

**Government of Mongolia / UNICEF Programme**

## **Mongolia: WASH in Schools & Kindergartens**



### **Project Design Document AusAID Funding Proposal 2012-2015**

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# Mongolia: WASH in Schools and Kindergartens 2012 – 2015

## Project Design Document

### Summary

#### Mongolian context

Mongolia's economy growth was about 6.4% in 2010 and is expecting to increase during the coming years, mainly due to the mining sector growth. It faces high inflation, and soaring food prices. However, a significant percentage of the population remains largely untouched by the nation's economic growth. The poverty rate has remained stagnant at 35% nationally and 50% in rural and peri-urban areas. 73% of the poor work in low-paying jobs in urban centres or in rural herding and farming households. Nationwide, 42% of children live in poverty and 21% suffer from chronic malnutrition.

Mongolia also faces challenges related to its geography, harsh climate and lack of national road infrastructure, which make logistical planning and implementation costlier and more problematic than in many countries. Climate change has also engendered such challenges as increasingly extreme temperatures in summer and winter, water shortages, poor water quality, land degradation and desertification, all of which directly threaten livelihoods and national food security.

The project target area (Khuvsgul aimag<sup>1</sup>) is the UNICEF focal area for 2012-2016. It is a new pocket of vulnerability and has the least developed status (UNDP Human Development Index data).

More than 50% per cent of the rural population has no access to safe water and nearly 70% has no access to adequate sanitation. Lack of proper water and sanitation in rural schools and dormitories, where children spend up to nine months of the year, remains a critical area of concern. Limited water access and overcrowded WASH facilities are common problems in schools and kindergartens.

Only 25% of district schools have improved sanitation and 28% have access to adequate water. A recent study on school dormitory conditions showed that the water supply for 74% of 502 dormitories then in use, was carried from outside water kiosks and wells, and 46% of the water supply did not meet hygienic standards. Only 22% of the dormitories had indoor toilets and the remaining 78 % had outdoor latrines – most of which were unsafe and unhygienic.

#### Project Outline

12 school and 12 kindergartens will be selected for participation in this project in Khuvsgul aimag. This represents about one third of the total schools and kindergartens in this aimag. The project is designed as a pilot project to demonstrate successful WASH programs being implemented in schools and kindergartens.

**Project Goal:** Support Mongolia in developing child friendly schools and kindergartens to enhance achievement of the Millennium Development Goals, National Development Strategy, and the UNICEF Country Programme.

**Project Objective 1:** Suitable sustainable WASH facilities and appropriate hygiene behaviours by staff and children in all project schools /kindergartens by end of project.

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<sup>1</sup> Province

The number of sites and children targeted is: 12 schools, 12 kindergartens and approximately 7,800 children/pupils and 840 staff.

**Project Objective 2:** Effective GoM mechanisms for WASH in schools and kindergartens are established.

Key outcomes are:

<b>Outcome No</b>	<b>Narrative</b>
1	<i>Suitable sustainable WASH facilities with appropriate hygiene behaviours</i>
1.1	<i>School selection</i>
1.2	<i>Customised guidelines</i>
1.3	<i>Water facilities</i> Sufficient fit-for-purpose water and water facilities available and accessible at all times for drinking, personal hygiene, food preparation, cleaning and laundry by end of project in 24 schools and kindergartens with 75% complete by year 3
1.4	<i>Sanitation facilities</i> Sufficient, accessible, private, secure, clean, culturally appropriate and gender sensitive latrines/toilets for school children and staff by end of project in 24 schools and kindergartens with 75% complete by year 3
1.5	<i>Hygiene behaviour and maintenance</i> Correct use (esp. handwashing) and maintenance of WASH facilities is ensured through targeted sustained hygiene promotion and facility maintenance procedures in 24 schools and kindergartens with progress matching construction.
2	<i>Effective GoM mechanisms</i>
2.1	Broad WASH mechanisms framework
2.2	Effective advocacy for adoption of improved mechanisms
3	<i>Project Management</i>
3.1	Ongoing project management
3.2	Inception Report
3.3	M&E

## **Budget**

<b>Item</b>	<b>Total AUD thousands (rounded)</b>
Site Selection and customised guidelines	21
WASH facilities (water and sanitation)	2,116
Hygiene and facility maintenance education and training	132
Effective GoM mechanisms for WASH	102
Project Management	20
Monitoring and Evaluation	260
UNICEF Staff costs	560
<b>Subtotal</b>	<b>3,211</b>
UNICEF Recovery cost (7%)	225
<b>TOTAL</b>	<b>3,436</b>

Note: Inception Report costs are allocated in budget to M&E. M&E also includes Mid-term and Final reviews/evaluations

## **Programme timeline**

The program will be implemented over four years (2012 to 2015).

## **Project Implementation**

The program will work through UNICEF systems and procedures. UNICEF will project manage the project using internal procedures. All activities will be carried out through partners, consultants and specialised design/construction entities.

# Mongolia: WASH in Schools and Kindergartens

## Project Design Document

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A	Overview of Schools and Kindergartens in Mongolia and Khuvsgul aimag
B	Log Frame and Key Project Activities
C	Budget and Implementation Schedule
D	Supply Work Flow Processes
E	Ten General Guidelines for Child Friendly School Sanitation and Hygiene Facilities
F	Letter of Support/Endorsement from MECS

## Abbreviations, Acronyms and Equivalents

aimag	province
ACF	Action Contre la Faim
AWP	Annual Work Plan
Bagh	Sub-sub province (smallest administrative unit)
BEP	(UNICEF's) Basic Education Programme
CBS	Convergent Basis Social Services
CFS	Child Friendly School
CLTS	Community Led Total Sanitation
DCT	Direct Cash Transfer "
Educ Dept	Education Department
EFA FTI	Education for all Fast-Track Initiative
EMIS	Education Monitoring Information System
EoP	End of Project
ger	Mongolian traditional round shaped shelter, made of felt and wood
GOM	Government of Mongolia
HACT	Harmonized Approach to Cash Transfers
IEC	Information Education and Communications
IFGI	Infrastructure for Growth Initiative
JMP	Joint Monitoring Program for Water Supply and Sanitation
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MECS	Ministry of Education, Culture and Science
MOH	Ministry of Health
MYWP	Multi Year Work Plan
PTA	Parents and Teachers Associations
RCSM	Red Cross Society of Mongolia
RFP	Request For Proposal
soum	Sub-province
UNDP	United nations Development Programme
UNICEF	United Nations Children's Fund
WA	Water Authority
WASH	Water, sanitation and hygiene
WSS	Water supply and sanitation

This document is based on an exchange rate of USD1 = AUD1

# 1. Background

1. In May 2011, AusAID approved a Concept Document for a school Water, Sanitation and Hygiene (WASH) program in Mongolia. The proposed support is through AusAID's Infrastructure for Growth Initiative. This design document follows a reconnaissance visit in September 2011, and develops the concept note into a design document taking into consideration the comments made at the internal AusAID peer review in December 2011.
2. There are two significant revisions since the concept document: (a) removal of the previously proposed community infrastructure component and objectives; and (b) shortening of the project duration from five years to four years<sup>2</sup>. As part of UNICEF's new five year country programme, following the May 2011 concept, a new focus working area (Khuvsgul aimag (province)) has been selected. This selection has enabled a more focused project design to better reflect the realities of the aimag.

## 2. Analysis and Strategic Context

### 2.1 Country Context

3. In the 20 years since the nation's transition from socialism to a liberal market economy, Mongolia has become one of the region's most consistent economic performers and has undertaken a host of democratic reforms. This sparsely populated country is also experiencing a period of rapid urbanization<sup>3</sup>.
4. Total population is about 2.7 million<sup>4</sup>, The percent living in urban areas has increased from 57% in 1990 to 62% in 2010 (representing about 1.67 million people).
5. Mongolia's economy is growing at about 17% per annum mainly due to the mining sector growth, has high inflation and faces soaring food prices. The current inflation rate in Mongolia is around 10.5%<sup>5</sup> However, "inflation could rise further, because of food prices and government spending increases<sup>6</sup>.
6. Human development indicators confirm that a significant percentage of the population remains largely untouched by the nation's economic growth, which to date has disproportionately benefited the wealthiest segment. The poverty rate has remained stagnant at 35% nationally and 50% in rural and peri-urban areas. 73% of the poor work in low-paying jobs in urban centres or in rural herding and farming households. Nationwide, 42% of children live in poverty and 21% suffer from chronic malnutrition.
7. Inequity in Mongolia is rooted in a complex mix of political, social and economic factors, including discrimination targeting women, ethno-linguistic minorities and people with disabilities. Attempts to streamline the social welfare system have failed to generate more intensive or consistent support for the nation's poor and disadvantaged. If left unchecked, these issues could undermine the progress Mongolia has made towards achieving the Millennium Development Goals.
8. Confirming the impact of the country's disparities, a 2009 study found that one third of children from the lowest wealth quintile suffered from malnutrition and other micronutrient deficiencies such as rickets; one third were deprived of health and shelter; and half did not have access to education.
  - More than 50% of the rural population has no access to safe water and nearly 70% has no access to adequate sanitation. Lack of proper water and sanitation in rural schools and

<sup>2</sup> The concept peer review suggested that three years may be more appropriate given the pilot nature of the program, but given the logistical and seasonal constraints, of the target area, a four year program is considered more practical. Construction is only feasible in the warmer months (typically May to September). Underground work must be installed under the freezing zone (typically 1.5 to 2 metres).

<sup>3</sup> Much of the information in this section is based on UNICEF's Draft Country Program Document June 2011

<sup>4</sup> Human Development Report 2010

<sup>5</sup> <http://www.business-mongolia.com>

<sup>6</sup> <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/EASTASIAPACIFICEXT/MONGOLIAEXTN/0,,contentMDK:23043511~pagePK:1497618~piPK:217854~theSitePK:327708,00.html>

dormitories, where children spend up to nine months of the year, remains a critical area of concern.

9. In its New Country Program supporting documents, UNICEF notes that “corruption and poor governance are undermining development and fuelling concerns about national insecurity, as disenfranchised segments of the population are increasingly left behind in the nation’s economic development. Women remain politically disempowered. Their ability to affect policy change has been hindered by their exclusion from political participation”.
10. Mongolia also faces challenges related to its geography, harsh climate and lack of national road infrastructure, which make logistical planning and implementation costlier and more problematic than in many countries. Climate change has also engendered such challenges as increasingly extreme temperatures<sup>7</sup> in summer and winter, water shortages, poor water quality, land degradation and desertification, all of which directly threaten livelihoods and national food security.

## **2.2 Target area - Khuvsgul aimag**

11. As in any country, UNICEF’s support to Mongolia is a nationwide programme with special focus on disadvantaged areas for disparity reduction. The current Country Programme 2007-2011, focused in the western, eastern regions and in the urban shanty towns (ger areas) with a comprehensive package of interventions. As consequence, analysis conducted by the National Development and Innovation Committee in 2010 has shown that the geographic focus approach was successful and higher levels of vulnerability are now prevalent in provinces other than those selected. Among these, Khuvsgul aimag appears as a new pocket of vulnerability, confirming its least developed status according to the UNDP Human Development Index. Further analysis, based on 15 social indicators from the 2010 MICS conducted by the National Statistical Office in 2010, reconfirm that Khuvsgul has more excluded population than any other province. Table 2-1 summarises the key statistics.
12. Consequently, Khuvsgul aimag (see Figure 2-1) has been selected as one of the 2 focus areas for the UNICEF county program 2012-2016. Integrated interventions will address the issues of the most vulnerable population as well as constitute a learning area for an innovative approach for replication. These interventions will partially lay out the foundation for advocacy and social mobilization for policy development, standard setting, and resource mobilization at ‘macro level’.

