WaterAid

Ensuring girls' rights through school-based WASH and improved menstrual hygiene management (MHM) in Nepal and Pakistan

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Contents

1. ACRONYMS

AGAHE	Association for Gender Awareness & Human Empowerment
DoE	Department of Education
DWASHCC	District Water Sanitation and hygiene coordination committee
DWF	District WASH Forum
EMIS	Education Management Information System
EPS	Environmental Protection Society
FCHVs	Female community health volunteers
LHW	Lady Health Worker
MHM	Menstrual Hygiene Management
MWASHCC	Municipal Water Sanitation and hygiene coordination committee
PTA	Parents Teachers Association
SDG	Sustainable Development Goals
SIP	School Improvement Plan
SDP	School Development Plan
SMC	School Management Committee (O&M)
VWAHSCC	Village Water Sanitation and hygiene coordination committee
WASH	Water, Sanitation and Hygiene
WinS	Wash in Schools
WSUC	Water and Sanitation Users' Committee

2. EXECUTIVE SUMMARY

INTRODUCTION

This end of project review (EPR) intends to report on the effectiveness, relevance impact, sustainability, efficiency and equity of the project Ensuring girls' rights through school-based WASH and improved menstrual hygiene management (MHM) funded by UK Aid. This project was implemented in Nepal and Pakistan from November 2014 to March 2018 in 214 schools and 14 communities and incorporated four key components:

1. WASH infrastructure construction and rehabilitation in 214 schools (108 in Nepal and 106 in Pakistan) and 14 communities in Nepal, including girls' friendly toilets;
2. Awareness raising on WASH rights and MHM in schools and communities;
3. Development of sustainable supply chain mechanisms for menstrual hygiene materials
4. Awareness raising and capacity development of local, district and provincial level institutions

The review team included a Team Leader and two local consultants, one in Nepal and one in Pakistan and collaborated closely with WaterAid Nepal (WAN) and WaterAid Pakistan (WAP) project coordinators in both countries. Following a desk review, the review team conducted field data collection from May 1st until May 17th, 2018. The team used a mixed methodology, aiming at collecting qualitative and quantitative data through 54 Focus Group Discussions (FGDs) and group and individual interviews. Quantitative data collection was based on analysis of the final log frames and monitoring data, financial data as well as quantitative data collected in each school visited. The review team visited six schools and one community in the three districts of Sindhuli, Udayapur and Siraha in Nepal and 9 schools in the districts of Muzaffargarh and Swat in Pakistan.

MAIN FINDINGS

Overall, the EPR found that the project conducted by WaterAid and their partners in both countries was successful as it demonstrated the relevance and positive impacts of mainstreaming MHM in a WASH program in a cost effective manner. The project contributed in improving girls' rights, menstrual hygiene management and in raising the level of awareness at institutional level.

Effectiveness

In Nepal, the project effectively achieved and even overachieved its targets in terms of number of schools reached (108 schools vs 104 targeted initially) as well as communities, and focused on building WASH infrastructure to address the needs identified by district education authorities, School Management Committees (SMCs) and communities. The project built or rehabilitated several water supply systems, toilets and handwashing facilities enabling 47,000 persons to have access to safe, girls' friendly and inclusive WASH facilities and increasing the ratio of toilets to one toilet/urinal for 25 girls. Thanks to important organizational and planning efforts, the targets were reached in spite of significant challenges in Nepal such as the 2015 earthquake, landslides and 20% decrease in budget due to the appreciation of the Nepalese Rupee against the Sterling Pound.

In Pakistan, the project focused on rehabilitation and construction of toilets in order to have one girls' friendly toilet per school (106 schools in total) as well as improving water supply facilities and building child friendly hand washing facilities.

In both countries, the project managed to set up a supply chain to avail pads in emergency in schools, relying on products available in the market and setting up a small disposable pads manufacture in the district of Muzaffargarh in Pakistan. Additionally, WAN and WAP

overachieved their initial targets by delivering awareness raising to more than 20,000 beneficiaries through orientation, training and awareness campaigns. The project overreached institutional capacity building targets through the training of over 800 district and provincial officers on WASH and MHM policies and by engaging them in project's monitoring.

Relevance

The approach adopted by the project is relevant because it addressed holistically the lack of proper WASH infrastructure, the social stigmas and taboos related to menstruation in both countries, the specific needs of menstruating girls and knowledge and awareness gaps at institutional level. The EPR found that components were reinforcing each other and that stakeholders at different levels – from students to teachers and institutions – were surprised to observe that the project's impacts were beyond expectations.

The project customized its approach and activities to address the different situations related to Menstrual Hygiene in both countries and the readiness of stakeholders to hear about the topic of menstruation. While the socio-cultural habits riddle girls and women with over 40 restrictions associated with menstruation in Nepal, the country has been exposed to advocacy in MHM for a couple of years and several organisations have been undertaking MHM programs. Hence, the project was able to run awareness activities confidently, to include boys and male teachers and to engage on punchline campaigns, which included broadcasting on TV female and male ministers playing period games and making public declaration on the topic.

Pakistan is characterised by an extremely conservative socio-cultural context that prevents sexuality or reproduction from being discussed. The project addressed a topic that is largely overlooked by national policies and the project had to adopt a cautious approach to demonstrate the beneficial impacts of paying attention to MHM while liaising with communities to ensure their buy-in or at least their non-objection. Approaching the topic of MHM through an education and hygiene lens proved to be relevant including in the conservative district of Swat where stakeholders involved perceived the project positively.

There is no specific recommendation related to relevance. The model including four key components proved to address needs and challenges appropriately and can be replicated in future programs.

Impact

The combination of constructing girls' friendly infrastructure, setting up an emergency pads system and conducting awareness raising on the topic of menstruation had many positive impacts in terms of breaking the silence around menstruation, improving girls' personal hygiene and attendance rate in school as well as general cleanliness and maintenance of WASH facilities and school grounds. In Nepal, the project had a ripple effect at household level with significant examples of behavioural change in terms of end of girls isolation during menarche, decrease of restrictions related to preparing food, touching water and interacting with male relatives. Boys' new understanding significantly reduced teasing of girls and created a level of empathy, which is likely to reduce gender-based violence in the future.

In Pakistan, the EPR pointed out a great success in terms of breaking the silence around menstruation including at household level, improvement of hygiene practices amongst girls and increase of girls' attendance in school.

In both countries, the EPR pointed out limitations in girls' understanding of the biological process of menstruation and in Nepal the persistence of discrimination of menstruating girls to undertake religious activities.

These restrictions can be addressed in future programs, and the EPR suggest targeting the right of women to know their body and to combat all forms of discrimination, including religious. The EPR recommends targeting boys and males in future programs in Pakistan and religious leaders in both countries.

Both infrastructure and pads provision in schools have had a great impact as described above but the EPR pointed out that the systems set up are well suited for disposable pads users but could be improved to cater the needs of girls using cloth. The construction of incinerators had a good impact in terms of handling used pads but the EPR observed challenges with functionality, environmental impact and cost. The EPR recommends to conduct a cost benefit analysis and to pilot alternative solutions in future programs.

The project contributed to increase affordability of pads to girls in school but affordability of disposable pads remains a key issue for low-income school girls. Further research should be conducted to enable safe and convenient handling of cloths /washable pads in schools and to identify girls' preference with absorbent products. To ensure equity schools should consider availing cloths and reusable pads and not only disposable products in case of emergency.

In both countries, the impact on institutions was positive and led to an increasing demand for similar programs and in some cases of replication. In Nepal, the project's advocacy activities have paved the way towards further mainstreaming of MHM in national curriculum, standardised training for health and education professionals and drafting an MHM policy involving different ministries. In Pakistan, national and provincial MHM groups have designed strategic plans to induce behavioural change of parliamentarians and allocate resources for MHM in the WASH sector.

At school level, the impact was limited by the small number of students trained compared to overall students' population and to focal teachers only. Additionally, no mechanism was set up to ensure formal replication and cascading in the future which limits the impact of the program to a larger number of students. The approach of direct training of a selected number of students was relevant at this stage considering the project was piloting a model to address MHM. Now that the benefits of awareness raising are demonstrated, the EPR recommends in the future to shift from a direct delivery of training to a Training of Trainers approach. Other recommendations are detailed in the recommendation sections but include further use of videos, standardisation of training modules (in Nepal), and advocacy to include MHM in the curriculum in Pakistan.

Sustainability

In both countries, future sustainability of infrastructure is jeopardised by the lack of skilled human resources, limited budgetary allocation from the government and by the lack of awareness of the life cycle cost approach at project level, which consists in calculation, itemisation and allocation of costs for the O&M, capital maintenance, direct and indirect costs.

The EPR recommends to adopt a life cycle approach[1] to take in account all the costs related to infrastructure during and after the project and to consider innovative financial schemes to support O&M given funds allocated by the government are generally not sufficient.

The EPR did not find any awareness replication and regeneration mechanisms in place to keep the momentum in the post implementation phase such as a training plan including activities, tools and resource allocation. This should be considered and costed in the future. For example, the projects could organise a workshop with institutional stakeholders to explore

[1] https://www.ircwash.org/projects/life-cycle-costing-tools

the barriers, opportunities and set up action plans to replicate awareness activities in the future.

