at all (confirmed by a teacher) indeed due to the complete lack of detergent and disinfecting products despite funds availability.</p> <p>No soap, no toilet paper, no water. In such circumstances, project gains are rapidly vanishing.</p>	4	<p>Participation of the community during construction was limited due to the small size of the project and the relatively high level of skills needed. Very low participation from parents currently (particularly when financial contribution is required).</p> <p>Probably a problem of leadership: failure of the director to spend some of the school budget on basic cleaning product is hardly comprehensible and rarely seen.</p> <p>No control on vandalism. Despite grievances to the police, no solution has been found re. vandalism and the intrusion of teenagers. Very little municipal support apparently.</p>	
El Salvador	CARE	Chalatenango	Tejutla	El Cortez	N- 	22/03/2012	8.5	<p>Three broken taps (vandalism, bad quality?) for ten days.</p> <p>Despite special seats for pre-school children, use of the toilets remains difficult for them.</p>	4.5	<p>Cleaning during recreation is undertaken much less orderly than in most schools.</p> <p>There is liquid soap (offered by Plan and bought with school funds) in the director office. Its regular use is uncertain (used in small quantities and low frequency for savings, according to the director). The habit of hand washing with soap has not been formed.</p> <p>Toilet paper is only available in pre-school. Some girls bring their own paper.</p> <p>One of two teachers received the training: the director was not available for it. The staff does not seem particularly aware of the critical significance of health and hygiene issues.</p>	6.5	<p>The director can count relatively easily on the support from the municipality, which has been quite reactive, sending their tanker truck to fill the cistern for free when water is lacking at school.</p> <p>For some reason, the local plumber supposedly trained by the project has not showed off to repair the taps.</p>	<p>Whilst in absolute terms the conditions of hygiene in the school are moderately satisfying, the project has however produced massive improvement. The prior situation was appalling. Strengthening of hygiene promotion is highly needed.</p> <p>With the failure of the MoE to provide food to all the schools visited so far, it looks like the habit of hand washing with soap systematically at food/recreation time is weathering in most schools. This is a shame as this is the most favourable moment to anchor the habit (much more difficult for teacher to incentivise and control hand washing with soap after toilet use).</p>

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							RI	Observations	RII	Observations	RIII	Comments	
El Salvador	CARE	Chalatenango	Tejutla	Salitre	N- 	22/03/2012	9	<p>The rainwater harvesting roof was not levelled properly initially and the cistern got only half-filled during the rainy season. The school obtained to get the roof rebuilt by the MoE. The system should now work effectively.</p> <p>Doors of the toilets are already badly corroded, probably due to the use of the corrosive well water to clean the facilities.</p> <p>The school is connected to the municipal water supply network too and pays for that water.</p> <p>The school also replaced the roof of the toilets, in bad condition, which Mi Escuela Saludable SWASH+ could not address as a priority.</p> <p>The float-ball system of a toilet is broken, as is the tap of the urinal. There is minor intentional misuse of the infrastructure by some pupils.</p>	5	<p>Cleaning is well organised by zone and by teacher.</p> <p>A soap bar available on one sink but not on all others otherwise they disappear. Soap bars (probably left from sponsor donation) and liquid soap bought with school fund is available. It is uncertain whether children regularly wash their hand after using the toilets, although teacher report that elder pupils do. (Another teacher makes a contrary statement, suggesting that elder pupils are ashamed to have to beg the teacher for a drop of liquid soap after toilet use.). There is a water container within each classroom.</p> <p>Parents of pre-school were asked to provide toilet paper but in most other grades none is available: some teachers bring some that they give to pupils when needed.</p> <p>The chlorinator is not used as the container is leaking. Insufficient electrical voltage seems to affect its functioning too. No O&M manual was received apparently.</p>	8	<p>The school director has changed during the project, which has slightly affected the dynamic around the project.</p> <p>The school belongs to the national Healthy School program and thus receives extra attention from the health promoter, who frequently comes and sensitise children on hand washing with soap.</p> <p>The school can count on the support of the municipality.</p> <p>Parents attend well to meetings but the committee that was set up during the project is no longer active.</p>	<p>This visit allowed talking to a focus group formed by all 10 teachers and the director. Pupils were watching a military show outside the school.</p> <p>Four teachers were trained, supposed to replicate the training to the other teachers. Much of the momentum of the initial training was lost her (this comment applies to most schools of El Salvador).</p> <p>In addition, teachers' specialisation (maths, geography, languages...) in schools like this one, may lead them to lose interest in and some sense of responsibility regarding hygiene issues.</p> <p>Teachers call for more modern and/or interactive ways of raising awareness and training (e.g. videos, theatre, etc.). Consider distinct types of videos for teachers and for pupils.</p>
