

Piloting and Refining a School Sanitation Management Model



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by

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Unilever South Africa's donation of cleaning products and toilet paper to the eight schools who participated in this pilot programme is gratefully acknowledged. Unilever has a long-term commitment to making a difference in school sanitation in South Africa. They have assisted with sanitation upgrades at many schools and have run school sanitation education programmes in both the greater Durban and Johannesburg areas. They have lately partnered with the Department of Basic Education to launch the Domestos Sanitation Programme, which aims to improve school sanitation management in 150 South African Schools.

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Executive Summary

One of a child's most basic needs is the need to defecate and urinate. If a child cannot meet this need in safety and dignity at school, learning is compromised. In order for the rights of learners to HEALTH, SAFETY and DIGNITY to not be undermined by the sanitation at their school, appropriate infrastructure must not only be provided but must also be successfully managed and looked after.

In 2014-2016 Partners in Development conducted WRC research study K5/2381 to investigate the factors contributing to the failure of on-site sanitation at rural schools. This study found that failed sanitation is a widespread problem at South Africa's rural schools and violates children's rights to safety, health, and dignity; moreover the report found that those with special needs are inadequately supported. Children's right to education is compromised at schools with failed sanitation as demonstrated by the range of impacts seen on learning in this study: children miss class waiting for toilets or leave school seeking a place to relieve themselves; girls stay home during their periods; illnesses are transferred in filthy toilets; degrading conditions and threatening or humiliating experiences in the toilets compromise children's ability to concentrate and to thrive at school. In some cases school toilets could be argued to be the most dangerous place on the school grounds.

Guidelines for the design and management of school sanitation grounded in international best practice and informed by the perspectives of principals, learners and cleaners were developed as part of the study. In addition, a management handbook, which includes a training module for a health and safety officer, was developed. This report captures the experience from a pilot project which tested the use of the management handbook in schools. It also recommends refinements to the handbook based on the participants' experiences.

The management programme involves three main actors at the school level: the principal, a teacher selected to serve as Health and Safety Manager (HSM), and the school cleaner, designated as the Health and Safety Officer (HSO). This team is in place to ensure a clear chain of accountability and communication from the HSO up to the principal and the School Governing Body (SGB). The management model involves extensive training about roles and responsibilities, disease transmission, technical skills for cleaning toilets, and methods for reporting and monitoring work. The manual also includes forms, which are to be filled out during cleaning and monitoring activities.

The pilot programme was tested in eight schools, in consultation with the local district office of the KwaZulu-Natal Department of Education. These schools were provided with supplies and regular support from the project team throughout the school year. In order to evaluate the success of the programme, the schools were visited on a regular basis, and interviews were conducted with the HSO, HSM, and principal every 1-2 months. Learners from each school were also interviewed half-way through the pilot programme and at the end of the programme. Supply inventory was also taken on a monthly basis, in order to provide insight into supplies usage in the programme and to plan for subsequent deliveries.

Each school in the pilot programme was evaluated as a separate case study, due to the varied experiences and environments at each. From these case studies, key themes were drawn out in an attempt to answer the key questions:

What is **vital** to the management of school sanitation?

What is **beneficial** to management of school sanitation?

What are **hindrances** to management of school sanitation?

The pilot programme determined that the principal and the Health and Safety Officer are the most vital members of a school sanitation team. The principal must recognise the benefit of effective sanitation management prior to the initiation of a management programme. The key motivators for school principals in managing school toilets include improved attendance and ability to learn at school, which can lead to better results, especially at the high school level; as well as overall improved state of infrastructure at the school. The principal must be empowered to share this value for sanitation with staff and learners at the school, so that a vision for improved sanitation can be pursued by everyone. The HSO must be empowered with proper training and tools to do the job and must be held accountable for cleaning the toilets at least once each day. When an HSO is empowered in his/her job, he/she is much more likely to take on responsibilities of monitoring and teaching learners how to properly use the school toilets. This pilot identified the Health and Safety Manager as a helpful person, especially in terms of building a bridge from the HSO to the principal, the learners, and other teachers. It is valuable to share the load and passion of sanitation among these three people, so that the vision can be carried on through years and changes.

Learners are the other key member of the school sanitation team. When learners are not educated and held accountable for their behaviour in the toilets and at the school in general, toilets quickly fall into an unhealthy, unsafe, and undignified state. Efforts must be made to establish learners' ownership for their toilets, incorporating them in reporting issues in the toilets and ensuring that bad behaviours do not go unnoticed or unattended to. Teaching should be proactive, rather than reactive.

The Department of Education should adopt this sanitation management model and disseminate the tools and principles to schools throughout South Africa. This will require, first and foremost, annual training for the HSOs and principals. Training should include information about disease transmission, about why management of toilets is so important, and about practical considerations such as planning one's roster. Secondly, this will involve providing support to SGBs in the form of tools for effectively budgeting for sanitation specifically. Funds should ideally be ring-fenced for sanitation, and the revised management model will provide tools which can be used in planning for this. The ability for SGBs to budget for sanitation will require that Norms and Standards funds are made available to schools on time, so that there are no delays in providing the necessary supplies.

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1 Introduction

One of a child's most basic needs is the need to defecate and urinate. If a child cannot meet this need in safety and dignity at school, learning is compromised. In order for the rights of learners to HEALTH, SAFETY and DIGNITY to not be undermined by the sanitation at their school, appropriate infrastructure must not only be provided but must be managed successfully.

In 2014-2016 Partners in Development conducted WRC research study K5/2381 to investigate the factors contributing to the failure of on-site sanitation at rural schools. Assessments were carried out at over 100 schools across KZN, Limpopo and the Eastern Cape that were designed to distil experiences and perspectives of principals, cleaners, learners and researchers on the design and management of infrastructure and their impacts on health, safety and dignity. Quantitative and qualitative data was collected in audio, visual and written forms using surveys, structured interviews, focus groups and observations. From this study, a number of important issues and insights emerged which have a bearing on the management of school sanitation.

This study found that failed sanitation is a widespread problem at South Africa's rural schools which violates children's rights to safety, health, and dignity. It also found that those with special needs are inadequately supported. Children's rights to education are compromised at schools with failed sanitation as demonstrated by the range of impacts seen on learning in this study: children miss class waiting for toilets or leave school seeking a place to relieve themselves; girls stay home during their periods; illnesses are spread in filthy toilets; degrading conditions and threatening or humiliating experiences in the toilets compromise a child's ability to concentrate and to thrive at school. In some cases school toilets could be argued to be the most dangerous place on the school grounds.