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<sup>7</sup> For example, in 2010, Mongolia was hit by a devastating dzud (heavy snowfall and extreme cold), which prevented livestock from grazing. It adversely affected 30 per cent of the population and resulted in 22% loss of the nation’s livestock. It also increased the exodus of people from impoverished rural areas to peri-urban areas.

**Figure 2-1 Mongolia with project areas identified**



**Table 2-1 Synthetic table on the key criteria for the selection of focus areas**

Area	Modality	Size of Pop - Thousand	Poverty	UNICEF Composite Index Country Prog	HD Index UNDP	Development Index GoM - NDIC
Khuvsgul Aimag Mainly rural area	Value	124.6 (most populated)	0.475 (Poorest)	1.9 (2nd Most disadvantaged)	0.64 (Least developed)	0.37 (Among the most disadvantaged)
	min<V<max	14.5<V<124.6	0.07<V<0.47	0 < V < 100	0.64 < V < 0.8	0.31 < V < 0.48

Source: UNICEF Compiled information from different sources – MICS 2010, M-HD Report, NDIC Report 2010

13. Khuvsgul aimag's area is about 101,000 square kilometres (about 44% of Australia's state of Victoria) and has a population of about 124,600 with a population density of 1.24 persons/square kilometre<sup>8</sup>. It's northern border is with the Russian Federation. The elevation of the aimag centre (Muren) is 1,283 metres while the high mountains are up to 3,500 m above sea level. Average temperature in Muren in July is + 17°C and in January is - 24°C with the average temperature of the whole year of -1.8 degrees, but temperatures are much colder in the higher areas. Livestock is the key economic activity.
14. There are about 35,000 kindergarten or school aged children in the entire aimag. The population of Muren is about 35,000 and has 8 schools and 11 kindergartens. The remaining 26 schools and kindergartens are located in the soum centres.

### 2.3 Education Sector in Mongolia

15. Since the middle of 1990s, the GoM has successfully carried out important steps in reorganizing the education sector. External partners have strongly supported the Government's initiatives. The policy initiatives include (i) formulating and implementing a comprehensive reorganization plan, (ii) formulating national education policies and making the system compatible to the international standard, (iii) restoring physical conditions of the schools, and (iv) improving content of education.

<sup>8</sup> This is slightly less than South Australia's overall population density



16. Despite the reported high enrolment rates at 94.3 % and 89.8 % in 2009 respectively for primary and basic education, the dropout rate was high and the majority of those who are left behind the education system are children with disabilities, children of poor migrant families and the ethno-linguistic minorities. There is increasing commitment by the Government of Mongolia to address these issues as reflected in the National Development Strategy. However, due to lack of extensive professional expertise and experience at all levels of educational institutions and lack of supporting infrastructure of all sectors, without external support, it is difficult for Mongolia to reach the education-for-all goals and other MDGs on reducing poverty and hunger, achieving gender equality, reducing child mortality, increasing access to water and sanitation.
17. Water, sanitation and hygiene are important prerequisites for ensuring the children's right to education. At school facility level, a 2005 WHO and MoH survey showed that with regard to water, only 28 % of district schools had access to water, of which only 50 % met safety standards for drinking water.
18. Examples of the weakness in the School WASH sector and impact on education are given in paragraphs 31 to 32.
19. Currently, there are no data available on bathrooms where children can take a shower. Lack of bathroom and running water imposes serious difficulties for schoolchildren particularly for girls to keep good hygiene during menstruation in clean and private space. There is also almost no data on soap use among schoolchildren.

## **2.4 Mongolia WASH context**

### **2.4.1 General**

20. Figure 2-2 presents the WASH MDG statistics for urban and rural sectors. The total coverage of improved sanitation is 50%. (64% Urban and 32% rural). The total improved water coverage is 76% (97% Urban and 49% rural). These definitions are consistent with the UNICEF/WHO Joint Monitoring Plans definitions of "improved"<sup>9</sup>.
21. The MDG targets are approximately: improved sanitation: 75% and improved water supply: 77%.
22. The growth in sanitation coverage has stagnated in the last few years. Of all the MDG targets, Mongolia is least likely to achieve Target 7c: to halve by 2015 the proportion of the population without sustainable access to safe drinking water and basic sanitation.
23. Although the rural population is only 38% of total population, there are about 100,000 more people without adequate sanitation in rural areas compared with urban areas. In the water sector, almost 520,000 people do not have access to improved water sources<sup>10</sup>. Although the coverage in urban areas is relatively good, even the in urban ger areas (suburban slums) of Ulaanbaatar, many people are forced to live without proper public services.
24. There is a recent formal working group on Water and Sanitation. UNICEF is part of this working group. The group is formed by two Ministries Decrees (MoH and Ministry of Environment & Tourism) earlier this year. Its main function is to coordinate Water and Sanitation issues at the national level. It is not specifically set up to address school WASH issues.

<sup>9</sup> See <http://www.wssinfo.org/definitions-methods/introduction/>

<sup>10</sup> "Improved" according to the JMP definitions

**Figure 2-2 Mongolia WASH MDG Statistics**

Sanitation - Urban				
Year	Improved	Shared	Unimproved	Open Defectaion
1990				
1995	67%	32%	1%	0%
2000	66%	32%	2%	0%
2005	64%	31%	3%	2%
2008	64%	31%	2%	3%

Sanitaiton - Rural				
Year	Improved	Shared	Unimproved	Open Defectaion
1990				
1995	25%	19%	17%	39%
2000	26%	20%	18%	36%
2005	30%	23%	18%	29%
2008	32%	24%	18%	26%

Water - Improved - Urban		
Year	Total	Household Connections
1990	81%	52%
1995	82%	50%
2000	88%	42%
2005	94%	35%
2008	97%	32%

Water - Improved - Rural		
Year	Total	Household Connections
1990	27%	0%
1995	28%	0%
2000	37%	1%
2005	45%	2%
2008	49%	2%

Source: JMP Updated March 2010

#### 2.4.2 School WASH coverage and facilities

25. Readers not familiar with Mongolia context should read Attachment A which provides an overview of the context of schools and kindergartens in Mongolia and in the target aimag/province.
26. Due the harsh weather conditions and rural lifestyles, many rural children spend up to nine months of the year in schools and dormitories.
27. The 2010 Mongolia Global School Based Heath Survey<sup>11</sup> (for students in grades 7-12 aged 12-18 years old in Mongolia) found that two in five students wash their hands regularly before eating meals or after using toilet and use soap when washing hands. One in ten students (9.7%) said that there are no toilets or sinks at school. This was particularly problematic amongst rural students (16.0%). One third of students (35.4%) said there were not enough toilets or sinks at their school.

<sup>11</sup> WHO (2010) Global School Based Heath Survey, Mongolia Country Report 2010

28. A 2005 WHO and Ministry of Health (MoH) survey showed that only 25% of district schools had improved sanitation and 28% of district schools had access to water. This is consistent with information determined from the September reconnaissance inspection.
29. Water quality is reportedly tested every quarter by school authorities/aimag authorities. School drinking water in canteens is normally boiled as a matter of course. Water quality is not considered a critical issue (although this will be confirmed during the initial data collection and school selection phase).
30. In rural schools where dormitories house the children of nomadic families, there is almost a universal lack safe water sources, adequate sanitation, and hand-washing facilities.
31. A 2007 study on school dormitory conditions was conducted by the Ministry of Education, Culture and Science (MECS). It showed that the water supply for 74% of 502 dormitories then in use, was carried from outside water kiosks and wells, and 46% of the water supply did not meet hygienic standards. Only 22% of the dormitories had indoor toilets and the remaining 78 % had outdoor latrines – most of which were unsafe and unhygienic. There is currently no data available on bathrooms where children shower and wash.
32. The study also revealed that the learning achievement of students from grades 4, 6 and 9 staying in a dormitory with a central water supply system and indoor latrines is higher by 9 points in mathematics and 7.4 points in Mongolian language compared to that of students staying in a dormitory with no such facilities.
33. The status of access to water and sanitation in schools constitutes a serious violation of children's rights in Mongolia, a fact most recently reinforced by the Special Rapporteur on the Right to Education. Mongolian children are often unable to attend classes because they are too busy fetching water from distant sources. A household survey conducted in 2004 showed that 36 % of children spend an average three to four hours per day collecting water for household use. Anecdotal evidence suggests that the situation has improved little in the years since this survey was conducted.

#### 2.4.3 Child Development Centres (CDCs)

34. Within the framework to support development of Child Friendly Schools in Mongolia, a focus has been given to child rights and child participation. Establishment and operation of school child-led organizations has been a crucial factor for improving child-friendliness of schools.
35. School child-led organizations including different clubs and teams, are usually chaired by student councils. They organize a range of extracurricular activities to support students' participation in many activities. Examples are: participation in school management and planning by being engaged, for instance, in school self assessment; helping out peers who are out of school; assisting the elderly in the neighbourhood; conducting training on various issues including hygiene change.
36. Child Development Centres (CDCs) function as the main place in the school where school child led organizations organize their activities under the supervision of school social workers and other teacher-facilitators.

#### 2.4.4 Recurring School WASH issues of the target area

37. The September 2011 reconnaissance visited seven (out of a total of 37) kindergartens and six (out of a total of 35) schools over a period of 4 days in the target area in 4 soums and the aimag centre. The reconnaissance was conducted at the beginning of the school year so it is expected that the condition and performance of WASH facilities will get worse as the school year proceeds and the harsh winter conditions set in.
38. Based on this reconnaissance inspection, eleven recurring WASH issues were identified. These are outlined below.
39. **Limited water quantity and access:** In most rural schools, water supply and sanitation facilities are extremely basic. For example, in one school (Khatgal), there are about 600 students of which 120 live in dormitories. The village is about 2km from a very large freshwater lake (Khuvsgul Lake) (which, incidentally, has about 1.5% of the earth's freshwater

supplies<sup>12</sup>), yet the entire school uses only 1.7 litres per student per day. This water must suffice for three meals per day for the 120 students, all their personal hygiene and laundry needs and the other student's drinking water and handwashing etc - plus provision of two snacks for students in lower grades. This water is delivered by horse cart each day as, like many towns, there is no centralised water system.

40. Many towns had centralised water systems in the soviet days, but these often fell into disrepair during the initial transition years.