El Salvador	CARE	Chalatenango	La Reina	La Reina Potrerillos	N- 	22/03/2012	9.5	<p>The director is confident that the amount of rain water collected will cover the whole year. The bad quality water from the well is used for cleaning purposes exclusively.</p> <p>There is a toilet especially for pre-school, another for teachers and one for pupils (boys and girls) plus one urinal. An extra toilet is kept locked, which should be open to ensure gender groups are separated.</p> <p>The grease trap of the grey water discharge system requires excessive maintenance, possibly due to the misappraisal of soil permeability.</p>	8.5	<p>Pre-school children have access to soap and toilet paper. They demonstrably acquired the habit of hand washing with soap.</p> <p>There is enough soap for all year. About 85% of all pupils wash their hands with soap before eating/recreation time (70% of the afternoon groups only), but the failure of the MoE to provide the food so far this year is affecting this habit. Hygiene habits were difficult to form, initially, and notably for younger pupils. Teachers spent a whole month accompanying each pupil to the toilet to ensure they use them properly. Posters present everywhere (in classrooms and above tapstand) remind pupils of key hygiene and water saving habits.</p> <p>Each classroom has got a container with tap (ensuring water for drinking and hand washing is readily available and pupils do not waste time out). In one classroom, a soap dispenser was installed but broken.</p>	8.5	<p>There was a good level of community participation.</p> <p>The director, who is present both in the morning and in the afternoon, has much influence on the community.</p> <p>The school budget seems significantly higher than other schools with similar number of pupils, which may suggest a good connection with the MoE and/or municipality.</p> <p>The grease trap of the grey water discharge system is frequently and effectively maintained by teachers and pupils.</p> <p>Two (out of six) teachers were trained, and one of the two left the school last year.</p>	<p>One of the six teachers does not feel concerned about hygiene. This reflects in the lack of cleanliness of the school premises on the days his group is in charge. The science teacher carried out the more formal teaching but each teacher is responsible for fostering proper hygiene behaviours.</p>

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
El Salvador	CARE	Chalatenango	San Francisco Morazan	Parvitas	Y 3 years ago- 	22/03/2012	9.5	<p>The infrastructure of this small school (40 pupils only) is very functional:</p> <p>The rainwater harvesting system with storage tank works well, the two pit latrines are clean and are used properly. The metal doors are getting old and strings have replaced the locks. The urine diversion pipe of one toilet leaks a bit (despite it being mended several times).</p> <p>The pump of the storage tank was not working when the visit started: a mechanic was supposed to come on the next day or so. The problem was quickly solved during the visit.</p>	9.5	<p>The school is remarkably clean (classroom, kitchen, watsan facilities). Daily cleaning is carried out by groups of four children working on a rota basis.</p> <p>A water container with tap is availability in the classroom, as well as soap and toilet paper.</p> <p>Chlorine and a syringe are also present, used to disinfect the rain water poured in the small container. A mirror hangs on the wall at pupils' height.</p> <p>Hand-washing with soap is mandatory before food/recreation time and pupils also acquired the habits of washing hands after using the latrines. Soap is bought using the school budget.</p>	9	<p>The school can easily access technical support (a mechanic) in the neighbouring village.</p> <p>The health promoter visits the school frequently.</p> <p>The municipality supports the school and provided small metal drums as robust bins to collect the solid wastes.</p> <p>The teacher together with the local population is very poor, living in quite an isolated place characterised by scarce water resources. They are clearly very aware of the opportunity the project presented to them and their children. They participated well in the project and keep making the most of it.</p>	The quality of the leadership has a huge impact, notably given the very small size of the school.