While inadequate or inappropriate infrastructure was found to play a role in the failure of sanitation, the following management challenges contributed to failure in some cases where infrastructure was relatively new:

- Principals had vastly divergent ideas of what their role and the role of the department were in sanitation
 - Principals felt they did not have access to adequate resources to manage sanitation
 - Principals faced massive other challenges in school management and lacked the time and training to develop the tools and management systems necessary to ensure that sanitation met the basic needs and rights of learners
 - Principals and cleaners lacked an adequate understanding of disease transmission to be able to ensure that cleaning regimes reduced, and did not increase, the risk of disease transmission
 - Principals reported immense frustration over the lack of responsiveness of the department to sanitation needs – including serious health and safety risks
 - Principals were not held accountable by the department
 - Principals lacked the will and vision for managing sanitation and lacked an understanding of and commitment to learners' rights and professional ethics as applied to sanitation
-

Guidelines for the design and management of school sanitation grounded in international best practice and informed by the perspectives of principals, learners and cleaners were developed as part of the study. In addition, a management handbook, which includes a training module for a health and safety officer, was developed. The current project piloted the previously-designed guidelines and management handbook in schools, in order to refine it and improve it based on the participants' experiences.

2 Methodology

The management programme involves three main actors at the school level, who together form the sanitation management team: the principal, a selected teacher to serve as Health and Safety Manager (HSM), and the school cleaner, who is designated the Health and Safety Officer (HSO). This team is in place to ensure a clear chain of accountability and communication from the HSO up to the principal and the SGB. The management model involves extensive training about roles and responsibilities, disease transmission, technical skills for cleaning toilets, and methods for reporting and monitoring work. The manual also includes forms, which are to be filled out during cleaning and monitoring activities.

The project team selected schools based on the assessment of suitability, acceptance by the KZN Provincial Department of Education (DoE), and acceptance by the principal and School Governing Body (SGB). Initially, this list of schools included 8 from the Vulindlela area (west of Pietermaritzburg), and 4 from Hammarsdale. Baseline assessments were carried out at all schools, including interviews with key staff members, surveys with learners, and a participatory mapping exercise facilitated by Life Orientation teachers and class representatives. In addition, workshops and training sessions were carried out with the HSO, HSM, and principals at the end of 2016. The DoE undertook to renovate key aspects of the sanitation infrastructure which had been identified during the baseline assessment. This work was to have been completed by early 2017, but in the end only the work at the Vulindlela schools was done and this was not completed until April 2017. The pilot sanitation management programme was launched at seven of the Vulindlela schools in May 2017, while at the eighth Vulindlela school the programme launch was delayed until September 2017. Due to the failure of the DoE to follow through on its undertaking to carry out renovations at the Hammarsdale schools they were not in the end included in the pilot. **The eight Vulindlela schools that participated in the programme are named in this report as follows:**

- School A
- School B
- School C
- School D
- School E
- School F (launched in September 2017)
- School G
- School H

It is important to note that originally, the Department of Education had committed to appointing an Expanded Public Works Programme (EPWP) worker to each school to fill the role of HSO. This person, designated for the toilet cleaning, would be able to fulfil all of the responsibilities in the ideal management model, including cleaning the toilets 3 times each day, monitoring the toilets at break, and providing education. However, this aspect of the EPWP programme fell through, and the job of HSO shifted to the schools' existing cleaners. This was not a welcome change for most schools, and it required compromise in terms of the protocol, because school cleaners have many duties outside of the school toilets. The programme was launched after HSOs demonstrated their knowledge of the cleaning protocol, and the

launch included delivery of supplies and an announcement of the programme during assembly. The official pilot programme ran for 7 months at 7 schools and 3 months at one school.

In order to evaluate the success of the programme, the schools were visited on a regular basis, and interviews were conducted with the HSO, HSM, and principal every 1-2 months. Learners from each school were also interviewed half-way through the pilot programme and at the end of the programme. Supply inventory was also taken on a monthly basis, in order to provide insight into supplies usage in the programme and to plan for subsequent deliveries. A summary of data collected during the programme is provided in Figure 1. The questions asked during the interviews are provided as Annexures A and B.

| | School A | School B | School C | School D | School E | School F | School G | School H |
|---------------------|----------|----------|----------|----------|----------|----------|----------|----------|
| BASELINE | | | | | | | | |
| Principal interview | x | x | x | x | x | x | x | x |
| HSM interview | x | x | x | x | x | x | x | x |
| HSO interview | x | x | x | x | x | x | x | x |
| Learner surveys | 56 | | 33 | 33 | 32 | 27 | 30 | 32 |
| JUNE | | | | | | | | |
| Principal interview | x | x | | x | x | | x | x |
| HSM interview | x | x | x | x | x | | x | x |
| HSO interview | x | x | x | | x | | x | x |
| AUGUST/SEPTEMBER | | | | | | | | |
| Principal interview | x | x | x | x | | | x | |
| HSM interview | x | x | x | | x | | x | x |
| HSO interview | x | x | x | | x | | x | x |
| Learner interviews | 8 | 8 | 8 | 8 | 8 | 8 | 8 | 8 |
| OCTOBER/NOVEMBER | | | | | | | | |
| Principal interview | x | x | x | x | x | x | x | |
| HSM interview | x | x | x | x | x | x | x | |
| HSO interview | x | x | x | | x | x | x | x |
| END OF PROGRAMME | | | | | | | | |
| HSO workshop | x | | | | | | | |
| HSM/Princ Workshop | x | | | | | | | |
| Learner interviews | 17 | 20 | 20 | 19 | 0 | 15 | 20 | 20 |
| | | | | | | | | |
| TOTAL INTERVIEWS | 65 | 68 | 72 | 68 | 51 | 56 | 70 | 69 |

Figure 1: Summary of interviews captured at each school throughout the pilot programme

Interviews were transcribed in Zulu and then translated into English for analysis. Due to the sheer volume of data, not all learner interviews were transcribed for this analysis. A selection of 10 learners, 5 girls and 5 boys, was randomly selected from the final learner interviews to be included in the assessment of the programme.

The project closed at the end of the 2017 school year, at which point the project team held two closing workshops: one workshop for HSOs and another workshop for HSMs and principals. These workshops were approached as a focus group, with some general guiding questions and mostly open discussion. The goal of these workshops was twofold: on one hand, it was a valuable opportunity for the project team to gain extra feedback about the programme, and it also served as a transitional time for the sanitation team to gain additional training to prepare for the following schoolyear. They also served as an opportunity to acknowledge and thank participants for their contribution to the project. These workshops were also recorded, transcribed in Zulu, and translated into English for analysis. The outlines used for each workshop are provided in Annexure C.

Following the data collection activities and the close of the pilot programme, the most logical approach to assessing the programme was to treat each school as an individual case study. Each school's personnel and overall situation were unique, providing insights into various aspects of school sanitation management. Thus, this report presents a general evaluation of the pilot programme as well as the case study for each school, in an attempt to answer the questions:

What is **vital** to effective management of school sanitation?

What is **beneficial** to effective management of school sanitation?

What is a **hindrance** to effective management of school sanitation?

By answering these questions, the report makes recommendations about adjustments to be made to the management model which was piloted as well as guidelines for the various stakeholders involved in school sanitation, from the learners and school cleaners, all the way up to the provincial and national Departments of Education.