*Hand washing facility non functional in rural (soum) school dormitories and children cannot wash their hands properly - ©Takashi Honda/2009*

41. **Common Hepatitis A outbreaks:** Hepatitis A is water-borne and water washed disease. Hepatitis A outbreaks are common despite the rigorous food handling practices.
42. **Overcrowded basic outdoor sanitation:** While all schools have toilets, the numbers of cubicles are well below acceptable standards for the number of students (e.g. one kindergarten inspected had 150 children in a school with an official capacity of 100 and three outdoor facilities). Use of outdoor toilets in the harsh winter by children is almost universal. Boy students generally urinate from the cubicle door into the access slot making the floor unsanitary. Defecation holes are normally slots about 300 - 500 mm long and 100 mm wide. Kindergarten toilets often have smaller cubicles and holes. Many of these visited were in good condition and very clean. Despite the large age range in the schools (from six years to 17 years) there was no observed difference in defecation holes in school toilets. Anal cleansing is generally with paper, but rocks were observed in one school (Alag Erdene). Footrests are uncommon although there appears to be a regular cleaning regime in place by the school authorities, although the inspection was just after the start of the new school year.

<sup>12</sup> Source: <http://whc.unesco.org/en/tentativelists/938/>



*Overcrowded outdoor toilets at a kindergarten*

43. Although many schools have toilets with vents, doors (where existing) were often open (making the cubicle light, as opposed to dark), there was no gauze on the vent pipe and there was no dedicated wind access into the cubicle if the doors were closed. Despite the vents, these toilets cannot therefore be classified as VIP toilets and fly nuisance was observed in the reconnaissance.
44. **Limited water supply limits handwashing in kindergartens and schools:** Thanks to the large attendance in kindergarten system (about 70% including herder children) and practice of living in close quarters in cold climates, hygiene behaviour is practiced in a regimented fashion in many children from at least two years old. This is especially the case in kindergartens. The lack of water supply largely restricts its regular and constant practice. Alternative practices are the use of wet tissues and hand lotion sanitisers. The cold climate forces hand washing facilities indoors to avoid freezing of the water.
45. **Hygiene behaviour in schools is sub-optimal:** In schools, life is less controlled. Anecdotal advice is that handwashing before eating is widely practised, however handwashing after defecation is probably around 50%. Limited access to physical facilities for handwashing is one of the reasons for this but improved peer pressure to wash after using the toilet would also assist. It is postulated that this may also be reflected in the wider community.
46. It is postulated that the handwashing/hygiene behaviours are very much a top-down approach evident by the regimented approach especially in kindergartens and school snack programs. Improvements in hygiene behaviour by more hands-on understanding of hygiene/health links would be beneficial.
47. **Acute Respiratory Infection (ARI) is widespread:** ARI is repeatedly reported as a major health problem in winter.
48. **New buildings commissioned without water supply:** Three of the six schools visited in the reconnaissance had buildings (including some dormitories) constructed within 3-4 years complete with internal toilets and plumbing and water handwashing stations. However, there was no water supply provided to the buildings. Consequently, the indoor facilities were used as storage space and outdoor toilets were used. It appears as the water supply was a separate contract to the building contract but the underlying causes and issues are not yet fully understood although appear to be administrative and funding related.
49. **Poor construction quality:** Although only two to three years old, almost all new buildings had obvious defects (e.g. cracks 1-2 mm in beams, poor mortar around windows and leakage



and moisture damage).

50. **Lack of disability friendly systems:** Access for children with mobility or other physical disabilities is very difficult with no special arrangements observed. The buildings generally have double door insulation systems. In the newer buildings, there are numerous steps across the heating system plumbing. Most schools have two to three storeys with stair cases. Internal and external door frames are not recessed into the floor requiring stepping to enter all doors. Some newer school buildings had external ramps leading the front door, but very limited space at the top of the ramp.
51. The number of disabled children in the schools is reported by school officials as very low to non-existent. Despite direct questions to the school staff, apart from “minor limping”, only one school reported having a student who had mobility problems (wheel chair) and one with visual impairment. One kindergarten (Tosontsengel) had a blind child. The wheel chair student had a bucket for toileting with no ramps or other mobility aids. The extent of children with disabilities in the community is not known. Access to and from external toilets from the school playground generally had steps with only one school (Tosontsengel) with a ramp leading to a toilet cubicle.
52. **Lack of menstrual hygiene management facilities:** Only one of the schools visited had a menstrual hygiene management area allocated for girl students in the dormitory.
53. **Shower/washing facilities are sub-optimal.** For dormitory students, showering/bathing once per week is the preferred arrangement. Special shower rooms are provided in some schools with water heaters (some electric and some wooden) but use is limited especially in winter due to: limited water supplies, freezing of drainage lines or equipment broken (e.g. Ikh Uul school had relatively new Chinese electric heaters but all had broken after a few months). Where school dormitory systems break down, community shower systems are used by children who can afford this system.

#### 2.4.5 Actors in school/kindergarten WASH sector

54. Table 2-2 summarises the roles and responsibilities of key MoG agencies in relation to water and sanitation facilities.

**Table 2-2 Relevant GoM WASH sector responsibilities in Khuvsgul aimag**

Broad area of responsibility	Agencies / clarification of role /system type / comment
Aimag (province) centre (Muren) Urban WSS construction and operation & maintenance	Limited centralised water and sewerage system owned and operated by a government owned Water Supply company In areas where piped water supply is not provided, there are some water kiosks operated by the company. Coverage is not universal.
Soum centre or village WSS construction and operation & maintenance	Generally there is no centralised system but in some soum centres (e.g. Tosontsengel and Ikh Uul) there is a limited service. In Tosontsengel it is owned by the local government (soum) authority. In Ikh Uul soum centre, a limited centralised water and sewerage system is owned and operated by the (government owned) aimag Power Company (recently handed over from the soum local government)
School water supply and sanitation and school buildings	Schools are responsible for their own water supply. In Muren, several schools are connected to a piped water supply. The remainder make their own arrangements. In Muren, some schools are connected to an off-site sewerage schemes, but generally, on-site sanitation systems are used. Construction of school facilities is normally carried out by Ministry of Educations' Department of Construction Order (centrally located in Ulaanbaatar). There is no national WASH standard for Schools.

Notes: refer to abbreviations and Attachment A for more background on aimag and soum terminology and water arrangements

55. UNICEF, being the WASH Sector Lead Agency, has always considered “WASH in Schools” as one of its flagship programs. This was due to the fact that schools serve as entry points to many community setups when behaviour change is expected as a long term objective. Furthermore it is an inherent program area under both the broader objectives of sustainable development and emergency response.
56. Since the establishment of UNICEF Country Office in Mongolia in early 1990s, UNICEF has been supporting and promoting WASH issues in the education sector and the local community level. For example, during 2010-2011 UNICEF supported the reconstruction of WASH facilities in over 20 schools and kindergartens in 12 soums of 3 western, 1 eastern, 3 southern aimags and 3 districts of Ulaanbaatar district. Some of these activities will be continued in 2012 in one eastern and three southern aimags by UNICEF’s own funding.
57. UNICEF also works in collaboration with other UN agencies to strengthen the application of DevInfo technologies in M&E systems including emergencies as well as long term capacity development such as curriculum development for higher educational institutions.
58. For the last 3 years, the Education for all Fast-Track Initiative (EFA FTI) Catalytic Trust Fund Project lead by the World Bank supported the creation of the safer and healthier learning environments in 30 rural areas. This included three sub-components: a) rehabilitate and improve service facilities in rural schools and dormitories, b) provide furniture and equipment to schools and dormitories, and c) building a new general secondary school complex. The overall goal is to ensure universal completion of basic education and to close the gender gap and rural/urban gap in enrolment and school completion by 2015. The closing date for the project has recently been extended to December 31, 2012. The Mongolian EFA FTI Project has contributed to improving access to and completion of basic education (primary and secondary education), with particular attention to rural areas; improving the quality of basic education; expanding access to pre-school education in rural areas; and improving project management. The cost is USD 29.4 million. There will be no duplication between the proposed project and the EFA FTI.
59. The World Bank’s Sustainable Livelihood program has recently provided nominal funds for repair of schools and kindergartens.
60. The ADB funded “Education Sector Development Programme” (ESDP) supported improvement of WASH facilities for 7 schools in Ulaanbaatar. Total cost is 240 million tugriks (approx AUD200,000). This project mainly focused on installation of septic technology and repair of inside WASH facilities at schools.
61. There are no private schools in the target aimag of Khuvsgul.
62. There are a few international NGOs active in WASH sector in Mongolia. The three major ones relevant this project are: World Vision, ACF (<http://acfmongolia.org>) and National NGO Red Cross Society of Mongolia (RCSM). These have been actively involved in the WASH sector in recent years. Currently, UNICEF Mongolia is cooperating with the RCSM to promote hygiene in target schools in six soums in southern aimags and six schools in ger (slum) areas of Ulaanbaatar. ACF is implementing a project on “Piloting options and reinforcing local capacities to improve access to water, sanitation & hygiene in ger areas of Ulaanbaatar”.
63. Nationally, World Vision is a major actor in the WASH sector – for example it is currently spearheading some CLTS pilots. In this Khuvsgul aimag World Vision is involved in child protection and teacher support program but currently has limited involvement in the WASH sector, although it intends to shortly pilot CLTS in one community. Nationally, WV has over 700 staff. One of its components is in the child education sector including repair of school infrastructure.
64. For implementation of the project, all NGOs will be considered for potential cooperation, in addition to government agencies (see paragraph 141 for comments on the selection process).

## 2.5 Problem Analysis

### 2.5.1 MDG progress

65. As noted in paragraph 22, there is slow and stagnating progress in meeting the WASH related MDGs especially sanitation. Key reasons possibly include<sup>13</sup>:

- The sector lacks coordination and would value from a WASH network
- Data sets are often contradictory and would value from the creation of a consistent data current sanitation, especially on sanitation, and
- Mongolia lacks a National Water and Sanitation Strategy.

### 2.5.2 Schools

66. The 2007 study on school dormitory conditions noted the following problems in following follow health and hygiene standards in school dormitories:

- non-standard buildings used as dormitories
- overcrowded rooms
- the lack of adequate heating systems, and
- lack of proper WASH facilities as well as provisions for other basic necessities.

67. In rural towns (i.e. soum centres), many unimproved sanitation facilities are reported as often built some distance behind school yards where children have to walk 50-100 meters to reach them<sup>14</sup>. This includes making the trip when temperatures drop as low as -40°C. These latrines were not designed for use in extreme cold conditions.

68. Section 2.4.4 has more specific comments on problems based on the September 2011 reconnaissance visit.

69. The 2010 Mongolia Global School Based Health Survey recommended that adequate toilets, sinks, and soap at schools, especially rural schools be provided as part of the approach to increase handwashing.

### 2.5.3 Impacts and simplified problem tree

70. Lack of proper WASH in Schools significantly increases hygiene-related disease<sup>15</sup>, decreases student attendance and learning achievement, and reduces dignity and gender equality.

71. The lack of access to safe water and hygienic sanitation results in increased levels and severity of diarrhoea and hepatitis among the Mongolian population, with children being the worst affected. It is estimated that nearly 2,000 Mongolian children under five years of age suffer from episodic diarrhoea each year as a result of poor water and sanitation conditions -- diarrhoea is closely linked to child malnutrition, morbidity, and mortality.

72. Hepatitis A poses an even greater threat. Transmitted through faecal contamination of water and food, Hepatitis A is endemic in Mongolia. In 2008, 9,295 cases were diagnosed, accounting for 22 percent of communicable diseases. Of the Hepatitis A cases recorded in 2007, over 36 % occurred among children between five and nine years of age (Health Indicator, MoH, 2008). Hepatitis A results in considerable long-term costs for health systems, loss of productivity among workers and early death. This national finding is consistent with the anecdotal findings of the September 2011 reconnaissance.