The increasing demand for girls' friendly facilities and examples of replications in both countries are positive signs in favour of sustainability and replication although further support is needed to take advantage of the benefits of the program. Sustainability of institutional capacity building is jeopardised by the administrative reform in Nepal which supressed district level institutions targeted by the project. In Pakistan, the EPR found that training of LHWs not only had a good impact but is also likely to be sustainable as LHWs regularly interact with adolescent girls and integrated their new learning in routine outreach activities. Future programs could work further on strengthening their capacity through ToT and curriculum development.

The EPR recommends to sustain advocacy activities in the future to take advantage of the momentum created by the project targeting decision making level (national and municipal level following the administrative reform in Nepal and national and provincial level in Pakistan).

The provision of pads in schools in Nepal is likely to be sustainable because schools have been managing it on their own throughout the project and because it is a cash neutral activity. Yet in Pakistan, there is a risk that this system may not be sustainable because the supply chain was managed by the local partners until the end of the program. As a result, focal teachers did not get the chance to undertake this activity on their own and schools do not have any contact with the entrepreneur supported by the project in Muzaffargarh.

The sustainability of the manufacture of disposable pads supported by the project is at risk because the entrepreneur still lacks business development and marketing skills. The EPR recommends supporting this activity until the entrepreneur is able to develop and diversify its customer base autonomously and is able to improve the quality of the products according to users' feedback.

Efficiency

In both countries the WAP and WAN implemented the project within the limits of the established budget and overreached targets, hence demonstrating a good level of efficiency. Although the data collected do not enable the EPR to make an in-depth analysis, it appears that mainstreaming MHM into a WASH program does not inflate the costs significantly while the impacts are strong. Yet, the EPR found that the cost of building girls' friendly toilets was 5 times higher in Nepal than in Pakistan and significantly higher than regular toilets. The reasons behind these differences could be investigated to potentially decrease construction costs.

The EPR suggest that the technical and financial departments collaborate further to come up with one or several design options and bills of quantities and impart this information to schools and education authorities. This is important both in terms of efficiency and in terms of replication. Governments need to know how much it costs to make toilets MHM friendly.

Equity

Girls and women are directly benefiting from this project which was undertaken in particularly vulnerable areas. The project targeted governmental schools with a low WASH coverage, usually attended by low-income children, in remote areas and in districts characterised by a high level of poverty (Muzaffargarh), discrimination of girls (Swat), low WASH coverage (Siraha, Sindhuli). In Nepal, the project reached the most vulnerable casts such as Dalit.

The project also ensured accessibility to wheelchair users of WASH facilities, in line with the national guidelines but the impact has not been significant and the technology used is not

adapted to local conditions. The EPR recommends reviewing the technology used for the toilets, the approach (from integration to inclusion) and to take in account other types of disabilities.

3. FINDINGS

3.2 Pakistan

3.2.1 WASH infrastructure, including MHM infrastructure and services.

Did the project effectively achieve its initial goals in terms of infrastructure building and O&M systems? (Effectiveness)

In Pakistan, the project effectively reached its target to construct or improve sanitation facilities, including menstrual hygiene and hand washing facilities in 110 schools, 60 in the district of Swat and 50 in the district of Muzaffargarh.

In all the schools, the project constructed girls' friendly toilets, which include a wash basin for hand washing, a toilet (in most of cases a squatting toilet / Indian structure with additional chair and rod for students with different needs) a mirror and incinerator for proper disposal of used sanitary pads. The project set up a system of disposable pad provision which girl can avail when necessary and hand washing facilities of different heights.

The project constructed or rehabilitated drinking water facilities in 60 schools including child friendly handwashing facilities.

Toilets in Basira High School (Muzaffargarh)

As a result, almost 44,610 children and teachers have access to an improved source of water and sanitation facilities in schools (43,586 children and 1,024 teachers). The project also constructed disabled friendly toilet in 85 schools.

The project did not establish O&M funds in the schools as schools are using non-salary budget or Parents Teachers Councils (PTCs) budget to cater for O&M.

Are the newly built and rehabilitated facilities suitable to the intervention context and consistent with the target groups' needs and requirements? (Relevance)

Policy and target groups needs

The EPR found that conducting a WinS and MHM project was relevant given policies in Pakistan lag far behind with regard to sanitation in schools and mainstreaming of menstrual hygiene management. There are no national WASH standards for schools and none of the recent initiatives in the health sector include MHM. However, there has been a timid move in the education sector as draft school WASH guidelines have an indicator for MHM facilities and for providing skills to make cloth pads. Provincial governments also launched initiatives such as in Punjab where the WASH Sector Development Plan (2014-24) includes MHM in school and the School Education Department developed a WinS strategy, standards and roll out action plan (2017) which also includes MHM.

During the EPR stakeholders also reported that improving WASH facilities was a priority issue in 8 schools out to 9 because of the limited number of latrines (from 1 latrine for 40 students in the newly built school of Shaheenabad in Swat to 1 latrine for 365 students in Basira in Muzaffargarh) and given the fact that none of the schools had girls friendly facilities before the project's implementation.

Hence, the project addresses a strong need to demonstrate concretely how to build menstrual hygiene friendly toilets and their impact. In this context, the project adopted a step-by-step

approach and selected districts upon their WASH needs[2] upon their anticipated capacity to work around the taboo topic of menstrual hygiene (narrative proposal).

The project targeted elementary, high and higher secondary schools for girls. Assistant District Education Officers (ADEOs) in both districts emphasized that the project should target primary schools as well because there is acute shortage of WASH facilities. They also said that the girls of 5th grade reach to the puberty age and therefore conducive WASH facilities and awareness raising is important.

Participatory approach

District level Education offices were involved in the selection of schools and EPS and AGAHE systematically obtained a No Objection Certificate from the onset of the project. Head teachers were involved in selecting location of infrastructure that led to thorough and constructive debates as the project had to convince the stakeholders to build toilets closer to the classrooms than usual practice.

AGAHE and EPS conducted an accessibility audit in each school prior to the project to analyse the needs for WASH facilities and records were available in the schools visited.

In both districts, DEOs were well involved in facilities monitoring: the ADEO in Muzaffargarh visited 40 schools (out of 50) and the DEO of Muzaffargarh visited all 60 schools. This shows a strong interest in the topic and participates in advocating the benefits of MHM facilities and awareness raising.

Design of facilities, including changing rooms

The EPR found that design for the toilets and changing rooms catered for girls needs and girls showed satisfaction about the pad disposal system (incinerator) and the presence of a mirror inside the girls' friendly toilets. The project also built a supporting rod for weak and students with different disabilities.

The design of the handwashing facilities evolved throughout the project. The height of students was considered in the design after the MTR, which was appreciated by the stakeholders.

Provision of pads in schools

The project effectively set up a system managed by the focal teacher(s) in each school to provide disposable pads in emergency. In Muzaffargarh, the project supported an entrepreneur to manufacture disposable pads and to provide kits to schools. Each kit is made of 7 pads, an underwear, a soap and tissues. The provision of underwear is relevant as girls do not usually wear it when they are not on their periods. In Swat EPS purchased napkins in bulk from the market of a company from China to supply the school stock. All schools sell the pads to the students. Therefore, the EPR found that the project effectively provided pads in schools. Yet there is a strong uncertainty about the relevance of the approach and the sustainability. This question will be addressed in section 3.1.3 on the supply chain development.

The same observation goes for the construction of incinerators, which was effective in all the schools targeted, but the EPR finds it is a partial solution to the problem of handling used pads. While the majority of school girls (82%, baseline survey) are using cloth, the project did provide any solution to facilitate handling of cloth. **The MTR had found that girls were not keen on using the handwashing facilities to rinse off used cloth but did not identify**

[2] Muzaffargarh is ranked as the 35th lowest district in terms of water & sanitation coverage out of 36 districts (Bureau of Statistics for the Punjab province)

objective reasons against using the sink. This practice may be related to misconceptions related to “bad blood” and should be investigated further. The project could also support girls with solutions to bring home wet cloths, for example using a watertight toiletry bag (or wetbag), considering that attempts to enable girls to dry cloth on school grounds (on the wall) did not succeed.

What is the impact of newly built infrastructure in schools and communities? (Impact)

In all schools visited, stakeholders report that girls’ friendly facilities are being used and the level of cleanliness was generally found to be good considering the context.

All the stakeholders, from school girls to teachers report benefits of the **incinerator** which significantly improves pads management in schools. Incinerators are regularly used in 8 schools visited out of 9 (one of them is broken) and have **increased privacy and cleanliness** of the overall environment as earlier, girls had to throw the sanitary napkins outside the school which was embarrassing and unhygienic.

The use of the incinerator is well accepted compared to Nepal where environmental considerations are at stake and there is a taboo on burning blood that does not appear to be the case in Pakistan. Girls report burning pads or cloth at home in the corner of their courtyard.

In schools, operation of the incinerator falls under the responsibility of girls in most of the schools or by a female care taker employed privately, as male caretakers refuse to undertake cleaning chores. Whilst girls’ mobilisation in the cleaning of toilets and operation of the incinerator are positive in term of ownership, the EPR found that it can also be dangerous in terms of hygiene and hazardous.

Group interview, hygiene group members, Basira, Muzaffargarh

The combination of appropriate infrastructure, emergency pad provision system and awareness raising to break the silence has resulted in very positive impact in **girls’ attendance, comfort**, **confidence and time management**.