3 A Model for Managing School Sanitation

The project piloted in this study focused on four key tools *at the school level* which contribute to the effective management of school sanitation. The project hypothesised that if all four of these are in place, a school's sanitation would be "effectively managed", which simply means that toilets protect and do not hinder learners' rights to health, safety, and dignity. This does not account for the impacts of larger infrastructure issues, which are to be handled by the Department of Education. The four tools assessed in this programme were:

1. Cleaning supplies to get the job done and safety equipment to get the job done *safely*
2. A cleaning protocol to get the job done *efficiently*
3. Regular monitoring of the work to ensure that the job is done *effectively and a* reporting structure to ensure that any obstacles to getting the job done are dealt with in a *timely* manner
4. Regular monitoring of learners to ensure that the HSO's hard work is not quickly overshadowed by delinquent behaviour

All participants, excluding learners, were trained in the above tools prior to the beginning of the programme, though it must be noted that tool number 4 received very little emphasis during training. It was identified early on, though, that this would be an important tool for schools to address one of the biggest barriers to clean and safe sanitation: the learners themselves.

The model developed in the previous study described an "ideal" scenario for school sanitation management. The scenario has been adapted to a diagram, which is presented in Figure 2. Each stakeholder is colour-coded, such that any text in a given stakeholder's colour represents something that they do in the ideal scenario. This scenario accounts for most stakeholders' roles in school sanitation, giving some stakeholders multiple duties. For instance, the Health and Safety Officer (HSO) is tasked with daily cleaning of the toilets; monitoring toilets during break; reporting issues to the HSM; and disciplining learners one-on-one. Each school in the pilot programme has been assessed in the same manner, generating a similar diagram to describe their management structure. By assessing them in this manner and subsequently assessing their "success" in the programme, conclusions can be drawn about which aspects listed in the ideal scenario are vital, beneficial, or hindering to management of school sanitation.

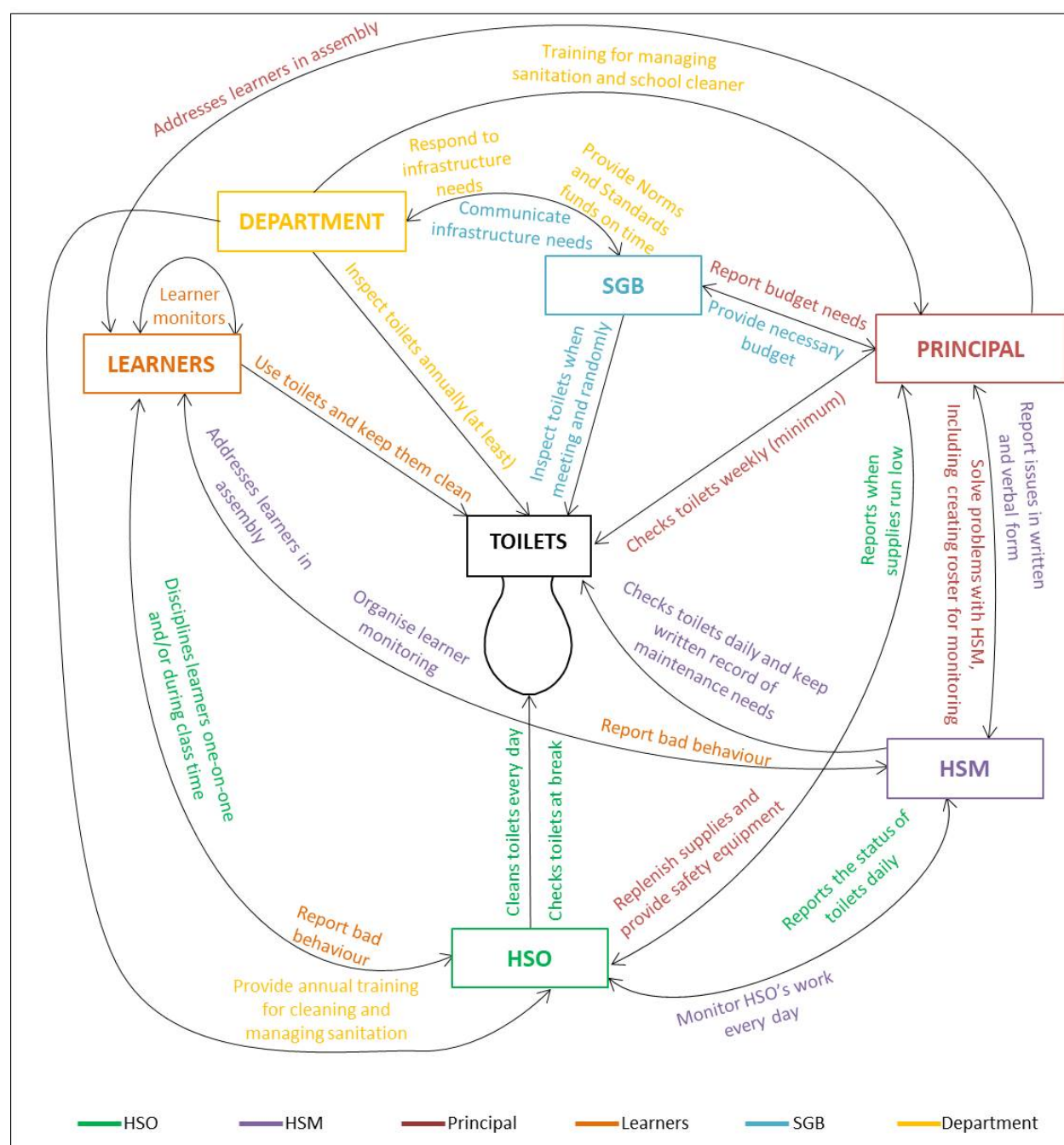


Figure 2: An ideal model for management of school sanitation

4 Overall Evaluation of the Pilot Programme

Assessment of the four management tools used in this pilot programme has implications for future programmes of a similar nature. These tools are used at the school level and do not fully incorporate the roles that the Department of Education and the SGB have to play in school sanitation. This must be noted, as these bodies will be vital for enforcement and support functions to achieve truly sustainable management of school sanitation.

At the school level, effective sanitation management requires a number of tools, including:

1. Cleaning supplies to get the job done and safety equipment to get the job done *safely*
2. A cleaning protocol to get the job done *efficiently*
3. Regular monitoring of the work to ensure that the job is done *effectively and a* reporting structure to ensure that any inhibitors of getting the job done are dealt with in a *timely* manner
4. Regular monitoring of learners to ensure that the HSO's hard work is not quickly overshadowed by messes or destruction

4.1 Provision of Supplies

Cleaning and safety supplies are the practical tools of a successful sanitation management programme. A Health and Safety Officer requires the following materials and tools to effectively get the job done and to do it safely:

- Bleach cleaner (in this programme, Domestos was used)
- Soapy cleaner (in this programme, Handy Andy was used)
- Bin bags
- Cleaning cloths
- Scrub brush
- Boots
- Toilet brush
- A designated mop for the toilets
- A designated broom for the toilets
- A 25-litre bucket (ideally 2)
- Bins (small and large)
- Gloves
- Safety Masks
- Uniform

In addition to the above supplies, toilet paper, pads, and liquid hand soap are required to ensure that learners' hygiene is protected.