73. It is common for children in Mongolia living in the rural and peri-urban ger areas to help with household chores, inclusive of fetching water from distant sources, which at times hampers

<sup>13</sup> Prof. Basandorj, Mongolian University of Science and Technology based on a presentation at the National Level Workshop on CLTS 5 Sept 2011.

<sup>14</sup> In the September 2011 reconnaissance, all toilets observed were within the school grounds

<sup>15</sup> Prüss-Üstün, Annette, et al., Safer Water, Better Health: Costs, benefits and sustainability of interventions to protect and promote health, World Health Organization, Geneva, 2008, p. 10.



their opportunity to attend school. The most flagrant violation of this right is seen in rural schools, where dormitories that house the children of nomadic families, almost universally lack safe water sources, adequate sanitation and hand-washing facilities. However, there are no available studies showing a correlation between girls' drop-out rate and inadequate hygiene facilities.

74. Based on the above generalised analysis and the specific issues identified in Section 2.4.4, Table 2-3 tabulates a problem tree specific to Khuvsgul aimag. As outlined in this table, the lack of physical water is seen as a major constraint to successful WASH outcomes and this will therefore be a major, but not exclusive, focus of the project.

**Table 2-3 Simplified problem tree for School/Kindergarten WASH project in Khuvsgul aimag**

<b>Problem</b>	<b>Impact</b>	<b>Project's proposed action</b>
Limited water quantity and access	<ul style="list-style-type: none"> <li>• Sub optimal hand washing practices</li> <li>• Sub optimal personal, utensil, laundry and general cleaning water</li> <li>• Water handling and transport is time consuming, expensive and inconvenient</li> <li>• Hepatitis A outbreaks</li> </ul>	WASH INFRASTRUCTURE to increase water quantity
Limited water supply limits hand washing in kindergartens and schools	<ul style="list-style-type: none"> <li>• Sub optimal hand washing practices</li> </ul>	WASH INFRASTRUCTURE to increase hand washing facilities
Overcrowded basic outdoor sanitation	<ul style="list-style-type: none"> <li>• Sub optimal toilet use</li> <li>• Possibly open defecation in practice</li> <li>• Possible increased school absenteeism</li> </ul>	WASH INFRASTRUCTURE to Increase quantity and quality of latrine/toilets
Hygiene behaviour in schools is sub-optimal	<ul style="list-style-type: none"> <li>• Diarrhoea diseases</li> <li>• Hepatitis A outbreaks</li> </ul>	WASH INFRASTRUCTURE to increase hand washing facilities WASH EDUCATION / HYGIENE BEHAVIOUR CHANGE PROGRAMS focusing on hand washing in schools and communities using a participatory learning approach
Use of outdoor latrines in cold climate is challenging	<ul style="list-style-type: none"> <li>• Increased health risks especially for girls</li> <li>• Increased maintenance inconvenience</li> </ul>	WASH INFRASTRUCTURE to increase number of indoor toilets
Indoor living for extended periods in overcrowded conditions and communal eating, sleeping, sanitation and hygiene arrangements is high risk health environment.	<ul style="list-style-type: none"> <li>• Increased risks of transmission of communicable disease (including Acute Respiratory Infection (ARI))</li> </ul>	WASH INFRASTRUCTURE (heating systems for indoor WASH facilities) WASH INFRASTRUCTURE to increase personal hygiene
Inadequate quantity of shower/washing facilities and water supply	<ul style="list-style-type: none"> <li>• Sub-optimal personal hygiene</li> <li>• Water washed diseases</li> <li>• Poor children suffer more as they cannot access external community shower systems</li> </ul>	WASH INFRASTRUCTURE for dormitories to increase personal hygiene

<b>Problem</b>	<b>Impact</b>	<b>Project's proposed action</b>
New buildings commissioned without water supply	<ul style="list-style-type: none"> <li>• New indoor WASH facilities are not used</li> <li>• Overcrowded basic outdoor sanitation</li> </ul>	WASH INFRASTRUCTURE to connect water to existing buildings IDENTIFY/DEMONSTRATE EFFECTIVE MECHANISMS to address inadequate new construction
Poor construction quality of new building	<ul style="list-style-type: none"> <li>• Facilities are difficult to maintain and/or break down</li> </ul>	Demonstrate GOOD QUALITY CONTROL AND MANAGEMENT IN NEW WORKS constructed by this project IDENTIFY/DEMONSTRATE EFFECTIVE MECHANISMS addressing poor quality construction
Lack of disability friendly systems	<ul style="list-style-type: none"> <li>• Discourages school attendance by disabled children</li> <li>• Inconvenient use by disabled children</li> <li>• Disabled child may eat or drink less to avoid needing the toilet, leading to potential health problems school drop-out.</li> </ul>	WASH INFRASTRUCTURE and IDENTIFY/DEMONSTRATE EFFECTIVE MECHANISMS for inclusive designs for disabled needs and menstrual hygiene management ADVOCATE improved disabled access / menstrual hygiene management
Lack of menstrual hygiene management facilities	<ul style="list-style-type: none"> <li>• Discourages school attendance by girls</li> <li>• Inconvenient, lack of privacy and unhygienic conditions for girls during menstruating periods</li> </ul>	
Lack of comprehensive School WASH standard	<ul style="list-style-type: none"> <li>• Varying and sub-optimal standards used in schools and kindergartens</li> </ul>	IDENTIFY EFFECTIVE MECHANISMS including outline of national WASH standard for schools and kindergartens

## 2.6 Benefits of WASH in schools and kindergartens

75. Among its many benefits<sup>16</sup>:

- WASH in Schools provides healthy, safe and secure school environments that can protect children from health hazards, abuse and exclusion. It helps ensure quality education, because children who are healthy and well nourished can fully participate in schooling and gain its maximum benefits. Quality education, in turn, leads to better health and nutrition outcomes, especially for girls.
- WASH in Schools encourages children's pride in their schools and communities by providing dignity and privacy. It enables children to become agents of change for improving water, sanitation and hygiene practices in their families and communities.
- WASH in Schools is an investment in school children and the health of future generations. It helps children realize their full potential now and prepares them for healthy living as adults, able to share this legacy when they become parents.

76. Improved water, sanitation and hygiene education helps fulfil every child's right to health and education. WASH in Schools enjoys widespread recognition for its significant role in achieving the Millennium Development Goals – particularly those related to universal access to primary education, reducing child mortality and increasing gender equality, as well as the targets for improving water and sanitation.

77. Improved WASH facilities specifically empower girls to attend school and help to reduce gender discrimination especially related to menstrual hygiene management.

<sup>16</sup> UNICEF 2010 "Raising Clean hands. Advancing Learning, Health and participation through WASH in Schools"

## 2.7 Alignment with UNICEF Country Strategy

78. This project will contribute to the overall UNICEF Country Programme to support Mongolia in addressing inequity in accordance with the National Development Strategy and the Millennium Development Goals (MDGs). More specifically, the Programme defines clear targets to address the multiple deprivations suffered by children and monitors the impact and results of a limited number of equity-focused programmes and policy strategies. In this regard, UNICEF will support high-impact interventions in selected disadvantaged communities, introducing child-friendly integrated interventions while also making provision for appropriate and timely responses to humanitarian needs. These interventions will be designed to provide evidence for policy initiatives that will validate scaling up by the Government.
79. This project proposal fits into these country programme strategies.
80. A key result area expected by UNICEF over the next few years is highly relevant to this project. This key result area is that:

In selected pilot areas, local governments engage in planning and budget reviews that promote achievement of the Millennium Development Goals and provide evidence for national scaling up of integrated, child-friendly, healthy approaches in communities and schools that:

- improve by 50 per cent the utilization of quality basic social services by households and individuals
- integrate ethno-linguistic minorities, migrant children and children with disabilities into quality basic education
- reach 50 % of children aged 10-14 years with comprehensive knowledge on life skills and HIV prevention
- engage adolescents in community development for social change, civic participation, environmental sustainability and awareness of climate change
- model child protection and support systems and empower parents and children with knowledge on prevention of violence
- ensure that at least 75 % of disadvantaged children and women benefit from high-impact preventive health and nutrition interventions in a minimum of 15 remote provinces, and
- ensure that primary school children have access to energy-efficient water and sanitation facilities and practise good hygiene, and that all health centres have functioning water and sanitation facilities.

## 2.8 GoM engagement with UNICEF's WASH program

81. In general, all of UNICEF's WASH activities are closely linked with national and local government priorities. Accordingly, every WASH project and implemented initiative is based on the needs and involved target groups and stakeholders in planning, implementation and monitoring phases.
82. This Project will follow these general principles. More specifically, the Ministry of Education, Culture and Science and Khuvsgul Aimag Education Department and local soum government will be involved in the selection of target schools and kindergartens, approval of WASH designs, selection of WASH design and construction companies, evaluation of completed works (design and construction) and monitoring of the planned activities.
83. These participatory processes will facilitate future replication of model WASH facilities at national level.
84. UNICEF works with the Government of Mongolia to support the Government's M&E system. The Policy Analysis and Participation Programme of UNICEF works with the Cabinet secretariat (Deputy Prime Minister's Office) as well as with the National Statistics Office and academic institutions to build and strengthen their capacity in collection, processing, analysis and use of statistics and data in policy and planning. The initiatives include development of a system for administrative collection of data on realization of children's rights. The Multiple

Indicator Cluster Survey – a household survey that collects data on survival, nutrition, WASH, education, development and protection of children, and available to be disaggregated by range of background characteristics (household wealth, gender, location, region and many other) is one tool used. Thematic analyses on different policy topics is also done. Recent analysis include: Extractive Industries, Children and Inclusive Growth: An Analysis of Mongolia,; Lessons from Social Protection Programme Implementation in Mongolia; children's vulnerability and their capacity as agents for community-based adaptation in Mongolia; Poverty in Mongolia in the 2000's.

## **2.9 Alignment with AusAID Strategies and Programs**

### **2.9.1 AusAID's Aid Effectiveness Strategies**

85. The project aligns with the new framework of the Australian aid program “An Effective Aid Program for Australia: Making a real difference – Delivering real results” as it directly focuses on three of the ten aid program's development objectives<sup>17</sup>:
- improving public health by increasing access to safe water and sanitation
  - enabling more children, particularly girls, to attend school for a longer and better education so they have the skills to build their own futures and, in time, escape poverty, and
  - improving governance in developing countries to deliver services and improve security.
86. Through the course of the project, it will also address AusAIDs' objective of enhancing the lives of people with disabilities in the way that it includes increasing access for the disabled into WASH facilities.

### **2.9.2 AusAID's Infrastructure for Growth Initiative (IGI)**

87. The proposed activity purports to be funded from AUSAID'S Infrastructure for Growth initiative (IFGI) which was initiated in 2007-08. The IFGI aims to support growth, increase productivity and employment in the Asia-Pacific region by helping address infrastructure constraints through:
- high return investments in economic infrastructure: transport, utilities, and information and communication technologies; and
  - more effective governance (improved policy and regulatory environments) and management of infrastructure projects.
88. This project will help meet this aim by demonstrating improved water and sanitation governance/management in Mongolia as well as investing in the education sector.