El Salvador	CARE	Chalatenango	Nueva Concepción	Los Chilamates	N- 	23/03/2012	6.5	<p>The rainwater cistern is allegedly half-empty with the drain pipe leaking and filling the manhole (this may explain why the cistern is half empty already). Two taps are broken, not mended since January and the rainwater cistern is out of use as a result. Children thus drink bad quality water from the well.</p> <p>The prior director refused to locate the tapstand close to the toilets.</p> <p>The brand new flush toilets are out of use because the insufficient slope of the discharge leads to recurrent clogging. The facility is used as a warehouse instead and as a shelter the chlorinator.</p> <p>The other sanitation block (pit latrine) is rarely used by pupils, partly because the metal doors were broken in four out of the six cubicles (by unmanageable pupils). The previous ecological toilets, which had been discarded by the project, remain out of use.</p>	6.5	<p>Very good level of hygiene in the pre-school, with soap and toilet paper available and hand washing with soap practised.</p> <p>In the rest of the school, these critical items are not available: it is up to each pupil to bring toilet paper, and there is no soap available (except in two grades where female teachers seem more concern with hygiene). Last year everyone was asked to bring toilet paper, but not this year. The training seems to have been limited and led to low impact. Cleaning of the school yard and premises is effective.</p> <p>Despite an insufficient on chlorinator use, the device is used and water from the rainwater tank has been chlorinated. The dosage was probably inappropriate as the strong taste of chlorine deterred a great portion of children from drinking that water.</p> <p>The training (apparently delegated to SIBASI) has put little emphasis on the need to have toilet paper and soap available at all time (systematic hand washing with soap was mainly stressed during the H1N1 alert)</p>	5	<p>The health promoter comes quite frequently. He brought hundreds of plastic bottles, which need to be filled with the chlorine solution that the school needs to prepare and distribute to the households of the neighbourhood.</p> <p>Parents and the school staff have repeatedly mend the damages caused by acts of vandalism but this perseverance has disappeared this year, despite the fact that the most disturbing pupils have now left the school. Participation of the parents seems to be limited.</p> <p>There was no one trained on plumbing skills in the community. This is not helping the school solve the minor issues that prevent the proper use of the facilities.</p> <p>No cohesion between teachers regarding hygiene issues. Project gains are very rapidly getting lost.</p>	<p>Large school with about 360 Pupils.</p> <p>An initial tour-visit with vice-director did not help develop a rational understanding of the rather disastrous condition of the facilities. This was thus complemented by more productive informal conversations with several groups of children (7th and 8th grade, before and during recreation time), with the staff in charge of cooking, as well as a two teachers.</p> <p>The whole rainwater harvesting system is left unused due to two broken taps easy to fix and a leak.</p> <p>The brand new flush toilets block is closed due to incapacity to deal with recurrent clogging.</p>

Country	NGO	Department	Municipality	School	Previous phase	Date of visit	Objective I: Infrastructures		Objective II: Hygiene		Objective III: Community strengthening		Extra comments
							RI	Observations	RII	Observations	RIII	Comments	