Prior to the programme launch, the majority of the schools included in this programme used Pine Gel, Jeyes Fluid, and water for cleaning toilets. While these products will take care of cleaning some of the messes in the toilets, without including a bleach product, it is likely that cleaners were not effectively removing germs from the toilets. The unseen germs, which are killed by bleach products, have far more potential to make learners sick than the dirt that is removed by soapy cleaners. The introduction of bleach (Domestos) to these schools' cleaning programmes was effective and vital for their success in accomplishing the true goal of improved sanitation: to protect users from diseases.

In addition, a large number of HSOs were not equipped with the proper safety equipment, particularly boots. While it seems most schools provide their cleaners with gloves, it was found that a number of HSOs in the programme continued cleaning in their street shoes, which can be dangerous both while they are working (if those shoes are open-toed) and when they leave work (should they accidentally track faeces along with them on their shoes).

4.1.1 Quantities used in this programme

In order for a school to plan for sanitation management, the principal and SGB must know how much of the given materials will be needed throughout the schoolyear. By monitoring supplies usage throughout this pilot programme, the project team could refine the estimates for supplies required for a school sanitation management programme. The major items consumed in this programme were the Domestos Bleach, Handy Andy, and toilet paper. Consumption of these, as well as liquid hand soap and pads, are described below.

Bleach Cleaner

Domestos was donated by Unilever at the beginning of the programme. The Domestos representative advised that each school receive 8x750 mℓ of Domestos each month to meet their cleaning needs. Deliveries were made each month based on this guidance, and while no school ever used the entire amount, the average usage shown in Figure 3 can help to refine the requirements in the model. School F is not included, as the amount of data available was small due to the delayed programme launch. Given that the protocol calls for the cleaner to use 200 mℓ bleach each time they clean, if the cleaner cleans once a day, 1000 mℓ bleach would be required each week. As can be seen in Figure 3, the overall average usage in the pilot programme was 799 mℓ per week. Furthermore, all cleaners using less than 900 mℓ per week cleaned the toilets three times or less each week. Based on this guidance, an effective school sanitation management programme should budget for four litres of bleach cleaner each month. While this amount assumes that the toilets are cleaned once per day, the original model calls for the toilets to be cleaned three times each day, which would triple the amount of bleach required. Bleach is used mostly to clean surfaces where learners' hands will touch, such as taps and handles, so that any faecal contaminants are disinfected. It is also used on toilet seats and to help clean up any accidents that occur, where faeces may end up anywhere other than inside the toilet.

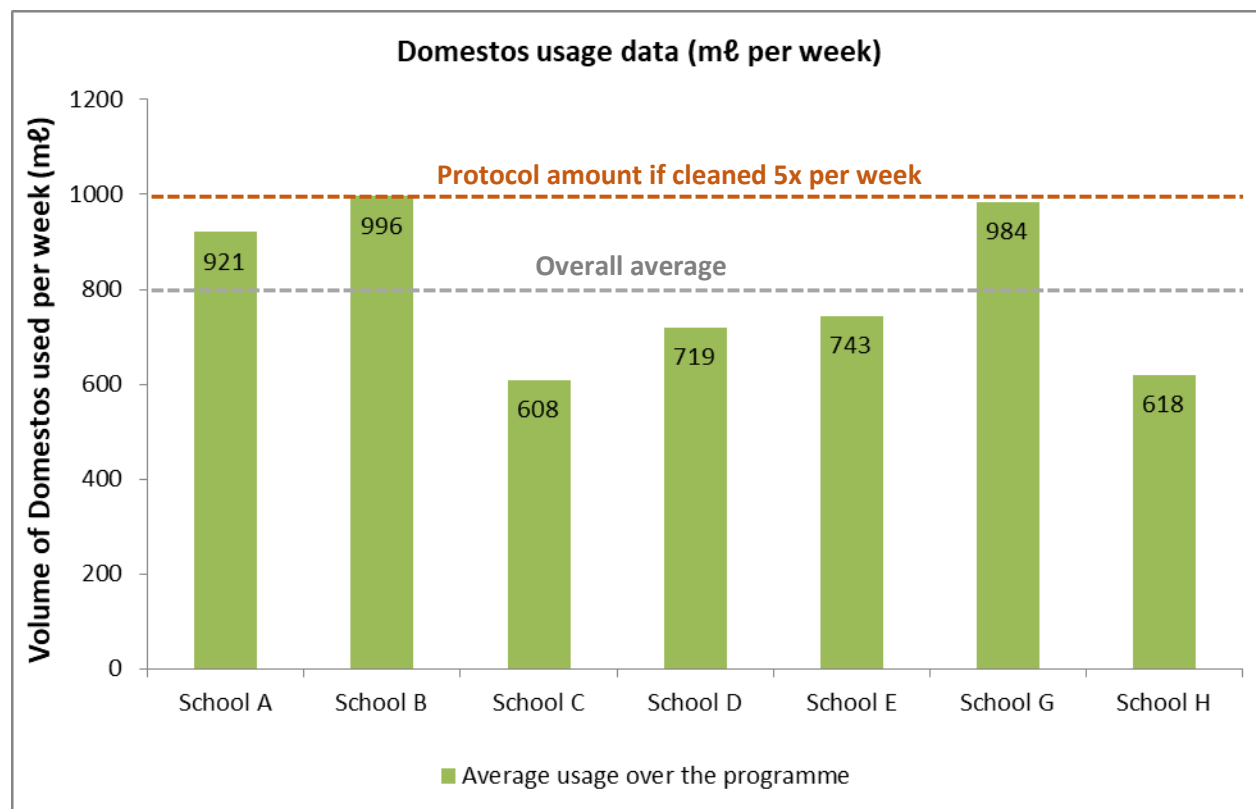


Figure 3: Average Domestos (bleach) usage throughout the pilot programme

Soapy Cleaner

Unilever also donated Handy Andy as the soapy cleaner for the programme and recommended that each school receive 5 ℓ each month. The project team provided supplies in this manner and again found that usage of the Handy Andy was lower than 5 ℓ per month. As shown in Figure 4, the average monthly usage at the schools was 2 238 mℓ each month, with the maximum usage of 3 932 mℓ at School B. Soapy cleaner is used to clean most surfaces, including mopping the floors. School B HSO performs a deep clean of the entire toilet block twice per week, and cleans taps and basins in particular with Domestos every day. The main activity he uses soapy cleaner for is scrubbing the floors. Though the average usage at schools was well below the estimated requirements, the usage at School B was closer to the ideal. It is advised that a management programme should still budget for 5 ℓ of soapy cleaner each month.