## **2.10 Lessons Learnt**

89. A key lesson identified by UNICEF in a recent review<sup>18</sup> relevant to this proposal was that investments in a limited number of on-the-ground projects by UNICEF were vindicated as strong model projects, were brought to scale by the Government, and generated evidence for policy development.
90. The major capacity constraints of the Government in terms of WASH in Schools are summarised as:
- Lack of policy on School WASH facilities (e.g. WASH standards for schools).
  - Low maintenance and re-construction budgets for existing WASH facilities (indoor handwashing and toilet rooms, outdoor latrines, water supply connections and sources etc.)

<sup>17</sup> As articulated in AusAID's "An Effective Aid Program: Making a Real Difference - Delivering Real Results"

<sup>18</sup> Noted in UNICEF's Draft Country Program Document

- Low priority by the government in investing in water supply and sanitation facilities at the school buildings, even in new buildings (e.g. construction of new building without water supply system).
91. Currently, local government lacks capacity to support O&M of the WASH facilities at the schools. However, each school receives a small maintenance budget for WASH facilities (mostly cleaning costs) from central government (MECS) via aimag Education Department. Therefore, a school itself will be main responsible organization for maintenance of the WASH facilities at the school. Support must be provided to the schools in managing the systems.
92. For replication of project results, UNICEF should work closely with the Aimag Education Department and MECS to secure government policy and standards (WASH standards in school buildings) and advocate for increased allocation of budgets for re-construction and O&M of School WASH facilities.
93. A recent review in the Mongolian WASH sector <sup>19</sup> concluded that:
- the sector lacks coordination and would value from a WASH network
  - data sets are often contradictory and would value from the creation of a consistent data, especially on sanitation,
  - Mongolia lacks a National Water and Sanitation Strategy
  - there is a growing perception in the sector of the need to change practice and policy from the current predominate top-down approach to a bottom-up approach, especially in community sanitation programs – this is consistent with the growing interest in Mongolia within some NGOs and development agencies of a CLTS (Community Led Total Sanitation) approach to sanitation, and
  - more active involvement in local government is desirable in the sector generally.
94. UNICEF' s recent project WASH experience shows that prior to 2011, the local school/kindergartens/communities arranged their own designs. This took excessive time and the design quality was poor and inconsistent. In 2011, UNICEF therefore asked the MECS to prepare designs for the school WASH facilities. However, this again took excessive time (largely due to the small scale nature of this work compared with their other workloads) and, in some cases, gave poor quality outputs.
95. Cold climate lessons show that if people and especially children experience discomfort when hand-washing after defecation, (i.e. the process makes their hands cold) they are tempted not to handwash. Coping strategies identified include the use of alternatives such as individual hand towels in kindergartens and use of wet tissues, to minimise the cooling effect by evaporation off hands. Indoor (as opposed to outdoor) handwashing is a significant factor in improving handwashing, apart from avoiding freezing water in outdoor taps.
96. UNICEF's international experience in school and kindergarten WASH project toilet design<sup>20</sup> has shown that effective and successful child-friendly hygiene and sanitation facilities in schools:
- are 'interactive' spaces that stimulate children's learning and development
  - are designed with involvement of children, teachers, parents and communities
  - provide lowest-cost solutions with no compromise on quality
  - have operation and maintenance plans
  - have appropriate dimensions and features for children
  - address the special gender-related needs and roles
  - do not harm the environment
  - encourage hygienic behaviour

<sup>19</sup> Based on a presentation at the National Level Workshop on CLTS 5 Sept 2011 by Prof. Basandorj, Mongolian University of Science and Technology

<sup>20</sup> Zomerplaag, J, Mooijman A. and IRC International Water and Sanitation Centre, (2005) *Child-Friendly Hygiene and Sanitation Facilities in Schools: Indispensable to effective hygiene education*. published by IRC

- offer enough capacity and minimal waiting time, and
- have well-considered locations.

97. Attachment E summarises these lessons with examples of how these aspects can be applied to different age groups and groups and to the design process.

## 3. Program Description

### 3.1 Location and overview

98. The project will be in Khuvsgul aimag (see Figure 2-1) as this aimag will be one of two UNICEF focal areas from 2012-2016.

99. 12 schools and 12 kindergartens will be selected for participation in this project. This represents about one third of the total schools and kindergartens in this aimag. The project is designed as a pilot project to demonstrate how successful WASH programs can be implemented in schools and kindergartens. It has a specific strategic objective related to future up-scaling in country. While the main expenditure items will be on hardware, software (e.g. hygiene behaviour activities and maintenance plans) are a primary consideration in the project.

100. As noted elsewhere, school and kindergarten enrolment is high, thus the project will impact nearly all families with children. As school children spend extended times at school and kindergarten for at least five days per week, the potential for children as change agents in the wider community is high. The school is a primary water user in all communities and acts a community focal point. Therefore, although a primary focus is on school and kindergarten facilities and hygiene behaviours, the project will have extended impact in the entire community. The hygiene education approach will work with other components of the CFS approach to maximise the wider community impacts.

### 3.2 Goal and Objectives

101. **Project Goal:** *Support Mongolia in developing child friendly schools and kindergartens to enhance achievement of the Millennium Development Goals, National Development Strategy, and the UNICEF Country Programme.*

102. **Project Objective 1:** *Suitable sustainable WASH facilities and appropriate hygiene behaviours by staff and children in all project schools /kindergartens by end of project.*

103. The number of sites and children targeted is: 12 schools, 12 kindergartens and approximately 7,800 children/pupils and 840 staff <sup>21</sup>.

104. **Project Objective 2:** *Effective GoM mechanisms for WASH in schools and kindergartens are established.*

105. In Project Objective 1, the meaning of suitable sustainable WASH in schools and kindergartens is:

- A school with adequate WASH has a functional and reliable water system that provides sufficient water for all the school's needs, including handwashing and drinking. The school must also have a sufficient number of toilet facilities for students and teachers that are private, safe, clean and gender segregated and gender appropriate.
- The school should have several handwashing facilities, including some that are close to toilets to facilitate handwashing after defecation. Facilities should cater to the needs of the entire student body, including small children, girls of menstruation age and children with disabilities. Hygiene education should be included in the school curriculum to instil good hygiene, sanitation and water-handling practices, and students should be encouraged to transmit hygiene knowledge to their families and communities.

106. These and other standards for WASH in Schools are codified in the 2009 WHO/UNICEF guideline: *Water, Sanitation and Hygiene Standards for Schools in Low-cost Settings.*

<sup>21</sup> These are based on approx. 50 staff for each school, 20 staff for each kindergarten, 150 children in each kindergarten and 500 pupils in the school (based on statistics of MECS for 2010)

### 3.3 Outcomes

107. Table 3-1 presents a summary of the tangible products or services that the project will deliver.

**Table 3-1 Project outcomes**

Outcome No	Narrative
1	<i>Suitable sustainable WASH facilities with appropriate hygiene behaviours</i>
1.1	<i>School selection</i>
1.2	<i>Customised guidelines</i>
1.3	<i>Water facilities</i> Sufficient fit-for-purpose water and water facilities available and accessible at all times for personal hygiene, food preparation, cleaning and laundry by end of project in 24 schools and kindergartens with at least 75% complete by year 3
1.4	<i>Sanitation facilities</i> Sufficient, accessible, private, secure, clean, culturally appropriate and gender sensitive latrines/toilets for school children and staff by end of project in 24 schools and kindergartens with at least 75% complete by year 3
1.5	<i>Hygiene behaviour and maintenance</i> Correct use (esp. handwashing) and maintenance of WASH facilities is ensured through targeted sustained hygiene promotion and facility maintenance procedures in 24 schools and kindergartens with progress matching construction.
2	<i>Effective GoM mechanisms</i>
2.1	Broad WASH mechanisms framework
2.2	Effective advocacy for adoption of improved mechanisms
3	<i>Project Management</i>
3.1	Ongoing project management
3.2	Inception Report
3.3	M&E

108. The attached logical frame (Attachment B) expands on these objectives and outcomes.

109. Until the actual project schools and kindergartens are selected, and the site-specific needs and solutions are identified, it is not possible to be precise about the details of the infrastructure to be provided. As schools and kindergartens are normally in very close proximity, and as water supply improvements will a major focus of the project, it is most likely that they will both be upgraded at the same time in one soum. This will increase cost efficiency of the project.

110. Despite these uncertainties, the general principles to be adopted, and the typical standards for infrastructure are:

- Water supply would be provided by a drilled well(s) (i.e. bore(s)), with water delivered to a tank<sup>22</sup> for distribution to the school and kindergarten. Reasonably reliable power supply is normally available in all sites so pumping by electric driven pumps is proposed. Connection to a centralised system is considered unlikely as it is very uncommon for soum centres to have a centralised water system that can be extended. Where groundwater is not viable, sustainable alternatives would be investigated.
- Indoor water flushed toilets are proposed as the standard<sup>23</sup>. This allows for year-round use and handwashing. Where there is insufficient space in existing buildings, an extension or adjoining building will be required. This will be connected to the school's heating system. Where required, shower facilities in dormitories will be upgraded.

<sup>22</sup> Tanks are normally plastic tanks located indoors to avoid freezing.

<sup>23</sup> Although pour flush toilets, initially appear to have several advantages (e.g. less water use, less maintenance of plumbing fixtures and valves), Mongolia has very limited use of pour flush toilets. This option will be examined during the Inception phase and if considered a realistic option, a trial may be carried out of these systems.

- Where water shortages are anticipated, eco san facilities (e.g. urine diverting toilet devices as trialled in some eastern European countries<sup>24</sup>) will be considered, although, to date, there is extremely limited proven acceptance of these facilities in such settings in Mongolia<sup>25</sup>.
- Drainage from fixtures (e.g. sinks) will be plumbed to outside the building into soak pits or septic systems to ensure that groundwater is not contaminated.
- All facilities will ensure disabled friendly access to WASH facilities.

### 3.4 Activities

111. Table 3-2 presents a summary of the key activities.

**Table 3-2 Key project activities**

Activity No.	Narrative
1..1	Select sites (see following text for more comment)
1.2	Prepare WASH customised guidelines
	<i>Water facilities</i>
1.3.1	Prepare feasibility and designs
1.3.2	Procure and construct
	<i>Sanitation facilities</i>
1.4.1	Prepare feasibility and designs
1.4.2	Procure and construct sanitation facilities
	<i>Hygiene Promotion and WASH facility maintenance</i>
1.5.1	Establish Child Development Centres in each site
1.5.2	Conduct training activities
1.5.3	O&M Training
	<i>Best Practice documentation</i>
2.1.1	Evaluate and analyse project outcomes for best practice documentation
2.1.2	Promote and publicise findings
	<i>Draft National WASH standard for Schools and K/Gs</i>
2.2.1	Promote key stakeholder buy-in by study tours and trainings
2.2.2	Support development of draft standard
3	<i>Project Management</i>

112. Attachment B provides more details of the main activities identifying the responsible agency and key actions or issues to be addressed in the activities.

### 3.5 School/Kindergartens selection

113. Key steps in the school/kindergarten selection process will be: (a) agree and finalise selection criteria, (b) design and collect standardised data and (c) review and select the schools. Key actors will be: UNICEF, Local Government and MECS.