“*Before the construction of MHM latrine, students used to go back to their homes or took leave from school if they had periods. This caused disturbance in their study. Now they do not miss school.”* (Head teacher, Basira, Muzaffargarh).

The upgrading of water supply has also improved cleanliness and eased the burden of bringing water buckets. This has **raised expectations of girls** given several of them would like to have the same toilets at home.

In both districts, the newly built **toilets remain locked to restrict the use of younger children and maintain cleanliness**. In Muzaffargarh the key is kept by the focal teacher and in Swat by a child club member in each class. The system works better in Swat but decreases the use of MHM latrines (shyness, use of hairpin to open the lock, loss of information on who has the keys etc.).

In future projects, it is important to find other ways to keep the toilet clean than keeping it locked. It is more likely that such practices may decrease the use of MHM latrines.

Emergency pads

During the project, both partners provided pads free of charge to replenish the schools' stock. In the case of Swat they are sanitary pads bought in bulk by EPS and in Muzaffargarh, AGAHE supplied schools with the disposable pads made by the entrepreneur supported by the project.

Schools have been selling pads provided free of charge by the project in Swat and in Muzaffargarh. The focal teachers keep the record and the benefits to buy the pads in future. So far all the schools visited, the stock was available and money has not been used yet as the stock was still furnished.

Moreover, in Swat, the child club members are charging fines of 70 to 80 KPR on girls who do not have pads in their bag and 5 to 10 PKR if the girl did not keep the toilet clean, reaching from 300 to 500 PKR per class per month. Charging a fine for the lack of pad in a school bag is a questionable practice and is likely to burden further girls from low-income families (reminder affordability of pads is 6 KPR per piece). The focal teacher uses the money to run class activities and intends to use it for pads management in the future but this has not been done yet.

In theory the pads management system is cash neutral since schools will be buying and selling pads after the project so there is no need for cash collection. **Consequently, there is no justification to sustain this system and schools should find other ways than punishment to encourage girls to keep pads with them.**

To what extent are the benefits of the project likely to continue following the end of the project (Sustainability)?

Sustainability of infrastructure

In general, the infrastructure in secondary schools in Pakistan are well maintained compared to primary schools. Head teachers are aware of the benefits of the WASH facilities and that it is their responsibility to ensure that they are functional at all times and well maintained. The strong mobilisation of DEOs who visited almost all the schools targeted by the project in both district is also a positive factor for the future sustainability of the infrastructure. The partners provided training on minor repair to chowkidars and peons. Although they feel confident about their capacity to make minor plumbing intervention such as fixing pipes and sockets, the training was limited in time (one day) and the project did not provide any maintenance manual or instructions to address common breakdowns.

Overall, the threats on the sustainability of infrastructure are very similar to Nepal:

- Observation of non-functional wash rooms
- Lack of definition of what is a functional service
- A lack of incentive and skills of care takers for major repairs
- The lack of post implementation monitoring and technical support
- O&M in the long term is not costed and funds are not aligned with the financial needs

Additionally:

- The schools did not participate financially in infrastructure building: the support provided by school management is only in kind like space, monitoring of the construction process and security of the construction material.
- There is a lack of understanding of the concept of provision for capital maintenance from the beneficiaries and some of the project coordinators.
- It was not legally possible to establish specific WASH O&M funds in schools. In Punjab schools receive a Non Salary budget on a quarterly basis and in KP (Swat), schools received PTC funds on an annual basis. Amount allocated can be as low as 22,000 KPR (141 GBP) per year.

As a result, all the recommendations formulated to increase sustainability of infrastructure in Nepal are also relevant for Pakistan.

Systems for emergency pads are operational in both districts. Focal teachers in Swat are fully confident they can sustain the system and purchase pads on the market, but in Muzaffargarh they are hesitant to continue the system because they have been relying on AGAHE to replenish the stock of pads. There were no links established between the entrepreneurs manufacturing pads and the schools during the project and focal teachers had not engaged on exploring other sources of supply at the time of the the EPR.

The emergency pads system is likely to be sustainable if focal teachers have the will to sustain it and the capacity to keep a simple accounting system targeted public schools where poor families. Sourcing sanitary pads should not be a problem as they are usually available in markets in both districts. Yet, focal teachers did not take this responsibility during the project's implementation.

Providing the pads free of charge may be an acceptable strategy early in the project to show case the system and give momentum. The EPR recommends for future projects to shift from a donation to a market based approach and to delegate the supply component as early as possible. The school stakeholders should be given the chance to manage purchases, logistics, stock keeping and accounting as early as possible to ensure functionality of the service in the long term.

3.2.2 Awareness raising

Did the project manage to implement awareness raising as planned? (Effectiveness)

The project formed WASH clubs in schools and mothers' groups and trained 1,352 girls and 10,014 women and out of school girls from the communities on WASH and MHM rights. WAP overachieved this indicator as they initially only planned to train 2 girls from each WASH club (220 girls in total) but then reconsidered the situation and decided to train all club members (5 to 8 girls per school in 110 WASH Clubs. This is likely to increase the impact and the value for money of the project.

The project outreached its target to deliver training on WASH, MHM and children's rights, to 500 school and health practioners and reached 978 persons including 334 Lady Health Workers (LHWs) and 102 Moallimas (teachers of Madarsas). The project trained 280 members from Parents Teachers councils (PTCs) and School Management Committee (SMC) and mobilised them to promote hygiene among their peers and in communities. The EPR found that PTCs/SMCs did not all attend the training in two of the schools. Generally, WAP reports that PTCs/SMCs are not always active in schools so the project informed them but was not always able to mobilise them further.

In Swat, the project established two focal teachers, one responsible for the WASH club and the other for pads management which increases both effectiveness and sustainability. In Muzaffargarh, the project appointed one focal teacher per school, which limits effectiveness and sustainability in case of transfer.

Was the content of the training sessions and awareness campaigns relevant? Did the content address girls, women's and teachers' needs in terms of WASH and MHM? (Relevance)

According to the formative research conducted by WaterAid, the topic of menstruation is a hidden and shameful issue surrounded by many myths such as food restrictions and

counterproductive hygiene practices such as not taking a bath. Studies[3] have suggested that girls in Pakistan have very limited knowledge on menstruation and related hygiene practices as mothers are often reluctant to discuss the subject until girls reach menarche and national curriculum does not cover MHM.

Hence, it is particularly relevant, and greatly challenging, to conduct awareness raising activities on this topic in Pakistan.

Girls interviewed during the EPR shared that they greatly enjoyed receiving training because they did not have any information about menstruation and hygienic practices prior the awareness sessions. According to them, the training addressed their needs because it covered useful and interesting topics such as personal hygiene, puberty, hygienic management of menstruation and frequency of pads changing, washing and drying cloths.

WASH Forum members / AEDOs, provincial group on MHM, head teacher and focal teachers also deemed the content of the awareness component relevant and stressed upon integration of MHM in the curriculum.

What is the impact of the newly acquired knowledge on the life of the girls, of the women and of the teacher at school and at home? What did it change for them? (Impact)

All stakeholders perceive the awareness raising and content of training very positively. The country team was surprised by the positive impact of the awareness sessions and the buy in of stakeholders in the conservative district of Swat.

The major impacts identified in school are as follows:

- **Confidence** level of girls is increased. The girls who were trained report they are not hesitant to talk about MHM among themselves, focal teachers and head teachers.
  ‘‘We also learned that because of our society we have to hide menstruation but there is no need to hide because it is natural (child club, Matta, Swat)’’
- **Girls purchase sanitary pads** for themselves and for their sisters, while in the baseline survey one of the teachers had reported that even when sanitary pads were available in schools the girls were too shy to come and get them.
- Improved hygiene practices such as **frequency of changing pads and handwashing and**, disposing pads properly.
- **Focal and head teachers are sensitive about MHM** and **provide support to girls** in emergency by providing pads and underwear event if the girls do not have the money with them.
- **Teachers are aware that menstruation is a major cause of absenteeism and are engaged in increasing girls’ attendance.** As a result, head teachers do not grant permission any more to go home since girls can manage their periods at schools (focal, teachers, head teachers and ADEOs in Swat and Muzaffargarh)

  “Students want to come to school during periods because MHM facility is even better than the toilets had their homes. The students have become very particular about washing hand with soap. They sometimes even bring soap from home.” (Focal teacher in Basira Government High School, Muzaffargarh)

Impact at household level

- Girls have been **sharing learning** with their mothers. This clearly appeared during meetings with PTC members in Swat (Kabal and Matta) and in FGD with girls. All the

[3] UNICEF

mothers remembered the messages conveyed during awareness sessions report improving the way they wash menstrual cloths.

"We talk about mensuration and sanitary napkins with our cousins, sisters, and mothers. Initially we were hesitant but not it has become normal for us." (Wash Club members Basira, Muzaffargarh)

- One adolescent girl who participated in the FGD with mothers and out of school girls said that she runs a small tuition centre and after receiving MHM training, she also imparted her new knowledge to her own students.
- According to LHWs, training provided by AGAHE contributes to **increase in use of sanitary napkins,** in spite of myth that this practice would reduce or stop the blood flow.

As Nepal, the latter impact is positive to improve hygiene but also tends to favour napkins against cloths. The EPR found there was a bias during the training, reinforced by the prioritisation of incinerator building vs. sinks for pads washing and by the provision of disposable napkins only in case of emergency.