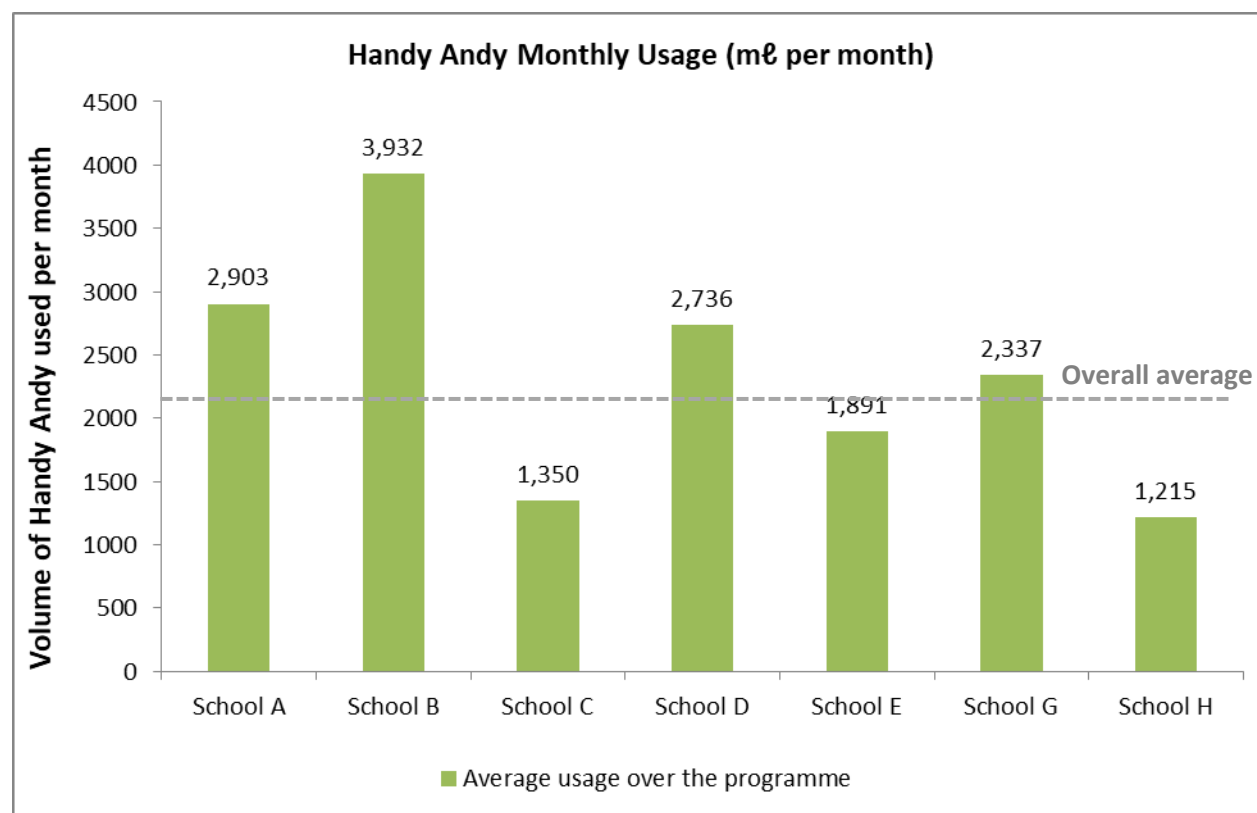


Figure 4: Average Handy Andy usage in the pilot programme

Toilet Paper

The programme budgeted for $\frac{1}{2}$ a roll of toilet paper per learner per month. Figure 5 shows the actual toilet paper usage at each school, per learner per month. The outlier, School A, is likely an unreliable data point. This is due to the method with which the HSO would distribute toilet paper to the school. When he received the toilet paper for the month, he would simply distribute it evenly to all of the classrooms. Thus, whenever the project team arrived to take inventory, his storeroom was always “out” of toilet paper. Thus, the reported usage of 1 roll per learner per month is likely high. Considering the remaining schools, the average toilet paper consumption was 0.27 rolls per learner per month (± 0.11). The wide spread of values is again due to the wide variety of methods used to distribute the toilet paper, as described below.