114. The school/kindergarten selection criteria will be agreed at aimag and national level. Selection will be based on objective data and transparent criteria clearly aligned to project's pilot objectives. Basic data to be initially collected will include:

- **Basic school information** (no and age of pupils (disaggregated by boy/girl, day/boarding), no of shifts, students with disabilities (boy/girl/type), teachers and staff (male/female), PTA information or other formal links, any WASH or health clubs

<sup>24</sup> See Deegener, D., Wendland, C., Samwel, A., and Samwel, M. (2009) *Sustainable and Safe School Sanitation How to provide hygienic and affordable sanitation in areas without a functioning wastewater system. Examples from Eastern Europe, Caucasus and Central Asia*. WECF, Women in Europe for a Common Future, Netherlands.

<sup>25</sup> ACF is currently developing some Mongolian experience with these types of facilities in the ger (slum) areas of Ulanbaator. ACF would be used a project partner for such interventions if selected.



- **Water information:** water source (e.g. piped from centralised network, by tanker, source type, transportation method (e.g. horse cart, by hand, by whom), functionality (days per week), water quantity, drinking water outlets in school, water quality and how/when tested, any point-of-use water treatment, accessibility of water outlets
  - **Sanitation information:** No. of toilet compartments (boy/girl/communal) and by type (indoor, outdoor), distance from school building, boys urinals, teacher's toilets, condition accessibility by disabled children, any variation of toilet by age of children, age of facilities
  - **Hygiene information:** handwashing facilities (indoor/outdoor, boy/girl/communal), handwashing soap availability, accessibility by children with disabilities, menstrual hygiene management
  - **Solid waste management:** frequency of disposal and site, if sealed septic system, frequency of sludge emptying
115. A preliminary list of key selection criteria includes: low water quantity service levels, poor water quality, low toilet ratios, poor handwashing accessibility, other comparative information between schools e.g. age/condition of facilities.
116. Efforts will be made to ensure that some schools are selected to demonstrate how good menstrual hygiene management and disabled access can be achieved even if, by other criteria, the school may not be prioritised.
117. The M&E and Inception report will track and report on the rigour with which the above has been followed.

### 3.6 Lessons incorporated into proposal design

118. This proposed School WASH project is consistent with UNICEF Mongolia's recent review as noted in its new Country Strategy which showed that the approach proposed (piloting and working towards government buy-in) would appear, based on past UNICEF experience, to have a high likelihood of being brought to scale by government.
119. The UNDP is supporting the Ministry of Road Transport Construction and Urban Development in a national data base on water and sanitation. As this proposed School WASH project will particularly focus on data related to WASH in schools and kindergartens, it will therefore contribute to this wider national data base development. This data component will also directly contribute to redressing the lack of national WASH data (as noted in Paragraph 93).
120. The proposal will proactively ensure that all design activities will be participatory with staff, children and local government. This is consistent with the wider lessons identified in Section 2.10. UNICEF Mongolia will brief potential designers on the lessons learnt internationally by UNICEF (summarised in Attachment E) and ensure that their proposals clearly show how they will incorporate these principles in the design process. Selection criteria used by UNICEF will place a high value on ability, or willingness of potential designers, to apply these principles.
121. In regards to construction quality issues, as a consequence of the lessons noted in Section 2.10, UNICEF will handle the design process directly and seek approval of proposed designs from MECS. This will allow UNICEF to develop a suitable protocol for future up-scaling. As part of this process, the project will increase understanding of the issues and internal MECS approvals process, and these lessons will be incorporated into the proposed WASH Mechanisms Framework to be developed as part of Output 2.1. UNICEF has its own construction quality specialist who will be responsible for quality control during design and construction.
122. A similar formal handover process as adopted by Sri Lanka UNICEF<sup>26</sup> will be adopted to strengthen commitment by all parties for continued operation and maintenance.

<sup>26</sup> UNICEF Sri Lanka's WASH in Child Friendly Schools (WCFS) 2011-2013 under AusAID funding

### 3.7 Form of Aid Proposed.

123. As per AusAID's "An Effective Aid Program for Australia: Making a real difference – Delivering real results" (2011) the proposed form of aid for the program is to work with an AusAID key multilateral partner, UNICEF. This form of aid will allow AusAID, in particular with the lack of an in-country presence, to benefit from UNICEF's specialist expertise and strong relationship with the Government of Mongolia.
124. The selected Form of Aid mainly focuses on the effective promotion of in-country management through utilisation of local systems of aid delivery and improved aid coordination by working in partnerships with central and local governments and NGOs. The project will work through UNICEF systems and procedures to the maximum extent possible. This Form of Aid is justified as it is supported by policy and institutional environment of both governments and UNICEF.

### 3.8 Budget

125. The proposed budget is AUD 3.436 million (see Table 3-3), including the 7% UNICEF recovery costs. Details of the budget are provided in Attachment C. This budget is based on calendar years (January to December to match the Mongolia financial year and to reflect the short summer construction season in the middle of the year).

**Table 3-3 Budget overview (rounded to thousands of AUD)**

Item	Year 2012	Year 2013	Year 2014	Year 2015	Total
Site Selection and customised guidelines	14	3	2	2	21
WASH facilities (water and sanitation)	38.16	1,058.16	1,020		2,116
Hygiene and facility maintenance education and training components		54	54	24	132
Effective GoM WASH mechanisms frameworks	5	41	44	12	102
Project Management	4	5	5	6	20
Monitoring and Evaluation (includes Inception Report)	40	102	22	96	210
UNICEF Staff costs	140	140	140	140	560
<b>Subtotal</b>					<b>3,211</b>
UNICEF Recovery cost (7%)					225
<b>TOTAL</b>	<b>251</b>	<b>1,469</b>	<b>1,439</b>	<b>224</b>	<b>3,436</b>

Project Management covers: Steering Committee formation and on-going support and, implementation management and project documentation. Staff costs include travel costs. Effective GoM mechanisms for WASH includes study/exposure tours for MECS officials (mainly), training costs, publication of key results and relevant documents and reports and TV broadcastings. See notes re construction progress and budget in Paragraph 145.

126. The extent and type of water supply and sanitation components will vary depending on the school's circumstances. At this stage, therefore, estimates are based on UNICEF's previous experience and board assumptions regarding the extent of facilities required.

## 4. Implementation Arrangements

### 4.1 Management and Governance Arrangements and Structure

127. At the UNICEF's Country Programme level, the implementing partners are the Ministry of Health (MoH); Ministry of Education, Culture and Science (MECS), and Water Authority (WA)

at central level as well as their line agencies in Khuvsgul aimag and its soums. UN partners like WHO and UNDP, INGOs/NGOs and other community based organizations were consulted during the pre-design and will continue to contribute during the implementation and evaluation stage. Coordination with the national government will be enhanced by organizing regular meetings and also the signing of the Multi Year Work Plan (MYWP).

128. This project's work plan will be integrated into the MYWP.
129. A Project Steering Committee will be established at the outset of the project. It will meet at six monthly intervals. Membership will consist of approximately 12 members composed from:
- Central government: MECS and Water Authority
  - Aimag government: Education Department, Aimag Construction Tender Committee, State Specialist Construction Agency, Governor Official
  - Local and School level, Child led organisation, PTA representative, soum Representative
  - NGO representative(s)
  - UNICEF
  - AusAID
130. The role of the Project Steering Committee will be co-ordination and advisory. It will also be a forum to incorporate lessons in the project from the WASH and other sectors.
131. UNICEF's WASH section will work with UNICEF's Education section to ensure co-ordination with the Child Friendly School approach, with MECS centrally and, primarily with aimag level officials and the schools/kindergartens.
132. UNICEF's WASH section currently has only one officer, however from the start of the project, the section will have three staff: WASH chief, WASH officer and one UN volunteer. UNICEF is prioritising WASH in the upcoming Country Programme Strategy and this is reflected in its commitment to sufficient and suitable human resources.
133. Convergence between respective program areas is always sought during UNICEF funded programs wherever possible. Thus a particular WASH intervention would always enhance its contribution to other program components such as limiting school dropouts, improving nutrition etc which all relate to child protection.
134. Internal coordination with other UNICEF program sections would take place at least once every month during internal planning and implementation meetings. All formal communication from UNICEF will be initiated by the WASH Section while copying relevant internal Sections and external stakeholders.
135. The existing government working group on WASH will have no authority over decision making in the proposed intervention. Instead it will create a platform for knowledge management and express its opinion and make recommendations on issues related to stakeholder coordination, technical specifications and sustainability.

## **4.2 Implementation through partners and consultancies**

136. UNICEF will manage the entire project using internal procedures. All activities will be carried out through partners, consultants and specialised design/construction entities. Section 2.4.5 provides an overview of the activities of the probably partners.
137. Partners will mostly support: trainings, awareness raising, advocacy and development of guidelines/ handbooks, report preparation and monitoring. Likely partners will be World Vision, ACF and Red Cross.
138. Consultants (individuals or group of individuals) will most likely support: studies and report preparation, IEC material preparation, quality control, evaluations and assessments and advocacy.
139. Specialised design/construction entities will be involved in infrastructure design and construction.

140. UNICEF will directly implement activities like: study tours, media and procurement.
141. More detailed information on implementation arrangements with proposed partners/contractors will be determined during inception phase (1st year). This will include their roles and responsibilities and experience and any training that UNICEF intends to provide for them.
142. Prior to making any arrangements with Partners and NGOs, UNICEF will follow its internal procedures for selection. Selection steps include (1) open advertisement or signing long-term agreement (Programme Cooperation Agreement - PCA) or small scale funding agreement (SSFA); and (2) sign specific contract (Special Service Agreement - SSA). Prior to signing long-term agreement or SSFA, UNICEF conducts formal NGO assessments.
143. All activities implemented through partners will be supervised and monitored by UNICEF. Quarterly financial and technical reporting is required and based on performances and results, partners and consultant etc proceed to the next level of activities.

### **4.3 Child Development Centres**

144. Section 2.4.3 outlines the role of CDCs. These are budgeted as part of this project for WASH related activities and equipment (Budget item 1.3.1). The project will fund equipment and conduct required trainings associated with the WASH project. Schools will provide rooms and cover all maintenance costs.