El Salvador	CARE	Chalatenango	Tejutla	Copinolito	N- 	23/03/2012	9.5	<p>The bacteriologically contaminated well water used for cleaning only is now complemented by water from the rainwater harvesting tank: there is enough water to meet the school's needs.</p> <p>There is minor leakage in the water recirculation (oxygenation) circuit.</p> <p>Toilets are operational (apart from a minor problem with a float). Two taps broke and were replaced with a permanent lid, increasing the number of pupil per tap (that remains well within the norms).</p>	8.5	<p>The school yard and premises are very clean. The school provides soap for all but children have to bring their own toilet paper (except pre-school children, who have toothpaste and brushes offered too). Each classroom has a water container with tap for drinking.</p> <p>The active health promoter reinforces teachers' messages on hand washing with soap, a habit that is mandatory before and after food/recreation. Anchoring this habit after use of the toilets proves more difficult.</p> <p>The sciences teacher is in charge of formal teaching on hygiene, but the school do not seem to have received the didactic material needed to properly give the teaching on hygiene.</p>	8.5	<p>Belong to Healthy School Program. The school can count on the support of the municipality, that fills the water cistern for free with a tanker truck when needed (the school enjoys a good access road).</p> <p>Good participation of parents during the project.</p> <p>Good leadership from teachers, one of them particularly imposes a certain discipline and seems to be able to cope with a number of technical issues.</p> <p>Uncertain whether formal committees were formed at school and/or community level</p>	<p>The presence and use of the water container with tap in each classroom is often a good indicator of the concern for proper water use and hygiene in the grade/school.</p>

ANNEX 6: PROGRAM BUDGET

CATEGORY OR COUNTRY	IDB	TCCF	TOTAL	%
I-Regional Components				
1. COMPONENT 1: APPROACH EVALUATION	150,000		150,000	7.0%
2. COMPONENT 5: ADVOCACY KNOWLEDGE MANAGEMENT AND DISSEMINATION	100,000		100,000	4.7%
II-Country Specific Components-Components 2 to 4				
El Salvador				
1. Component 2: Water and Sanitation Infrastructure			216,000	10.0%
Technical Designs and Inspection and Supervision of Works (20% of works)	36,000		36,000	1.7%
Water Supply and Sanitation Systems (Materials and labor)		180,000	180,000	8.4%
2. Component 3: Hygiene Promotion Program			31,752	1.5%
Materials and Workshops	6,350		6,350	0.3%
Hygiene Assessments and Training Program	25,402		25,402	1.2%
3. Component 4: Community Strengthening	21,168		21,168	1.0%
4. Direct Field Administration (10%)	32,400		32,400	1.5%
5. Travel and per diem (6%)	22,680		22,680	1.1%
Guatemala				
1. Component 2: Water and Sanitation Infrastructure			600,000	27.9%
Technical Designs and Inspection and Supervision of Works (20% of works)	100,000		100,000	4.7%
Water Supply and Sanitation Systems (Materials and labor)		500,000	500,000	23.3%
2. Component 3: Hygiene Promotion Program			88,200	4.1%
Materials and Workshops	17,640		17,640	0.8%
Hygiene Assessments and Training Program	70,560		70,560	3.3%
3. Component 4: Community Strengthening	58,800		58,800	2.7%
4. Direct Field Administration (10%)	90,000		90,000	4.2%
5. Travel and per diem (6%)	63,000		63,000	2.9%
Nicaragua				
1. Component 2: Water and Sanitation Infrastructure			384,000	17.9%
Technical Designs and Inspection and Supervision of Works (20% of works)	64,000		64,000	3.0%
Water Supply and Sanitation Systems (Materials and labor)		320,000	320,000	14.9%
2. Component 3: Hygiene Promotion Program			56,448	2.6%
Materials and Workshops	11,290		11,290	0.5%
Hygiene Assessments and Training Program	45,158		45,158	2.1%
3. Component 4: Community Strengthening	37,632		37,632	1.8%
4. Direct Field Administration (10%)	57,600		57,600	2.7%
5. Travel and per diem (6%)	40,320		40,320	1.9%
III-Regional Coordination (5%)				
1. Regional Coordinator, Travel and Other Regional Costs	100,000		100,000	4.7%
TOTAL	1,150,000	1,000,000	2,150,000	100.0%