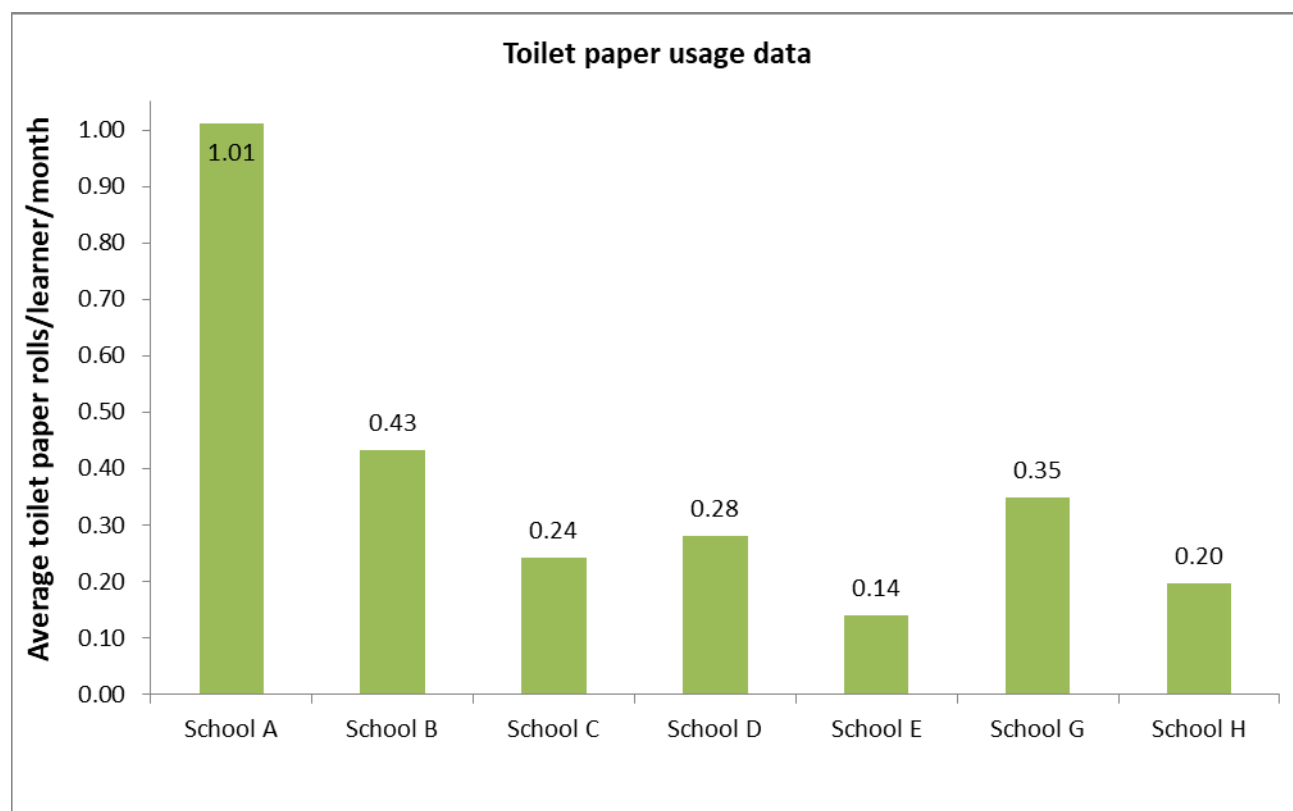


Figure 5: Average toilet paper usage in the pilot programme

In most schools, toilet paper is distributed to classrooms, where teachers are in charge of distributing it as learners request to use the toilet. This is the alternative to keeping it in the school toilets, where it has often been observed that entire toilet paper rolls are stolen and taken to learners' homes. Toilet paper distribution appears particularly effective at School B, where the HSO delivers two rolls to each classroom every morning. This helps to regulate the usage but also ensure that teachers do not run out and have a constant supply. At some schools, such as School D and School H, HSOs have mentioned in interviews that learners are either shy to ask for toilet paper or the teachers do not properly understand that they are meant to distribute it when learners go to the toilets. This has led to under-usage and is a clear indication that proper communication, both with teachers and learners, is required to ensure that learners enjoy the dignity that having toilet paper to use can provide them. It is a tremendous improvement from what most learners did before, using newspaper or textbook paper, or finding paper in the trash heap at school.

At School C, the HSO parcelled the toilet paper out into "one-use" sizes and placed it in a box. The learners would take one when they needed to use the toilet, which helped to regulate usage, keeping them from using far too much when they went to the toilet.

Finally, extremely low usage was observed at School E. While the school began by distributing the rolls to the classrooms, this was shortly discontinued due to misuse by the learners. The HSO reported that toilet paper was often found on the ground, dropped by the learners, rather than used in the toilets. Many learners had requested toilet paper for other purposes, such as blowing their noses, and then improperly

disposed of it. This created a litter problem at the school, and rather than properly addressing the problem, the HSO and school staff decided to limit toilet paper provision to the learners. The project team inquired with the school and requested that the school continue to distribute it and attempt to address the issue with the learners, but it is yet to be seen whether any real action was taken in this regard. Some learners, when interviewed, indicated that it was difficult for them to get toilet paper, suggesting that the issue was not resolved.

Overall, it appears that a successful programme should budget for ½ a roll per learner per month, but special attention should be paid to exactly how toilet paper is distributed to learners. Particularly in a situation where learners have never received toilet paper before, schools must actively educate the learners on the practice of using toilet paper and ensure that they are informed that this material is available to them. In the same way, if teachers are involved in distribution, they must be adequately trained in this and informed of the dignity that toilet paper affords the learners.

Liquid hand soap

Unfortunately, the pilot programme's data for liquid hand soap usage is not an accurate depiction of the usage in an effectively-run hygiene programme. This is due to the fact that the programme initially asked schools to provide hand soap, which they did only erratically and on a very limited scale. In an attempt to gather this data, the project team began delivering 25 ℓ of hand soap on a monthly basis. However, due to the fact that a large number of soap dispensers were broken, soap usage was very low. At the schools where soap dispensers were not broken, the soap usage was still very low (with less than ½ of the delivered soap typically used each month), indicating that the soap dispensers were likely not filled as soon as they ran out of soap. This was confirmed in a number of learner surveys, in which learners said that they enjoyed being able to wash their hands but that soap was often not available to them. Based on a few assumptions, it appears that 25 ℓ per month would suffice (if 500 learners at a school use the toilets once per day, and each time they wash their hands with between 2 and 3 mℓ). A successful management programme should budget for this amount each month.

In some schools, the learners regularly misused the soap provided to them (either using too much or spilling it on the ground), which is likely due to the fact that they were not properly instructed on using the soap. The HSO at School E described this issue, saying, "The one thing they waste is the liquid hand soap. I once filled it in the dispensers and on the same day I found it spilling on the floor." Not only were the learners overusing the soap, but many ended up breaking the dispensers. This highlights the fact that providing supplies without proper education will end up being a waste, and education must always be factored into programme costs.

Another option for hand soap is bar soap rather than liquid soap, which would address the issue of overuse and spillage of liquid soap. This approach is taken in Unilever's Lifebuoy school hygiene programme, in which each classroom has a bar of soap with which learners can wash their hands. The costs and effectiveness of this option requires research.

Pads

The project team originally requested that schools agree to provide pads for their female learners. Upon school visits, it was found that a number of schools already had pads that were provided by a Department of Education programme. At the beginning of 2017, the KZN Department of Education announced in Circular No. 02 of 2017 that it would be distributing sanitary pads to girls in quintiles 1-4 and in grades 4-12. This initiative, which is a partnership with the KZN Department of Health, is a promising step following other governmental promises in the past. The programme would distribute pads on a monthly basis to 2 992 schools in KZN, with plans to scale up in future years.

It was very encouraging to learn about this programme, although it seemed that some schools had not done the requisite paperwork to receive this benefit. The project team informed all of the schools of the programme, and by the next time the team visited, the schools that needed pads had acquired them from the Department. Schools were able to give each girl at least a pack of 12 pads each month to meet their needs while at school. While the pad programme improves girls' experience at school, it was found at School E that the learners did not like the pads provided through this programme, saying that they were too thin and would saturate too quickly. Based on the learners' complaints, the school began providing alternative pads from a different budget.

4.1.2 Implications for School Sanitation Management planning

Based on the above data and general guidelines for equipment, a successful school sanitation programme should budget for the supplies listed in Table 1. Based on the budget estimates provided, this leads to a total programme cost of R10 195 per year, or approximately R20 per learner per year (R2 per learner per school month). The cost is divided into HSO safety costs, cleaning supplies, and hygiene supplies. It is important to note that the salary for a designated HSO has not been included in this estimate, as it is unlikely that many schools will be able to afford to employ this person in addition to their existing staff. In addition, pads have not been included in this list, given the Department's programme to provide pads.

At the programme closing, each principal was provided with a copy of this example budget as well as a blank version, with which they can fill in the unit costs that they get from their suppliers. This tool will help with budgetary planning as well as anticipating the supplies needs for the entire year. With the help of the tool, it is hoped that schools will no longer run short of supplies towards the final term of the year, as was a common occurrence before the pilot. In an ideal management programme, the HSO and principal would work together to keep inventory of the available cleaning supplies. The principal would keep the SGB informed of their supply needs, and the SGB would provide the principal with necessary funding from their Norms and Standards¹ budget.

¹ In terms of the Norms and Standards budget each school is provided with an annual operating allowance, which is nominally approximately R1000 per child. This money is used at the discretion of the SGB for any and all costs not covered by the DoE. In the case of some schools with a poor governance record a portion of these funds are administered by the DoE and are not disbursed to the schools.