> *"In the trainings we are informed about the advantages and disadvantages of using sanitary napkins, disposal of sanitary napkins, menstruation and hygiene. We enjoy the trainings and learn the importance of using a pad during menstruation. Before attending the training, we were unaware of the diseases which one can get because of not using sanitary napkins".*

Changing behaviours such as food and bathing restrictions is a long-term process and the project did not have the ambition to tackle behavioural change at this stage. The objective in term of impact was to break the silence on MHM and the experiment was successful. The project's approach was to conduct sessions with mothers in communities to inform them on the project content and facilitate the conduction of the project in school. The content and intensity of the information sessions were not designed for behavioural change.

The EPR found that some students **still had misconceptions** about menstruation such as "*we were told to bathe on the 4th day of our periods*" and "*menstruation is bad blood which needs to come out to clean our body*". It is not surprising because we cannot expect a few orientation session to change drastically beliefs and behaviours that have been sustained for generations. **Future projects should consider providing refresher trainings and a more intensive training plan.**

Nevertheless, the results are encouraging considering the socio-cultural context in Pakistan.

Impact of capacity building of LHWs

The EPR found that training community based LHWs had a very good impact as there is a relation of trust between them and adolescent girls. Several LHWs took the initiative to sell sanitary pads and adolescent girls feel confident purchase the pads from them. This is a great opportunity for the LHWs to impart knowledge and provide necessary advice and support to the girls to manage their menstruation safely and with dignity.

Impact of capacity building of child clubs

Wash Club members, Matta, Swat

In Swat, the child clubs have been conducting sessions with their peers about MHM along with conducting cleaning activities under the monthly supervision of EPS and weekly supervision of the teachers. The level of planning was good enough to ensure sustainability in the future (planning of session time and content) as long as focal teachers ensure proper handover with younger children when child club members pass out. Additionally, the child club members can rely on booklets distributed by EPS and report extensively using the booklets to impart their knowledge. Depending on the child club, students trust they can continue to conduct awareness session and others fear they may not continue the activities without EPS.

Responsibilities have been undertaken routinely, which is likely enhance sustainability. Activities range from operating the incinerator once a week, checking students' bags, cleaning toilets, monitoring facilities (informing head teachers to fix the taps) and giving MHM sessions to other students. WASH club members report informally sharing knowledge with families and friends.

AGAHE has formed two groups of children is each school: a peer group for adolescent girls and hygiene group. The peer group receive information and awareness sessions on MHM and the hygiene group on general hygiene only. Girls report passing on the information to their peers informally during break time. In the school of Bangla Mashi in Muzaffargarh, the focal teacher has left and now the child club is without supervision and does not feel confident to talk about their periods to other teachers. Girls suggest that there should be child club members in each class. This is a good idea, likely to enhance dissemination of knowledge and increase impact.

Factors enhancing good impact

Quality and dynamism of the social mobilisers: girls appreciated the fact that hygiene promoters were friendly and provided orientation with interactive methodologies (in Swat). Girls from the school of Matta in Swat mentioned that they viewed the EPS mobilisers as friends and they could share "everything" with them, which illustrates well that the objective of breaking the silence around menstruation was met. LHWs were amazed by the quality of the training sessions and ranked the training more than 5/5.

The project met positive reactions, buy-in and support from the head teachers, the focal teachers and the child clubs as well as individual dedication from the trainees. The EPR observed that in four schools the focal teachers had good working relationships with each other and that girls appreciated their role.

Limiting factors and recommendations

The length of training: one day for focal teachers and LHWs and three days for child club members; although EPS came back in schools for follow up activities with the child clubs and peer groups but there was a lack of follow up in Muzaffargarh due to budget restrictions.

Target beneficiaries: the training was limited to focal teachers and child club members. The EPR recommends to widen the scope of the training and include other teachers, head teachers non child club members and girls from 5th grade as they need to be informed on MHM before menarche.

Focal teachers also need more than content training and to increase their communication skills.

The conservative society in Pakistan: some stakeholders, such a WASH forum member in Swat, observed that the process meets the resistance of conservative attitudes:

> "*In a workshop organized by EPS on WASH and MHM right, some females said that MHM is their issue and males should not intervene in it. They said they will sort it out and there is no need to make it a public issue*."

While this limits the impact of the project, it is also reinforces the evidence for the need of this kind of intervention.

To what extent are the benefits of the awareness component likely to continue following the end of the project? (Sustainability)

The project has created openness among various stakeholders including government officials, education department, civil society organizations and schools. They now recognize that MHM is an important issue to address and this generated demand among neighbouring schools.

As a result, during the project implementation, there were **two examples of replication**, one in a female madrassa and one at district level. The district collaborated with the organisation Hands to replicate the project in another school. This is encouraging and probes the relevance of the project. The EPR recommends to document achievements and successful stories of spontaneous replication to use for advocacy.

There were some good awareness raising / IEC communications package developed in Pakistan for the project. These were tested and revised to make more effective / user friendly – and also shared widely with the sector through the national MHM working group. It is a good package for sustaining and replicating the project outputs.

The impact of the training on LHWs appears to be sustainable as LHWs met during the EPR feel that advising girls is part of their duties and some of them have taken the initiative to start selling pads. In Swat, LHWs reported that they conduct three meetings per month, two in the communities and one in the school. Considering the training of the LHWs lasted one day only, there is a **great opportunity to work with them in the future** to increase impact, replication and sustainability.

In schools, orientation provided was well perceived by all the school stakeholders but perspectives for replication are quite uncertain. As children pass out and teachers are transferred, there is a risk that knowledge and know how may not be shared. The situation the school of Bangla Mashi, Muzaffargarh, reflects this situation as the focal teacher left and no staff exactly knew about the project. The girl from the child club who was responsible for the key of the toilet had passed out, and due to the lack of focal teacher, there was no hand over and no more information on who kept the key. New child club girls were not trained to deliver awareness on MHM therefore it is not likely that awareness raising will be sustainable or replicated in this school.

Without formalised replication and regeneration mechanisms, sustaining awareness depends on the interest and personal initiative of the focal teacher. In Swat, focal teacher trusted their ability to continue delivering the messages. For example, in Shaneenabad school, the focal teacher already gives a session on hygiene and MHM to the WASH club members, covering new information every Saturday. In other schools, teachers report they are already burdened with their routine teaching tasks. In Muzaffargarh, focal teachers did not feel as confident because the orientation they received was not adequate to build their capacity as trainers/ resource persons.

3.2.3 Supply chain development

Did the project effectively train and mobilise shopkeepers and entrepreneurs to establish sanitary material supply chain (effectiveness)?

In Muzaffargarh, AGAHE conducted a training workshop for local potential entrepreneurs, which led to the selection of one women entrepreneur, Ms Mareena Wassem, who was already running a grocery shop. AGAHE provided the entrepreneur with a machine to manufacture pads and introduced the entrepreneur to a wood pulp supplier in Lahore to fill in the pads and to fabric suppliers (light cotton cloth). AGAHE also supported the entrepreneur with technical and business management training.

The entrepreneur runs the production centre with the help of her husband and employs 2 workers. The business is currently running and she sells sanitary napkins to 104 clients including 50 schools, LHWs and community members. She has a production capacity of 200-250 sanitary napkins per day and occasionally manufactures up to 500 pads a day to meet the demand. The 50 schools pass their order once or twice a month, mainly in Muzaffargarh, but she also provided 1400 to1500 kits and 12,000 sanitary napkins to EPS in Swat during the project. She declares that she is enthusiastic about running this activity and that she is satisfied with the profit. However, her capacity to fulfil the demand of target schools in Muzaffargarh and in Swat was limited (e.g. not kits in Bangla Machi school).

In Swat, the project initially explored the option of working with the local artisans but soon realized that the range of napkins available did not justify the development of a new supply chain, as napkins on the market were of better quality and similar cost.

To what extent were the supply chain development activities consistent with the target group needs and requirements (Relevance)?

In order to assess the relevance of this intervention, the EPR tried to answer the following questions:

- Does the development of a supply chain for menstrual hygiene material respond to a gap in terms of products supplied on the market?
- Are the material developed suitable to the preference of the girls and women?
- Were they involved in the design of the sanitary pads?
- As a result, do they like the products? (also impact/sustainability)

The baseline study conducted by EPS had made the following findings:

1. 82% of the girls mentioned that they use cloth during menstruation, while only 15% mentioned that they use sanitary pads.
2. All the female respondents met for the study shared preference for disposable sanitary napkins but they not are affordable to many (market price 10 to 12 PKR per piece; affordability 6 PKR) and adolescent girls are shy to purchase them from male shop keepers.
3. There is a lack of proper WASH facilities for girls to change and manage used products: disposable/incineration facilities are available in 2% of schools and washing facilities for cloth napkins in 54% of schools.

The EPR observed that disposable napkins are usually available even in remote areas especially in Swat, whereas in Muzaffargarh they are not yet available everywhere.

Before the project, the head teachers used to keep cloth or napkins in their office but girls were not always informed or were too shy to request the pads. Hence, **the awareness raising component of the project which increased the level of confidence in girls is relevant as well as the possibility for girls to purchase pads in school from a female focal teacher.**

The development of new pads relies on the idea that cloths are not good enough and the EPR observed that the questions on this topic on the baseline survey were biased. The baseline survey does not include questions on girls' preferences on the type of menstrual absorbent and their level of satisfaction with the use of cloths. Instead, the survey is asking the respondents why they are not using disposable sanitary pads (p. 32), which implicitly means that the designers of the survey assume it is a better option. The baseline survey informs us that the issue of absenteeism is due to the lack of clean toilets and of facilities to handle used pads.