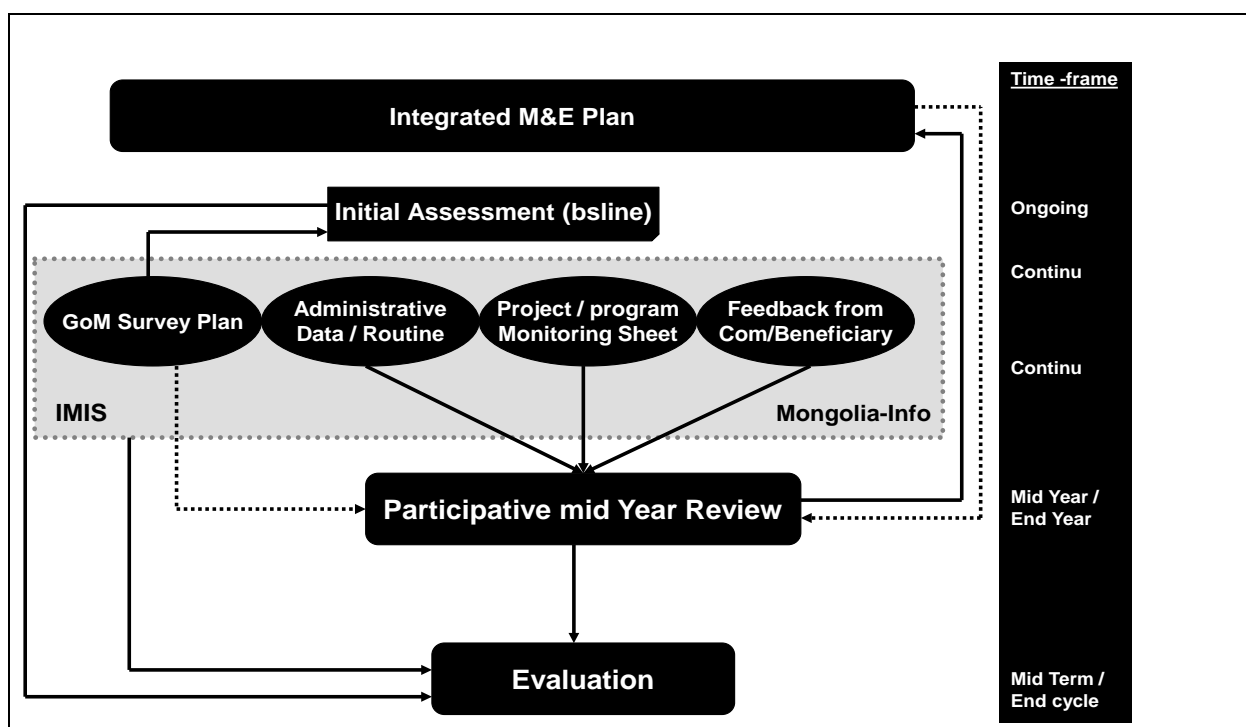
### **4.4 Implementation Plan**

145. Attachment C includes the proposed time lines. It is planned to complete all WASH facilities by end of 3rd year, however, each year the budget will be revised, based on local conditions. It is possible that in 4th year, some small construction activities may need to continue.
146. The timeline has been influenced by: practical logistical constraints (difficult road travel including long lengths of unformed un-gravelled roads, long travel times between soum centres, harsh climate and short limited construction season in the summer) and by the existing limited school specific data on WASH in schools and kindergartens. The first year will therefore concentrate on school selection (including data design, collection and analysis) and inspections of the schools to establish/confirm needs and practical design issues. Design and approvals will be commenced in Year 1, but on-site construction will only be feasible in years 2 and 3 with some possible carryover to Year 4, given the logistical constraints.
147. Roles and responsibilities are included in Attachment B in the Key Activity Schedule.
148. Before the end of Year 1, an Inception Report will be prepared. Attachment B includes a list of key information that will be included in this report.

### **4.5 Monitoring and Evaluation Plan**

149. The monitoring of this project will be integrated into the Government of Mongolia / UNICEF Integrated Monitoring and Evaluation Plan (see Figure 4-1). A detailed and project specific monitoring and evaluation plan will be developed on this project following the outline presented in Attachment B - this will be used as an M&E tool during the project implementation as a parallel monitoring tool by UNICEF. The Monitoring and Evaluation system is be built on: baseline data collection, monitoring activities, and evaluation.
150. Annual progress report of activities will be provided to AusAID.

Figure 4-1 UNICEF Mongolia M&E Plan



151. Attachment B provides a log frame including indicators and means of verification at Project Goal, Objective and Outcome levels.

152. Table 4-1 summarises the key M&E roles and responsibilities of parties in the project implementation.

Table 4-1 Monitoring and evaluation responsibilities

Activity Category	When	Responsibility
	Baseline Survey Preparation of Indicators	Y1 Q1
Baseline survey	Y1 Q1 or Q2	Survey team (includes MECS representatives)
Annual survey to measure progress and impacts	Annually	Survey team (includes MECS representatives)
Mid Project Evaluation	2 <sup>nd</sup> half of Y2	Evaluation team including AusAID participation
End of Project Evaluation	2 <sup>nd</sup> half of Y4	Evaluation team

Also refer to paragraph 196 for more details of AusAID's involvement in the M&E.

153. Terms of reference for the evaluations and team membership will be agreed at the second and last year of the project.

154. At the end of Year 1, AusAID will be invited to review the M&E arrangements.

#### 4.6 Program Reviews and Reporting

155. UNICEF conducts mid-year project reviews and end-of-year project reviews as part of its normal operations. These will be presented to, and discussed at the Project Steering Committee.

156. UNICEF will also conduct annual monitoring field-trips and a mid-term programme review (2014) and this project will be included as part of that review.

157. UNICEF will provide AusAID with an inception/work plan report, a yearly monitoring/status report and a completion report.

## 4.7 Financial Management

158. The project activities will be integrated into the WASH Programme “Work Plan” between UNICEF and the Government of Mongolia where the main implementing partner will be MECS for this project.
159. The Contribution will be paid in United States dollars (USD) in accordance with the payment schedule in Table 4-2.

**Table 4-2 Payment Schedule**

Tranche Number	Amount AUD
1	\$ 1 million
2	\$ 1 million
3	\$ 1 million
4	\$ 0.436 million
Total	Total \$3.436 million

160. The first tranche of the Contribution will be transferred to UNICEF within thirty (30) days of the signing of the Agreement and UNICEF providing AusAID with a payment request in accordance with this Agreement. Unless otherwise agreed, subsequent tranches will be transferred within thirty (30) days of receipt of the progress report. Project activities will commence once this Contribution Agreement has been signed.
161. The Contribution will be transferred to UNICEF in AUD and deposited by the Government of Australia to the following UNICEF bank account:
- UNICEF NY Treasury  
Account No. 921636  
BSB No. 032-016  
Westpac Banking Corporation  
Level 7, 60 Carrington Street  
Sydney NSW 2000  
Australia  
Swift Code: WPACAU2S
162. UNICEF will submit to AusAID a request for payment of the Contribution when due in accordance with the Agreement.
163. UNICEF will provide AusAID with annual financial statements showing the use of the Contribution. The statements will cover the calendar year in which Contribution funds are expended, and will be forwarded to AusAID by 31 March of the year following closure of accounts for the previous calendar year. UNICEF will also provide AusAID with a final financial statement showing the use of the Contribution within six (6) months of closure of accounts for the year in which the Agreement terminates.
164. The financial statements referred to in the previous paragraph will be certified by the Comptroller of UNICEF.
165. The financial statements will be subject exclusively to the internal and external auditing procedures provided for in UNICEF’s financial regulations, rules, policies and procedures. Should the Report/s of the Board of Auditors of UNICEF to its Executive Board contain observations relevant to the Contribution, such report/s shall be made available to AusAID.
166. At the time of submission of the final financial statement, UNICEF will return to AusAID any unexpended or uncommitted portion of the Contribution, unless otherwise agreed in writing by both Parties.
167. All WASH construction works will be handled by UNICEF directly, following “Special Service Agreement Flow Processes” (See Attachment D). Major construction steps are: selection of sites, design of suitable WASH facilities, approval of design, bidding announcement, selection of constructor and completion of construction works. MECS’s specialists will be involved in

selection of sites, approval of construction designs and selection of contractors.

168. Additionally, MECS could receive financial assistance for implementing soft components as per approved UN rate and tariff (e.g. organization of training, development of documents etc.).

169. There are three modalities for providing cash assistance:

- a) **Reimbursement.** If counterpart has available funds to pay the costs of the agreed activities in the AWP, UNICEF can reimburse the expenditures after the activities are completed. This is the preferred mode of assistance.
- b) **Direct Payment.** UNICEF can settle invoices or receipts directly on behalf of the programme partner. The invoices or obligations should be directly related to the agreed activities and costs stated in the approved AWP.
- c) **Direct Cash Transfer (DCT).** In cases where the counterpart does not have sufficient funds to finance the implementation of agreed activities in the AWP, UNICEF can provide cash transfers for obligations and expenditures to be made by the implementing partner in support of agreed activities in the approved AWP. Provision of DCT is subject to full reporting of expenditures within six months from the time of fund transfer.

170. During implementation, UNICEF Programme Officers and Programme Assistants would undertake periodic monitoring of the physical implementation and spot checks on financial and administrative frame work of the partner. Relevant monitoring records would be incorporated in verifying the fund liquidation.

#### 4.8 Procurement Arrangements

171. Following its internal procedures (See Attachment D “Supply Work Flow Processes”), UNICEF will directly manage all construction activities.

172. Based on MECS (or its aimag department) decisions on selection of the sites (schools and kindergartens), UNICEF will identify a design company through a competitive bidding process. Drawings and Bill of Quantities will be reviewed and approved by Construction Department of the MECS and UNICEF will call for bidding through “Request For Proposal” (RFP) method.

173. Technical evaluation of RFP documentation would be done in collaboration with the Construction Department of MECS. Based on the scores of technical and financial, the company will be selected. UNICEF would then issue the Contract.

174. Final payments will be made upon State Commissioning involving School management, State Inspection agency, MECS (aimag Education and Culture Department) and submission of the Final Completion Certificate and acceptance by UNICEF Mongolia.

#### 4.9 Sustainability

175. Sustainability is explicitly addressed by:

- Physical design of infrastructure to be “maintenance friendly” (i.e. easy to clean, easy to maintain). For example, particular care will be taken on specified surfaces for ease of cleaning, access to blockage clearing. Other examples are provided in Annex E. The use of pour flush Vs cistern flush will be specifically considered.
- On-going facility operational impacts (financial, human resources and other resources) will be specifically considered in the design process and will be part of the design approval process/discussion with MECS to ensure that full maintenance requirements are fully understood by all parties, especially the school management team and that maintenance requirements are set at manageable and sustainable levels.
- Formal handover process with specific agreed obligations with local school managers that define responsibilities and monitoring and that are developed and agreed before the facilities are completed.

- Indicators of success for hygiene promotion include the systemic promotion among staff and children of positive hygiene behaviours including the correct use of and maintenance of facilities. Such promotion includes the application of clear regulations and participation of staff, parents and children in planning and managing WASH facilities and the school environment.
- Objective No 2 – this output is specifically designed to increase the GoM's commitment to and capacity to make the facilities, systems and processes part of on-going education school and kindergartens systems. This output addresses National, aimag and soum levels of government.
- Policy engagement – the project will engage key policy makers and drivers within the Government of Mongolia on issues pertaining to WASH in schools. The Project Steering Committee provides a pivotal platform to bring together and discuss policy around WASH and its implications for dissemination and implementation.
- The project will develop a recommended WASH in schools monitoring framework. This will complement the UNDP's current support to the national data base on water and sanitation. This will contribute to improved timely and adequate data and thus the GoM's understanding of the scale of the problem, its planning and its response and success and failures. It will also assist in evidence-based advocacy for WASH in schools.

176. Schools or Kindergartens will be responsible for operation and maintenance of the WASH facilities. Currently, these educational institutions get core funding from central government (MECS) via Aimag Education Department, but the funding is insufficient to cover soap, toilet papers, cleaning detergents etc<sup>27</sup>. The project will advocate for improving this situation.

177. MECS and Aimag Education Department (effectively the schools themselves) will be responsible for ongoing health / hygiene promotion. UNICEF's role will provide support to these school for this, based on their needs. At a school level, school doctors and student's health club (group) will promote health / hygiene promotion. The Water Authority and Ministry of Health (Public Health Institute) will be involved in promoting efficient water use, safe water supply and handling issues.