Table 1: Recommended supplies and estimated budget for a successful school sanitation management programme (assuming 500 learners)

| | Item | Requirement | Unit cost | Unit | Qty/yr | Cost/yr |
|-----------------------------------|-------------------|--------------------------------|-----------|-------------|--------|----------------|
| HEALTH AND SAFETY OFFICER | | | | | | |
| HSO safety | Gloves | 2 pair / month | R 30 | pair | 20 | R 600 |
| | Boots | 1 pair / yr | R 150 | pair | 1 | R 150 |
| | Mask | 4 packs paper masks / year | R 50 | pack | 4 | R 200 |
| | Overalls | once per year | R 160 | shirt/ pant | 1 | R 160 |
| | Deworming tablets | 2 times / year | R 20 | dose | 2 | R 40 |
| Cleaner subtotal | | | | | | R 1,150 |
| CLEANING SUPPLIES | | | | | | |
| Cleaning supplies | Bleach cleaner | 4 litres / month | R 15 | litre | 40 | R 600 |
| | Soapy cleaner | 5 litres / month | R 15 | litre | 50 | R 750 |
| | Cleaning cloths | Pack of 4 / month | R 20 | pack | 10 | R 200 |
| | Mop | 3 / year | R 20 | mop | 3 | R 60 |
| | Bucket | 3 / year | R 25 | bucket | 3 | R 75 |
| | Scrub brush | 6 / year | R 5 | brush | 6 | R 30 |
| | Toilet brush | 3 / block / year | R 12 | brush | 15 | R 180 |
| | Bin bags | 1 / day | R 2 | bag | 200 | R 400 |
| Cleaning supplies subtotal | | | | | | R 2,295 |
| HYGIENE SUPPLIES | | | | | | |
| Hygiene supplies | Liquid hand soap | 25 litres per month | R 300 | 25 ℓ | 10 | R 3,000 |
| | Toilet paper | 0.5 roll per learner per month | R 1.5 | roll | 2500 | R 3,750 |
| Hygiene supplies subtotal | | | | | | R 6,750 |
| GRAND TOTAL | | | | | | R10,195 |
| COST PER LEARNER PER YEAR | | | | | | R20.39 |

4.2 Cleaning Protocol

The ideal cleaning protocol would ensure that the toilets are cleaned and therefore free of disease transmission potential *at least once per day*. In addition to establishing a cleaning routine, this protocol would establish cleaning methods that are effective against germs. Through this pilot programme, a number of determinants have been identified as important to an effective cleaning protocol. These include the cleaners' willingness to clean the toilets; the cleaners' ability to clean the toilets with the frequency required; and the cleaners' technical skill at cleaning the toilets. While piloting this programme, the goal was to empower cleaners and build their capacity to follow the cleaning protocol.

4.2.1 Willingness to clean

Both at School C and School F (which are high schools), the HSOs' unwillingness to clean the school toilets led to initial setbacks for the programme. When it comes to one's job, the employer, rather than the employee, is the individual who defines what the duties are, and this is often in the form of a job description. In the case of school cleaners, the employer is the Department of Education, though the principal supervises the cleaner's activities on a day-to-day basis. At School C, it became clear early on that the school did not have a copy of the cleaner's job description and therefore felt disempowered to enforce the requirement of the cleaner to clean the toilets *at all*. Eventually, with some difficulty, a copy of the standard departmental job description for a school cleaner was obtained and provided to all the schools participating in this programme (see Annexure D). It turned out that the DoE's job description of a school cleaner clearly states cleaning ablutions at the top of the list of duties. While willingness to do the job should not dictate whether or not one's work duties are actually carried out, it appears that it can influence it, particularly in a situation where school leadership is disempowered and unaware of the Department of Education's requirements. This must be remedied by ensuring that principals are properly informed in order to supervise the school cleaner.

4.2.2 Frequency of cleaning

Though the Department's job description for a cleaner does include toilet cleaning, it does not provide *specific* guidelines on *how the cleaning should be done* and *how frequently it should be done*. This leads to varied interpretations of this job, as can be seen in the cleaning rosters in Annexure E. In this pilot programme, the initially recommended cleaning frequency in school toilets was three times per day: once in the morning and once after each break. Due to the time required for this job and the additional duty of the cleaner to monitor the toilets, the Department of Education initially agreed to hire an Expanded Public Works Programme (EPWP) worker for each school who would clean and monitor the school toilets only. Before the programme commenced, however, there were changes in the Department's EPWP allocation and it was therefore not possible to deliver on this undertaking, which meant that the pilot programme had to rely on the existing school cleaners². This was a more realistic situation and allowed the team to truly assess the capacity of school cleaners to adequately carry out the job.

School cleaners have many other duties at school, and therefore negotiations were carried out during the programme launch to determine the highest possible frequency for the cleaners to clean the toilets. The agreed frequency varied from school to school and was highly influenced by the participants' willingness and flexibility as well as the requirements and flexibility of the principal. Table 2 shows the frequency of cleaning the toilets, as reported by HSOs, during the baseline assessment (end of 2016) and during the final interview of the pilot programme (September/October 2017).

² The Expanded Public Works Programme is a national initiative which is administered by the Department of Public Works. The disadvantage of using the EPWP to solve any long term employment need is that the programme is very administration intensive and cannot be relied upon to provide continuous employment. It is more suited to construction programmes than operations and maintenance programmes.

Table 2: Reported frequency of cleaning the toilets by HSOs – before and after the pilot programme

| School | Baseline frequency | Frequency at the end of the programme |
|----------|--------------------|---|
| School A | 2x per week | 2x per week for thorough cleaning and 1-3x per day for disinfecting germ hotspots with bleach (e.g. taps) |
| School B | Unknown | 2x per week for thorough cleaning and daily for cleaning sinks and taps and sweeping the floor |
| School C | Never | Never |
| school D | 3x per week | 3x per week |
| School E | 2x per day | 2x per week |
| School G | 2x per week | 1-2x per day – deep clean in the morning and check-ups and touch-ups in the afternoon |
| School H | Unknown | 2x per week |

It is encouraging to observe that at School A, School G, and likely at School B, the frequency of cleaning the toilets has increased. This not only impacts the state of the toilets, as they are cleaned more frequently, but particularly in schools where no formal monitoring of learners is implemented, the cleaners who visit the toilets daily contribute to regular monitoring.

Swimming in a sea of cleaning duties

This programme demonstrated that school cleaners are swimming in a sea of cleaning duties. Considering the job description in Annexure D, the cleaner is responsible for performing cleaning duties in the following locations: ablution facilities, offices, boardroom, staff room, stores, visitor's rooms, furniture, kitchen, and waste removals. Interestingly, this list from the job description does not include classrooms or verandas specifically, but these are two of the largest time-consumers in a cleaners' day. At School D, the cleaning roster includes just less than 2 hours each day for cleaning verandas and cleaning of classrooms at the end of each day. At School B, the cleaner spends 80 minutes each day cleaning classrooms. While cleaning classrooms is an important and large task, it is not explicitly required in the Department's job description. It is demanded in schools, which causes many cleaners to feel over-worked.