While the project was very relevant in building appropriate infrastructure, the choice to build incinerators addresses the needs of the 15% of girls using disposable pads and misses out the 82% using cloth. As in Nepal, availing only disposable pads in school and not cloths naturally promotes the use of disposable pads, **while the key issue is affordability (referred to as period poverty[4]).**

As shown in the baseline survey, affordability ranges between 2 and 8 PKR in rural areas while napkins such as the brand "Always" are sold between 10 and 12 PKR per piece. In school the program contributed to improve affordability with an average price of 7PKR per pad and 75 PKR per kit (of 7 pads + underwear + soap + tissues). LHWs buy the kit 75 PKR and sell it for 80 PKR, which is still competitive for the girls who can afford pads.

The supply chain in Muzaffargarh has therefore improved affordability, but it remains a challenge in the low-income district of Muzaffargarh. While some girls find pads affordable and even purchase kits for their relatives, other girls admit they use their lunch money when they need to buy pads. The focal teacher in Banday Shah observed that sometimes two girls purchase one packet combined due to poverty. In some cases, girls borrow the money from the focal teachers and return it after a few days. Once again, the baseline survey analysed the affordability of pads but did not inform the project on the **cost and affordability of cloths**, hence missing the majority of users including the most vulnerable.

In the future, it is likely that the price of pads provided in schools will increase in both districts. In Swat EPS has purchased the napkins in a bulk from the market of a company from China and schools will have to resort to the regular market for future supplies. In Muzaffargarh, AGAHE supported the entrepreneur who manufactures pads with the entire marketing component. The entrepreneur will necessarily have to allocate resources for marketing and to improve the quality of pads as requested by the users by adding a sticking layer at the back.

The EPR recommends making a comparative study with the cost of cloth -which is likely to be cheaper given girls reuse it numerous times- and to provide cloths in schools to increase options and affordability.

While there is no doubt on the need to avail absorbent material to cater emergencies, it is not clear that the system established in Pakistan responds adequately to the challenges identified during the formative research.

What is the result of this activity in terms of sanitary pads production and how many schools provide sanitary material by the end of the project? (Impact)

In both districts, school established a stock of emergency pads with disposable pads from the entrepreneur in Muzaffargarh and with pads purchased in bulk from a Chinese vendor in Swat.

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[4] Sanitary napkins are not luxury items… period, Noman Ansari in The Express Tribune blogs, Pakistan, December 12, 2015

In Muzaffargarh, LHWs and the entrepreneur report that girls and women who never used disposable napkins in the past are comfortable with the napkins from school, whereas women who are used to disposable pads are not satisfied with the quality. The two reasons for complaints are lower absorbency and the lack of sticky layer at the back ensuring it stays in place. Girls confirm this view and the entrepreneur is working on improving the product. **The provision of pads has created openness to discuss MHM and has improved hygiene practice according to one of the focal teachers. Provision of underwear, soap and tissue is motivation for girls.**

The issue of affordability was discussed in the relevance section. On one hand, the provision of pads, which are cheaper than usual, had a positive impact as girls are less hesitant to buy them from school but the lack of provision of **cloth challenges equity of many girls whose income does not allow this kind of expense.**

To what extent will the production of reusable pads continue after the project (sustainability)?

The EPR found that there is a risk that this activity will not be sustainable in the future.

On the positive side, there is a demand for sanitary pads and the pads produced by the entrepreneurs are still cheaper than the ones on the market. Moreover, girls appreciate that the kit including soap, tissues and underwear. Although the respondents did not mention this explicitly, the formative research had spotted that there is sometimes a reluctance to use disposable pads because of the chemicals they contain. The pads of the entrepreneur are made of natural products, cotton and wood pulp, which makes them safe and environmentally sound. Consequently, the project needs to research the market further and support the entrepreneur in developing her business plan and in diversifying her customers. There may be a potential market with more well off customers who are looking for natural and (potentially compostable?) products. This is not proven yet but it would be interesting to conduct a proper market study.

As mentioned earlier, the price of pads is likely to increase, as the entrepreneur will have to invest in marketing and in improving the quality of the pads. If the price is not competitive, the main benefits of using this product in school will be lost.

The entrepreneur has weak marketing skills and the project did not adopt a market-based approach. Instead of encouraging direct contact between schools and the entrepreneur, AGAHE acted as a go between. As a result, schools and entrepreneurs do not have each other's contact details. Additionally, the project artificially inflated the demand by pushing schools to purchase these products, including EPS in Swat. If the entrepreneur does not provide enough efforts to reach schools, there is a chance that she will lose her current clients.

Now that the project spent money in capital expenditure (machinery) and capacity building, it is important to sustain support on the marketing aspect and branding until the entrepreneur becomes autonomous. It is important to maximise her chance of sustainability and not to let her down in a crucial moment of her business development.

3.2.4 Institutional capacity building

The objective of this component was to raise awareness and build capacity of local, district and provincial level institutions to contribute to the development and implementation of national policies on inclusive school WASH.

To what extent were the intervention's outputs achieved (effectiveness)?

The project achieved its target and reinforced capacity of 482 governmental officials focusing on district and provincial level (232 stakeholders at district and 250 at provincial level). The project combined formal training on MHM and WASH rights and organisation of public meetings, public hearings to expose stakeholders to the topic of WASH and MHM.

It was not possible to run accessibility audits in Pakistan. However, the project included education stakeholders and WASH forum members in monitoring visits. In each district, WASH forum members visited 20-40 schools and AEDOs visited all or almost all schools in each districts. In general, both government representatives and CSO members were satisfied with the performance of the project.

In Pakistan, the project made efforts to involve Government, Key stakeholders and enhanced active participation of the Education department, Health department through organisation of coordination meetings of District WASH forum.

The project also conducted completed two three-years campaigns celebrating 6 international days, reaching all the relevant stakeholders including NGOs, INGOs, government, school teachers and students, community members and extension workers.

Were the capacity building's activities consistent with the needs and requirements of the target group? Were they suitable to the intervention context (relevance)?

The EPR found that raising awareness of institutional and political stakeholders was very relevant as it tackles not only the taboo of menstruation but also women's rights and reproductive health. Considering the conservative context, linking MHM with hygiene and school attendance provides a smart angle of attack to address this topic. As a result, the AEDOs in both district are satisfied with the project and demand further replication.

For ADEOs, the training was relevant with their work because they were directly engaged in monitoring schools including WASH facilities.

Civil Society Organisations working in the WASH sector also found the training very relevant given they had never considered MHM in their projects in the past.

What were the impacts of the capacity building interventions in terms of knowledge and did it lead to changes at governmental level (Impact)? To what extent are the benefits of the project likely to continue? What are governmental plans to mainstream MHM (sustainability)?

In Swat, the AEDO reports a good impact of the trainings (3 to 4 trainings of 1-2 days each) with a strong attendance from the staff of the DoE. There was a good impact in **increasing knowledge** on hygiene, including handwashing and MHM and a positive feedback from the participants.

WASH forum members also highlighted the positive impact of **discussing openly MHM** in the WASH forum for the first time. While some members are still reluctant to discuss the topic, experience sharing had a **ripple effect as CSO organisation members of the WASH forum are starting to introduce MHM in their own projects**.

The project managed to obtain a **strong participation** in different interventions, such as in training (e.g. half of the staff of the DEO), in public hearings and in specific events. More than100 representatives from government, international and national development organisations, civil society, youth and media convened at the Pakistan Institute of Parliamentary Services (PIPS), in Islamabad to commemorate Menstrual Hygiene Day. The

different interventions of the project were an eye opener for government organizations and in particular for the DoE (WASH forum member).

In both districts, WASH forums are handed over to the government departments, to the Water and Sanitation Authority (WASA) n Muzaffargarh and the District Coordination Officer (DCO) in Swat. The provincial group has recently done strategic planning and identified four areas for future work which include changing behavior of parliamentarians, raising awareness on MHM issues and allocation of resources in WASH sector (EPS Coordinator).

The MHM national group has been active and organized provincial level chapters in Punjab, Sindh and KP. The members found it as a useful platform for sharing the progress and experiences and to take collective actions in WASH sector and it has broken the silence on menstruation. At the same time, the members observed that a clear direction is needed for the group and identify the key themes for policy advocacy (members of MHM group at national level).

The provincial group is at nascent stage and the members requested more direction and coordinated efforts to support their activities in the future. For example, the Population Welfare Department has been trying to introduce adolescent education in the schools of Punjab, including MHM, but did not manage to obtain the authorisation of the Education Department.

Other departments are keen on mainstreaming MHM in their programs, such as the Public Health Department who would like to collaborate with the MHM group as they have hired nutrition assistants to provide information in the schools and would like to establish links.

The members of the MHM provincial group suggested to coordinate efforts and harmonise positions to draft a curriculum/ training package for the schools on MHM/ adolescent education, nutrition etc. and to include Planning and Development Department to ensure funds allocation.

The two examples above show that there are opportunities for replication and that the stakeholders have a good vision of the kind of support needed. This is an opportunity for WAP to develop new activities in the future.