## 4.10 Over Arching Policies

### 4.10.1 Child Protection

178. The provision of WASH in schools and kindergartens positively contributes to addressing child protection issues by addressing education, health and WASH development objectives through the synergy of the integrated approach in the Child Friendly School approach. The provision of age and gender appropriate, and separate sanitation facilities (including latrines and shower places in school dormitories) for girls and boys; and privacy for girls is an important contributing factor in ensuring a safe physical environment to address issues such as sexual abuse and harassment.

179. UNICEF's Child Protection Strategy outlines the contributions of UNICEF to national and international efforts to fulfil children's right to protection. Within this framework, UNICEF works with the Government of Mongolia to strengthen systemic and societal support for protective laws, policies and social conventions. As part of the efforts, UNICEF supported the MECS in developing a Child Protection Policy for preventing and protection children from abuse in and around schools.

180. Any contractors must comply with the child protection related provisions of the national laws including obligations on mandatory reporting, and the UNICEF Code of Conduct.

181. This project will comply with all UNICEF's child protection policies and international declarations, conventions and agreements. More specifically, as usual, there will be a systematic provision in all contracts, project cooperation agreements with contractors and partners, safeguarding exposure of intended beneficiaries, including children to any form of

<sup>27</sup> By current practices, school children bring wet tissues for cleaning hands (at least before having snack lunch, which is provided by government), since there are limited washing facilities in most cases. For kindergarten children, parents provide yearly use of soaps, toothpastes, tooth brushes, hand towels, toilet papers as well as learning materials (block notes, pen, pencils etc.)



discrimination, abuse or exploitation. In addition, during their period of service for UNICEF, consultants shall refrain from any conduct that would adversely reflect on the United Nations or UNICEF and shall not engage in any activity that is incompatible with the discharge of their duties with the Organization. Consultants are required to exercise the utmost discretion in all matters of official business of the Organization. In particular, but without limiting the foregoing, consultants are expected to conduct themselves in a manner consistent with the Standards of Conduct in the International Civil Service. Consultants are to comply with the UNICEF Standards of Electronic Conduct and the requirements set forth in the Secretary General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse, both of which are incorporated by reference into the contract between the consultants and UNICEF.

#### 4.10.2 Gender

182. The provision of WASH components for schools positively contributes to addressing gender equality issues. It reduces the following barriers of girl's attendance: inappropriate menstrual hygiene management, potential sexual harassment in school toilets and the usual high burden that women and girls do in water-related chores. It therefore empowers girl attendance at schools.
183. The participatory planning of WASH facilities as proposed in this project is a key entry point to the successful integration of gender, and is central to the design and implementation process. This participatory approach will include focus group discussions with girl children and staff and will include menstrual hygiene management needs.
184. Special gender-related needs and roles will be included by conducting, as far as possible, participatory female sessions separately from the boys and men so that the girls and women can speak more freely. Strong efforts will be made to avoid gender-biased division of responsibilities during design, construction, operation and maintenance by selection of partners and consultants and by content of training programs and development of the operation and maintenance plans.
185. Specific gender and disability related risks are noted in Table 4-3.

**Table 4-3 Gender and disability related risks and mitigation strategies**

<b>Activity</b>	<b>Gender and Risk</b>	<b>Risk Management Strategies</b>
Working with children with a disability	Children with a disability are more vulnerable to risks such as child abuse and exploitation	Code of conduct for teachers and builders
Working in a residential setting	Children in a residential setting are more vulnerable to risks such as child abuse and exploitation	Code of conduct for teachers and builders
Construction workers on school grounds	Inappropriate conduct of construction workers  Construction work on school grounds creates a hazardous or unsafe environment	Code of conduct for builders  Implement safe work practices
Hygiene activities with children	Children become more vulnerable to risks such as child abuse and exploitation	Code of conduct and standard operating procedures implemented including ensuring that no personnel works alone or unsupervised where possible
Security risks in project design	Children become more vulnerable to risks such as child abuse and exploitation	Ensure that security risks to children are considered in the project design including adequate lighting, adequate privacy levels and location

#### 4.10.3 Disabilities

186. As noted in the Paragraphs 50 and 51, there is little evidence that consideration is given in

current designs and facilities to disabled people's needs. As per AusAID's disability strategy, the project will ensure that its activities are sensitive to disability specific needs and, where possible, enables people with disability to participate and contribute, and address barriers to opportunities in education, health and hygiene.

187. As part of the design process, disability perspectives will be proactively incorporated by:

- Ensuring that the designer's selection process includes experience of and/or understanding of disability perspectives in School WASH settings and UNICEF will compliment this with additional training as needed.
- Involving staff and children with disabilities (both in school and in the community who currently do not attend school) in the design process to listen to what they have to say about access and use of facilities, and to seek their ideas of solutions and to provide options where the disabled person has no opinion.

#### **4.10.4 Environment and climate change**

188. The project aims to have a positive environment impact as it will improve waste management at each school and water design will consider the environmental impact. No site is in an environmentally sensitive location. While every project has the potential for a localised negative impact on the environment (e.g. poor site selection of a septic tank disposal field), these impacts would be local and relatively minor and would be managed on a case by case basis at each site following national guidelines as part of the design process.

189. There are no known activities which would suggest an early check on environmental issues that are required to ensure compliance with AusAID's legal obligations; for example, under the Environment Protection and Biodiversity Conservation Act.

190. Monitoring will capture any unexpected environmental impacts.

191. Choice of lighting and heating options of WASH facilities will consider energy efficient technologies.

192. Climate change: Energy use is an explicit consideration at each site. All facilities will be above flood levels. The impacts of climate change related to sanitation facilities will be from increased rainfall intensities resulting in increased flash flooding and possible scouring around structures and extreme weather events. Siting of the facilities will minimise any flooding and scouring risks. Extreme weather (especially cold) are part of the Mongolian context.

193. Water use is minimal in relation to water resources. Vulnerabilities to water resources changes as a consequence of this project are negligible. If surface water will be selected at a site (which appears unlikely) vulnerabilities of the surface water from climate change will mostly be related to increased rainfall intensity. Impacts will be increased flash flooding, temporary deterioration of water quality, increased turbidity and increased risk of damage to water supply infrastructure from flash flooding. These would be considered on a case by case basis.

## 4.11 Risk Management Strategies

194. Table 4-4 summaries the identified risks that could affect the implementation and effectiveness of this programme, the risk profile and the risk management strategies.

**Table 4-4 Critical risk and mitigation strategies**

Risks	Risk profile	Risk Management Strategies
Buy-in from GoM is low	High	<ul style="list-style-type: none"> <li>• Study tours to encourage need for, and national advantages of commitment to sector changes</li> <li>• Capacity building and training and involvement of key stakeholders in design and monitoring</li> <li>• Common platform within WASH sector to improve policies and implementation</li> <li>• Selective use of mass media in support of project objectives</li> <li>• GoM stakeholder's participation in the Project Steering Committee</li> <li>• Letter of support and endorsement from MECS has been obtained at the proposal stage (see Attachment F)</li> </ul>
Corruption in construction	Low	<ul style="list-style-type: none"> <li>• Use of UNICEF procedures.</li> <li>• UNICEF supply process is fully governed by the comprehensive supply manual (Book G) which consists of 14 detailed chapters to suit all globally scenarios. UNICEF supply work flows have been clearly defined as per the guidance of this manual. Chapter 14 serves the purpose of "Supply Control and Monitoring" and defines measures and standards against corruption or similar manipulated activities.</li> </ul>
Poor quality construction	Medium	<ul style="list-style-type: none"> <li>• Use of UNICEF construction management procedures and inspections by UNICEF construction specialist</li> <li>• Monitoring of construction sites by UNICEF/project committee members</li> </ul>
Insecure commitment to maintain hygiene promotion and facility maintenance	Medium to High	<ul style="list-style-type: none"> <li>• Capacity building and training on operation and maintenance</li> <li>• Promotion good practice procedures and curriculum content at school and MECS level</li> <li>• Facilities designed as "maintenance friendly"</li> <li>• Asset ownership clarification to help safeguard O&amp;M</li> <li>• Child Development Centers will increase effective use of facilities</li> <li>• Formal handover process</li> </ul>
Poorly defined asset ownership and responsibilities especially for water supply lead to lack of maintenance	Medium	<ul style="list-style-type: none"> <li>• Formal written agreements addressing this issue</li> </ul>
Ground water pollution from sanitation facilities	Low-medium	<ul style="list-style-type: none"> <li>• Proper separation of water sources from sanitation facilities</li> <li>• Compliance with national environmental standards</li> </ul>
Project Steering Committee functions poorly	Medium	<ul style="list-style-type: none"> <li>• Roles and responsibilities of the participating stake holders will be clearly outlined and periodic meetings will be organized to monitor progress at the aimag level</li> </ul>
Lengthy MECS approvals of new WASH designs	Medium	<ul style="list-style-type: none"> <li>• UNICEF directly managing design process and regular contact and follow-up with MECS officers</li> <li>• Project Steering Committee</li> </ul>
Over -expectation of school community for further support for maintenance.	Low	<ul style="list-style-type: none"> <li>• Clearly defined roles and responsibilities in formal agreements</li> <li>• Participatory planning processes involving school children, teachers and school community</li> </ul>

<b>Risks</b>	<b>Risk profile</b>	<b>Risk Management Strategies</b>
Poor identification of customized needs for each school, making unrealistic cost estimates.	Medium	<ul style="list-style-type: none"> <li>Review budget after site selection process and at end of each design</li> </ul>
Site selection process is poor match against project's pilot objectives	Medium	<ul style="list-style-type: none"> <li>Selection criteria are agreed at aimag and national level</li> <li>Selection is based on objective data and transparent criteria clearly aligned to project's pilot objectives</li> </ul>
Children's rights at risk of abuse	Low	<ul style="list-style-type: none"> <li>Strict compliance with UNICEF and MECS child protection policies</li> </ul>
Partners or consultants (e.g. NGOs) do not have ability and capacity to perform works	Low	<ul style="list-style-type: none"> <li>UNICEF uses the selection process noted in Paragraph 141</li> <li>All will be have past relevant experience</li> <li>UNICEF will thoroughly brief potential partners and, if necessary, provide additional capacity building in areas of weakness</li> </ul>
Impact of inflation on cost estimates	Medium	<ul style="list-style-type: none"> <li>Revise overall budgets during inception (1st year) period and revise budgets in each year</li> </ul>
Gender and disability related risks	See Table 4-3	

#### **4.12 AusAID engagement**

195. AusAID will be a member of the Project Steering Committee and participate in the monitoring missions, the annual end of year project reviews, and UNICEF's mid-term review and final reviews. AusAID branding will be applied as per AusAID's "Visibility and recognition Guidelines for multilateral agencies" August 2011.
196. AusAID will be closely involved in monitoring and evaluating the activity through regular communication with UNICEF Mongolia, meetings with the implementation team when on mission to Mongolia, participation in the annual review missions and as a key member of the Project Steering Committee.
197. An AusAID technical adviser will work closely with UNICEF and participate in the annual project review missions and contribute to reporting on the activity's progress in achieving its objectives. At the end of Year 1, AusAID will review/have input into the Inception Report.