Similarly, the project has **triggered the demand from other schools** and focal and head teachers are often requested to provide links with EPS and AGAHE for the construction of MHM latrines and formation of WASH clubs in the schools. Demand creation is an excellent proof of the relevance of the project and is likely to enhance improved public policies.

Although policy changes are a long-term process, the EPR observed that **awareness raising translated in concrete actions at provincial, national and regional level.**

- A national level, the **WinS strategy** includes WASH, which should translate into an increase in budgetary allocation for improved water and sanitation facilities in schools.
- The national MHM group organized a session on MHM in SACOSAN VII.
- The MHM group in Swat included behavioural change of parliamentarians, raising awareness on MHM issues and allocation of resources in WASH sector in its strategic planning.
- At provincial level, the government took over the coordination of the WASH forum and the Women Development Department took over the MHM working group.

The impacts described above demonstrate the growing support of the DoE. Should WAP and other organisations continue advocacy, it is likely that progress in MHM with continue further.

3.2.5. Equity

The project reached vulnerable women and girls through its intervention in governmental schools in deprived communities and remote areas. The district of Muzaffargarh, was selected of its low coverage in terms of WASH facilities in schools. The Bureau of Statistics for the Punjab province states that out of all 36 districts, Muzaffargarh is ranked as the 35th lowest district in terms of water & sanitation coverage and also has the lowest indicators for health, education, poverty and nutrition (narrative report, 2015). The district of Swat was selected because it is a particularly conservative area in terms of girls' rights.

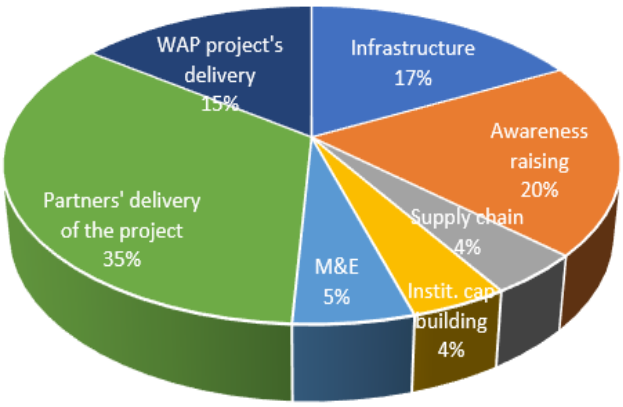
In Swat, the project conducted awareness sessions with Moallimas where the girls from poor families study and reached LHWs in remote villages. The project also reached 10,014 community women and out of school girls to establish a bridge between schools and communities. The purpose was also to ensure understanding of the project by the communities through 2 aspects: a) to reassure community members on the content of the messages delivered to the girls and in particular that sexuality would not be mentioned and b) to spread knowledge at community level.

3.2.6. Efficiency

Do what extent did the project achieve desired outputs and outcomes in a cost-effective manner (Efficiency)?

Budget breakdown in Pakistan

Projet component	Pakistan achieved (GBP)	Pakistan planned (GBP)
Total budget	**785,881**	**839,208**
Infrastructure (capital expenditure)	135,339	119,199
Awareness raising	154,294	155,667
Supply chain strengthening	33,409	45,434
Institutional capacity building	34,210	34,729
Monitoring, Evaluation & Lesson Learning	42,380	125,217
Partner's cost of effective project delivery	270,577	244,427
WaterAid's cost of effective project delivery	115,672	114,535



In Pakistan, infrastructure expenditures were slightly higher than planned, reaching 135,339 GBP and 17% of the total project (Nepal 430,000 GBP - 41% of the total budget). The difference between the two countries is that Nepal also targeted communities providing water supply systems, which can be costly depending geo-technical factors. Moreover, the project in Nepal built more toilets to improve the ratio of toilets per students whereas the project in Pakistan focused on building one girls' friendly toilet per school. Whenever possible the project rehabilitated water supply and existing toilets, which enabled to increase the overall access.

Average cost of girls' friendly toilet ranged from 110,000 PKR (707 GBP) to 127, 000 PKR (816 GBP). The project did not build any regular toilets and hence could not provide data to compare the cost of a regular toilet with the cost of a girls' friendly toilet. The cost of building a girls' friendly toilet is much lower in Pakistan than in Nepal (from 1700 to 3,600 GBP in Nepal). **The EPR recommends the projects to compare their construction costs and find out the reasons behind the difference.**

Neither of the two country projects could provide detailed data on construction costs, i.e. what is the cost of the substructure, superstructure, interior fittings, incinerator, and the key factors influencing the costs. It would also be interesting to know the cost of an incinerator to find out to what extent it affects the overall cost of the toilet. **The EPR suggest that the technical and financial departments collaborate further to come up with one or several design options and bills of quantities and impart this information to schools and education authorities. This is important both in terms of efficiency and in terms of replication.**

WAP used a competitive process in all procurement and ensure that partners were regularly monitored and audited.

The awareness raising component represents 20% of the total expenditures and the institutional capacity building 4%. Both components are cost effective considering the project managed to have a good impact on attitudes in schools and on policies at provincial and national level.

The supply chain component cost 33,409 GBP, which is lower than planned (45,434 GBP) and represents 4% of the total budget for Pakistan. The EPR found that AGAHE could not recruit a business development / marketing specialist. This is quite a pity because marketing is one of the weak links of this component; hence the money would have been used efficiently. The EPR recommends considering recruiting this type of profile for future market based activities.

4. MAIN FINDINGS AND RECOMMENDATIONS

General findings and strengths

1. The project "Ensuring Girls' rights through school-based WASH and improved menstrual hygiene management (MHM) in Nepal and Pakistan was a successful project.
2. The approach, which consisted in focusing on infrastructure, awareness raising, supply chain development and institutional capacity building, was effective and relevant.
3. The project addressed holistically the lack of proper WASH infrastructure, the social stigmas and taboos related to menstruation in both countries, the specific needs of menstruating girls and awareness gaps at institutional level.
4. The four key components of the project reinforce each other and stakeholders at different levels – from students to teachers and institutions – were surprised to observe that the project's impacts were beyond expectations.
5. In Nepal, the project demonstrated that mainstreaming MHM in a WASH project not only improves girls' rights, hygiene and school attendance but also relationships between boys and girls with a reduction of gender-based violence an improvement of overall hygiene and environmental cleanliness.
6. In Pakistan, the project demonstrated that it was possible to improve girls' rights and to break the silence on menstruation, notwithstanding the extreme social restrictions that prevent from discussing any topic related to sexual and reproductive health.

Main findings and recommendations for Nepal

Finding: The project tested two models of girls' friendly toilets, one with a toilet pan and one without. While girls appreciate the model with the toilet pan it also increases the waiting time to use the facilities. The lack of sink for handwashing is a problem as soapy water falls on the floor and makes it slippery.

Recommendation: Following this experience, WaterAid could develop a list of precise criteria to complete the national WinS guidelines. It would be useful to calculate ratio number of girls per MHM friendly toilet to keep acceptable waiting time and cleanliness.

Finding: the EPR found that the disability friendly toilets built in Nepal are not working properly and are not adapted to the local context and habits. Use of accessible toilets is not clear for school management stakeholders. Disability friendly toilets only cater the needs of wheelchair users and of children with lower limbs impairment.

Recommendation: The EPR team suggests to provide clear guidelines on the use of disabled friendly toilet to ensure that the facilities are used at all times by other children and to seek guidance on alternative solutions for user interface from NGOs specialised in this sector. The EPR also recommends reviewing the approach of addressing disability in schools from an integrative to an inclusive approach and to go beyond governmental recommendations.

Finding: The reusable pads making component was not successful and its impact was limited. Human and financial resources allocated to this activity were too limited to ensure success. Needs, incentives and motivations of potential users for this project was not identified thoroughly and the training activity was conducted over one day, which is no sufficient to build capacity and obtain feedback from the trainees. Promoters lacked sufficient incentive to undertake this activity.

Recommendation: Future research should be undertaken to investigate further on what girls and women like or dislike about the different absorbent products, what are the gaps and the potential benefits for women and girls to use home-made reusable pads.

Findings: The project demonstrated a keen interest from institutional level stakeholders and initiatives for replication. It is a good demonstration of how national policies on MHM can be implemented at grassroots level.

Recommendation: For future projects WAN could continue advocacy work and focus more on technical assistance and support to institutions so that they undertake activities by themselves.

- To provide further support to M-WASH CC/ V-WASH CC/ W-WASH CC to establish action plan for public sanitation including MHM.
- To engage with the local governments to allocate adequate budget for MHM related activities.
- To continue advocacy work at national level for mainstreaming thorough MHM information in curricula and obtain recognition of the training modules developed

Main findings and recommendations for Pakistan:

Finding: The project appears to be more successful in the district of Swat than in Muzaffargarh.

Recommendation: The EPR suggest enquiring further on the reasons behind this difference as it was not clearly identified during the review.

Finding: The use of girls' friendly facilities is limited because girls' toilets are locked to ensure cleanliness.

Recommendation: In future projects, it is important to find other ways to keep the toilet clean than keeping it locked. It is more likely that such practices may decrease the use of MHM latrines.

Finding: In Swat, the child club members are charging fines on girls who do not have pads in their bag and on girls who did not keep the toilet clean. The income collected is used to run class activities.This is a questionable practice likely to burden further girls from low-income families.

Recommendation: the project should support schools to find other ways than punishment to encourage girls to keep pads with them and to raise income for class activities.

Finding: The major impact was breaking the silence around MHM, even the conservative district of Swat especially in schools. In WASH forums, some men are still reluctant to discuss this topic.

Recommendation: As the results from this project are encouraging, future projects should also target boys and men.

Finding: The project managed the supply of products on behalf of the schools and provided pads free of charge to all the schools of the project. Hence, the schools have never purchased pads by themselves nor, in the case of Muzaffargarh established any contact with the entrepreneur.

Recommendation: Providing the pads free of charge may be an acceptable strategy early in the project to show case the system and give momentum. The EPR recommends for future project to shift from a donation to a market based approach and to delegate the supply component as early as possible. The school stakeholders should be given the chance to manage purchases, logistics, stock keeping and accounting as early as possible to ensure functionality of the service in the long term.

Finding: The reusable pads produced by the entrepreneur are more affordable that market products but the quality of pads needs improving and production costs are likely to increase. Sustainability of the newly created supply chain is jeopardised by the lack of marketing skills of the entrepreneur.

Recommendation: In the future to adopt a market-based approach and consider recruiting a business development specialist. As soon as possible, to continue supporting the entrepreneur in developing a business plan to widen its customer base and to strengthen its marketing capacity, until the entrepreneur becomes autonomous to run her business confidently.

Finding: Activities conducted throughout the project have triggered increasing demand at school and institutional level. At provincial level Public Health and Population Welfare Department are planning to mainstream MHM in their programs and to push for better integration of MHM in national curriculum. Yet, they are facing challenges such as resistance from the Department of Education and the need for an organisation coordinate their efforts. The project established a national MHM group, which has in turn created provincial branches, but they still need support to undertake their activities.

Recommendations: Existing demand at school and institutional level provide good opportunities for WAP to continue advocacy work in the future and to provide institutional support through different channels, such as the MHM group at national and provincial levels.

Main findings and recommendations for both countries

Finding: Sustainability of infrastructure is jeopardised by the lack of skilled human resources, maintenance guidelines, limited budgetary allocation from the government and by the lack of understanding of the life cycle cost approach at project and institutional level. The lack of sufficient resources at national level burdens school with the responsibility to raise funds privately and poses a threat to sustainability.

Recommendation:

- The EPR recommends to adopt a life cycle approach[5] to take in account all the costs related to infrastructure during and after the project and to consider innovative financial schemes to support O&M given funds allocated by the government are generally not sufficient.
- This may be especially challenging in the context of Pakistan due to legal restrictions but there should not be any construction of new facilities without mechanisms to ensure their functionality in the long term.
- Country teams should be trained on the life cycle cost approach and WASH cost as this is a key issue at sectoral level.
- Other recommendations include providing user friendly (pictures) technical guidelines for the maintenance of facilities and advocating at national level for upgrading vocational training of plumbers.

Finding 2: The construction of incinerators had a good impact in terms of handling used pads but the EPR observed challenges with functionality and environmental impact. The cost of building an incinerator is not known. Additionally, incinerators cater the needs of disposable pads users but there is no system to facilitate handling of cloths for girls while statistics show they are the majority.

[5] https://www.ircwash.org/projects/life-cycle-costing-tools

Recommendation 2: the EPR recommends to conduct further research on incinerators, including a cost benefit analysis and to pilot alternative solutions to incinerators in future programs. Girls friendly toilets should also make provisions to enable girls to rinse off used cloths in school and bring them home for proper cleaning (in a wet bag). In Pakistan, further research should be conducted to understand why girls are not willing to wash cloth in the sink situated in the girls' friendly toilets.

Finding: As a single girls' friendly toilet was built in each school, the financial impact on the cost of the overall project was small. However, in Nepal, MHM facilities cost 3 to 6 times more than a regular toilet and from 2 to 4 times the cost of a toilet in Pakistan.

Recommendation: The EPR recommends the projects to compare their construction costs and find out the reasons behind the difference. Technical and financial departments should collaborate further to come up with one or several design options and bills of quantities and impart this information to schools and education authorities. This is important both in terms of efficiency and in terms of replication. Governments need to know how much it costs to make toilets MHM friendly.

Finding: The training had a good impact on students and teachers but lacks formal tools, process and framework for dissemination. Apart from child club and focal teachers, other school stakeholders have little MHM knowledge. As teachers are transferred and children graduate, it is likely that the level of awareness in the schools will gradually decrease. A lot of effort was put into developing the trainings in both countries.

Recommendations: To capitalise efforts in training development by issuing a standardized set of trainer's manual, trainees' manual and training tools (supporting PowerPoints, videos, sanitation products and other tools).

- To shift the approach from direct training to Training of Trainers and support post implementation activities with activity planning, activity books and communication tools such as videos. To work with institutions to issue training plans and supporting budget.
- To adopt a holistic approach by involving girls, boys, teachers, the community, health and education professionals and **religious leaders**.
- To continue advocating for the integration of MHM in students' and practioners' curriculums.

Finding: The provision of disposable pads in schools had a positive impact on girls' confidence and attendance. Disposable pads are convenient but generate new challenges in terms of waste management, are not affordable to the low-income households and do not cater the needs of girls who prefer using cloth. In Pakistan, focal teachers observed that several girls had to use their lunch money to buy sanitary pads.

Recommendations: To consider availing cloths and other types of menstrual hygiene products along disposable pads to enable girls to choose the type of absorbent material they prefer and can afford, along with appropriate washing facilities and system to bring back wet pads at home.

- To conduct further formative research on women and menstrual hygiene products and pay more attention to the neutrality of the questions during the baseline survey to identify satisfaction and preference according to different parameters (age, income, location, etc.).
- To conduct a comparative study with the cost of cloth.
- To allocate more financial resources to support formative research, design process, capacity building, costing, developing distribution channels and so on.

ANNEXES

Documents reviewed

- Narrative proposal for DFID, To be a girl, January 2015.
- WaterAid PO40087339 UKAid Match Logframe Scale Up 30.01.2015
- Log frame Year 3
- Log frame year 4
- Baseline Report EPS-WaterAid- 14-1-2016 TM (Pakistan). Covers the 60 targeted schools and communities in Swat district (200 school girls and 100 out of school girls and adult females in the community)
- MHM Baseline Report AGAHE-WaterAid TM. District Muzaffargarh
- Print final RECID baseline TM (Nepal
- Year 1 narrative report (Nov. 2014 – March 2015)
- Year 2 narrative report (April 2015 – March 2016)
- Year 3 narrative report (April 2016 – March 2017)
- Year 4 narrative report (March 2017 – September 2017)
- Mid Term Review, March 2017
- Endline survey for Nepal (May 2018)
- 2017.04.28 WaterAid Pakistan Public hearing report
- 2017.04.28 WaterAid Pakistan Social Audit example (Muzaffargarh)
- Menstrual hygiene management handouts from the project
- Videos used in the project: Safety sanitary pads
- Country snapshots Pakistan, Nepal
- MHM in schools in South Asia, Summary Report, 2018
- Menstrual pads can't fix prejudice

Methodology

The EPR was implemented following the methodology developed in the inception report that included a detailed understanding of the questions, a comprehensive review matrix, a work plan and a set of review tools tailored to each type of stakeholders.

The EPR team was able to rely on comprehensive logframes in both countries and on a good endline survey in Nepal for quantitative data collection. In Pakistan, the endline was being conducted simultaneously to the review. Desk review, key informant interviews (KII), focus group discussions (FGD) and transect walks provided qualitative information.

The field work took place from May 1st to May 17th, 2018.

In Nepal the EPR team met 154 stakeholders including school girls and boys, focal and head teachers, SMC/PTA members and care takers, health professionals, district and national level decision makers, project partners and other organisations working on the topic of MHM. The EPR conducted 26 individual or group KII and 16 FGD in six schools and one community in the three districts:

- Sindhuli: Janagriti Higher Secondary School and Shree Saraswoti higher secondary school
- Udayapur: Bhadgau Water project, Shree Secondary School in Bhadgau, Mayankhu Health post and Shree Janta Higher Secondary school
- Siraha: Janta Lower Secondary School and Baju Secondary School

In Pakistan, the EPR team met 154 stakeholders including school girls, focal and head teachers, SMC/PTC members and care takers, Lady health workers, district officials, civil society representatives and members of provincial and national MHM working groups.

The EPR conducted 28 individual or group KII and 13 FGD in six schools and 4 community in the two districts:

Muzaffargarh:

- Basira Government Girls High School
- Government Girls High School Bangla Machi,
- Girls Middle School Banday Shah

Swat:

- Government Girls High Schools Kabal, KPK
- Government Girls Higher Secondary School Matta
- Government Girls High School Shaheenabd

The number of schools was limited due to geographical, logistic and time constraints, given the schools and communities of the project are situated in extremely remote areas and far from each other.

Another limitation is that interview and group discussion participants, may sometimes tell the consultant what they want to hear, especially the focal and head teachers and the students. Because they really liked the project and would like to see it continue, they may tend to minimize existing challenges.

Field schedule Nepal

DAY 1: Thursday, 3 May School 1 (Siraha 1): Janajagriti Higher Secondary School, Nibuwatar, Sindhuli	
KII with Head Teacher KII with Focal Teacher Observe the School Facilities FDG with child club	FGD with adolescent girls KII with School WASH facilities Care Taker
DAY 2: Friday, 4 May School 2 (Siraha 2): Shree Saraswoti Higher Secondary School, Sirthauli, Sindhuli	
Visit the facilities FGD with adolescent girls FGD with adolescent boys KII with School WASH facilities Care Taker	FGD with SMC KII with Focal Teacher FGD with Child Club Travel to Katari
DAY 3: Saturday, 5 May **Bhadguan Water Project (Community 1) and School 3 (Udayapur 1): Shree Secondary School Bhadgau, Mayankhu, Katari, Udayapur**	
Observe the Facilities FGD with adolescent girls FGD with adolescent boys Meeting with Focal Teacher FGD with WSUC	Meeting with VWASHCC and SMC Meeting with VMW Visit of Health center FGD with Women Group, Female Plumbing Trainee, Facilitator
DAY 4: Sunday, 6 May **Travel to Mirchaiya**	
Work on Inception Report, Tools and Notes KII with VWASHCC Focal Person KII with MWASHCC Focal Person	
DAY 5: Monday, 7 May **School 4 (Siraha 1): Janta Lower Secondary School, Golbazzar, Siraha**	
Observe the Facilities KII with Head Teacher KII with Focal Teacher	KII with School WASH facilities Care Taker FGD with adolescent girls FGD with adolescent boys
DAY 6: Tuesday, 8 May **School 5 (Siraha 2): Baju Higher Seconday School, Mirchaiya, Siraha**	
Observe School Facilities KII with Focal Teacher FGD with adolescent boys KII with Head Teacher	FGD with adolescent girls FGD with Child Club KII with School WASH facilities Care Taker
DAY 7: Wednesday, 9 May **School 6 (Udayapur 2): Shree Janta Higher Secondary School, Udayapur**	
Observe the Facilities KII with Head Teacher KII with Focal Teacher FGD with Child Club	FGD with adolescent girls KII with School WASH facilities Care Taker Travel to Sindhuli,

DAY 8: Thursday, 10 May	
Meeting with NEWAH Technical Staff KII with NEWAH - Project Coordinator	
DAY 9: Friday, 11 May Kahtmandu	
Meeting with Mitra Samaj CEO Meeting with NFCC executive director Meeting with the DWASHCC of Sindhuli	
DAY 10: Saturday 11 May Day Off	
DAY 11: Sunday 13 May: Desk based work on notes	
DAY 12: Monday 14 May	
Meeting with the DEO of Siraha (formerly) Meeting with the Deputy director of the department of education	Meeting with WaterAid's PMEAL manager Meeting with the MHM Practionners' Alliance coordinator
DAY 13 Tuesday 15 May	
Meeting with NEWAH PME manager Preparing Presentation	
Wednesday 16 May	
Debriefing with the team from Nepal	

Field schedule Pakistan

DAY 1: Friday, 4 May, Muzzafargarh
1. KII with Project Coordinator, AGAHE 2. KII with member of WASH Forum (CSO Representative)
DAY 2: Saturday, 5 May School 1: Basira Government Girls High School
1. Visit the facilities 2. KII with head teacher 3. KII with Focal Teacher 4. FGD with WASH Club members 5. KII with School WASH facilities Care Taker 6. Group Interview with SMC members
DAY 3: Sunday , 6 May, Travel to Khanpur, Wandher, Muzzafargarh
1. KII with entrepreneur 2. FGD with mothers and adolescent girls in community 3. KII with LHW
DAY 4: Monday, 7 May School 2: Government Girls High School Bangla Machi, Punjab
1. Visit the facilities 2. KII with head teacher 3. FGD with WASH Club members 4. KII with School WASH facilities Care Taker

5. Group Interview with SMC members 6. KII with ADEO in Muzzafargarh
DAY 5: Tuesday, 8 May **School 3: Girls Middle School Banday Shah**
1. Observe the Facilities 2. KII with Focal Teacher 3. KII with School WASH facilities Care Taker 4. FGD with WASH Club members 5. Group Interview with SMC members Travel from Muzaffargarh to Islamabad
DAY 6: Wednesday, 9 May **Travel from Islamabad to Swat**
DAY 7: Thursday, 10 May **School 4: Government Girls High Schools Kabal, KPK**
1. Observe the Facilities 2. KII with Head Teacher 3. GI with Focal Teachers 4. FGD with Child Club members 5. FGD with PTC members 6. KII with School WASH facilities Care Taker 7. KII with ADEO, Swat 8. KII with WASH Club members (CSO representative)
DAY 8: Friday, 11 May **School 5: Government Girls Higher Secondary School Matta**
1. Observe the Facilities 2. KII with Head Teacher 3. GI with Focal Teachers 4. FGD with Child Club members 5. FGD with PTC members 6. KII with School WASH facilities Care Taker 7. GI with Moalmas 8. FGD with LHWs 9. KII with project coordinator EPS
DAY 9: Saturday, 12 May **School 6: Government Girls High School Shaheenabd**
1. Observe the Facilities 2. KII with Head Teacher 3. GI with Focal Teachers 4. FGD with Child Club members 5. FGD with PTC members 6. KII with School WASH facilities Care Taker
DAY 10: Sunday Saturday 13 May **Travel from Swat to Islamabad**
DAY 11: Sunday 13 May: **Desk based work on notes**
DAY 12: Monday 14 May, Islamabad
1. FGD with provincial MHM group of Punjab (skype call) 2. FGD with MHM National working group

Project's outputs and type of activity conducted.

Project's outputs		Type of activity conducted
Output 1: Sustainable, inclusive WASH services are constructed or improved in 214 schools and 14 communities.		
Output 1.1	Number of new or improved sanitation facilities, including menstrual hygiene and hand washing facilities at school level.	Infrastructure building and rehabilitation & Management system
Output 1.2	Number of new or improved inclusive drinking water facilities provided at school and community level.	
Output 1.3	Number of Schools and communities with Operation & Maintenance (O&M) systems in place	
Output 2: 66,429 schoolchildren, 2,253 teachers and 19,253 community members benefit from raised awareness of WASH rights and menstrual hygiene management for women and girls.		
Output 2.1	Number of schoolchildren trained on WASH and MHM	Awareness raising
Output 2.2	Number of women and girls reached in the community with awareness raising sessions on improved hygiene and MHM	
Output 2.3	Number of institutional leaders and committees from schools, communities and the health sector trained on WASH rights and MHM	
Output 3: Sustainable supply chain mechanisms for menstrual hygiene materials are developed to supply 214 schools and surrounding communities in the targeted districts in Nepal and Pakistan		
Output 3.1	Number of MHM Promoters/ HSFs/ FCHVs/ PC/PP trained to promote sanitary material supply chains (Nepal only)	Supply chain, private sector
Output 3.2	Number of Community Shopkeepers/entrepreneurs trained and mobilised to establish sanitary material supply chain (Pakistan only)	
Output 3.3	Percentage of schools with hygienic sanitary material supply chains	
Output 4: Awareness raising and capacity development of local, district and provincial level institutions to contribute to the development and implementation of national policies on inclusive school WASH		
Output 4.1	Number of district and provincial officials trained and engaged on WASH and MHM policies and rights	Institutional capacity building and advocacy
Output 4.2	Number of inclusive school WASH campaigns to increase public awareness (e.g. Media, Citizens' Forums, Citizens' Charters, budget hearings)	

Output 4.3	Number of advocacy campaigns held at provincial/district level to raise awareness of MHM and inclusive WASH services in schools	

Draft recommendations on WASH infrastructure (Nepal DoE)

4a	Girls water closets (PRIMARY SCHOOLS ONLY)	Recommended min. 1 water closet for every 40 girls
4b	Girls water closets (SECONDARY SCHOOLS ONLY)	Required min. 1 water closet for every 25 girls [NBC 208 Table B10]
5	Boys water closets	Required min. 1 water closet for every 40 boys [NBC 208 Table B10]
6	Boys urinals	Required min. 1 urinal for every 20 boys [NBC 208 Table B10]
7	Girls urinals	Recommended 1 urinal for every 20 girls. Note this may be less socially acceptable is southern districts in which case water closets as per Secondary Schools' recommendations should be considered
11	Female hygiene disposal units	Required min. of 1 per toilet block. DOE recommends incinerators be accessible from within toilet cubicles. Consider staff and student needs.
14	Disabled toilet cubicles	Required min. 1 cubicle for every school (can be unisex) however 2 cubicles (one boys, one girls) is recommended. For larger schools, min. 1 disabled cubicle for every 20 water closets.
20	Waste disposal & prevention of environment contamination	Describe the waste disposal system. Public sewerage connection is required where possible. If not, on-site retention system with treatment such as appropriately detailed septic tanks is required

Features developed by WAN in 75 schools with new or improved sanitation facilities:
Child friendly

- Appropriate height of water tap /door lock making it secure.

MHM friendly:

- Safe and secure place with door, light, mirror in appropriate height and ventilated
- Water and facilities for maintaining menstrual hygiene management.
- Bucket with a cover/lid inside the toilet
- Changing room connected with incinerator or near on toilet.

Disability friendly:

- Provision of ramp outside the toilet with sufficient space for wheel chair in the passage.

- Hand rails and appropriate seating arrangements