When the pilot programme began, a number of HSOs expressed on multiple occasions that the new cleaning programme was just too much for them to fit within their schedules. Without a willingness to value sanitation enough to make room in their schedule, cleaners continue to insist that their schedule is simply too busy. This is exacerbated when school leadership does not value sanitation and therefore does not enforce regular cleaning of the school toilets. To overcome the fact that cleaners are overworked, an effective toilet management programme must first establish the importance of cleaning the toilets with all involved (both the cleaner and the principal). By highlighting the disease transmission potential in toilets when compared with other areas in the school, such as classrooms, the programme will establish that the toilets are in fact a priority. It is clear that toilets are not often seen as a priority for cleaning, both because they are often out of sight (and therefore out of mind) and because they are often seen as too far gone to be helped.

Then, the programme must create strategies for ensuring that the toilets get an adequate slot on the cleaning roster, by reducing the time that is allocated to another area at the school so that the cleaner can clean the toilets. For example, this may mean that rather than the cleaner being responsible for cleaning classrooms every day, learners are required to spend time every day cleaning their classrooms. Learners must never be used to clean the school toilets, as it can put them at risk of disease, but the classrooms are safe enough for them to carry out those cleaning duties. This could also mean that offices are not cleaned daily as offices are not centres of disease transmission and seldom require thorough cleaning daily. In reality, school cleaning rosters should be given a makeover, with the daily cleaning of toilets added to the new roster *before* any other duties, and then the rest of the week's duties should be added.

The following quotes by principals in the programme demonstrate two different mind-sets when it comes to making time for prioritising school toilets:

"The HSO cannot be able to clean the toilets daily. [If she did], it would mean that she would need to sacrifice some of her other duties and not clean the offices and so on." –

School E Principal

"I do not think there are any difficulties, apart from the fact that at times the HSO complains saying that he will have to spend more time at the toilets than doing other jobs. This is because he also has to clean the offices, check if the classrooms are swept properly, and check the schoolyard. So I think he has now dedicated more time at the toilets. I would say he now spends 50-60 percent of his time in the toilets. I do not think the programme has made him perform inefficiently on his other duties." – School G Principal

At School E, the HSO cleans the toilets twice a week, and at School G, the HSO cleans the toilets daily. It is clear that between the two principals, both recognise the fact that focusing on the toilets will require sacrifices in other areas. However, the second principal sees it as a beneficial sacrifice, to ensure that the toilets are thoroughly cleaned, while the first principal insists that it is simply not possible for the cleaner to clean the toilets daily.

4.2.3 Skill with cleaning school toilets

The pilot programme provided specific training for cleaning school toilets, in an attempt to increase school cleaners' capacity and ability to protect learners from disease through their cleaning methods. This training began by establishing how easily diseases can be transmitted from one person to the next. A school hygiene programme can help eliminate some disease transmission potential from person to person, by giving learners the tools and knowledge to always wash their hands after using the toilet. However, a hygiene programme would not eliminate germs from inside the toilet block, which will stick around if not cleaned and can cause unnecessary contact with germs for learners. In particular, cleaners were taught about the key areas for disease transmission, which include taps, door handles, toilet seats, and anywhere else which learners' hands might touch. In addition to knowing which areas are hotspots for germ spreading, cleaners were shown exactly how to keep them germ-free. While a soapy product

does some of the work to remove stains and dirt, it is not effective at disinfecting surfaces. Cleaners were made aware that these areas require the use of a disinfectant which kills germs effectively.

Following training, each cleaner was asked to demonstrate their knowledge of the cleaning protocol to the project team and then received a certificate for completing the training. While this demonstration was effective for some, it did not appear that everyone fully grasped the material from the training. The original model also included written/verbal assessments on the material, which were meant to be conducted by the HSMs with their HSOs. Due to various circumstances, this aspect of training was not carried out. However, it is clear that this aspect of training should be included in future programmes, prior to the field demonstration of the skills.

Though the training was brief, it did empower a number of cleaners to do their job in an informed manner. They were now inspired to protect themselves and the learners from disease by keeping the toilets cleaned.

4.2.4 Assessment of the pilot programme

As demonstrated, in addition to providing the necessary supplies, a successful school sanitation management programme must accomplish the goals listed in Table 3. Table 3 also suggests the person or body primarily responsible for accomplishing each goal.

Table 3: Goals for establishing an effective cleaning protocol

| Goal | Who is primarily responsible? |
|--|--|
| 1. Establish willingness to clean the toilets / enforce the requirements of the job effectively | Department of Education, principal, HSM |
| 2. Establish a cleaning roster which prioritises the toilets as key centres of disease transmission, which may require sacrifices in other areas. This involves the principal establishing a value for sanitation, which guides the preparation of a roster. | Principal, HSM and HSO |
| 3. Empower cleaners with the knowledge and skills of how to do their job properly. | Department of Education, principal and HSM |

The success with the above aspects of the programme varied widely among the schools included in the programme, but the ones that mastered all three clearly demonstrated the greatest success, with HSOs at the end of the programme who were the most empowered in their jobs. While an empowered HSO alone does not make the programme run perfectly, it is an important building block when establishing school sanitation management. When establishing a programme, it is important to invest the necessary time to establish these three priorities. This includes negotiating with the principals as well as HSOs and providing in-depth training for the job, both at the beginning and during the programme. An assessment

of each school's success with the above aspects of the programme is presented in Table 4. Also included is a quote from the given HSO about how they feel about their job, alluding to their level of empowerment as a result of the pilot programme.

Table 4: Assessment of school's success with establishing a cleaning protocol

| School | Willingness | Cleaning roster | Knowledge and skills | Relevant quote about their job as HSO |
|----------|-------------|-----------------|----------------------|---|
| School A | ✓ | ✓ | ✓ | "It has helped me my brother. As I have said we did have the skills to clean, we just did what we thought was right. Now we have cleaning material for the toilets, coupled with direction that we follow when cleaning the toilets. I used to splash water filled with Jeyes Fluid and I was done. Now I have confidence that there is nothing that can beat me with all that I have available for use." (HSO) |
| school B | ✓ | ✓ | ✓ | "Yes I would say it has helped me because you brought me things I didn't know of and have never used before, such as Domestos and Handy Andy. Things that remove dirt on stuff very quickly. I used to use Pine Gel only. The programme has really helped." (HSO) |
| School C | X | X | ✓ | "To the governing body, the person who should clean the toilets is the aunty that was employed by the Department, the one who does not want to clean the toilets. The previous principal had said she will go to the department to request her job description. But it seems as if they are scared of her." (HSM) |
| School D | ✓ | ✓/X | ✓ | "Currently I am still okay [with my job]. It is just that the system for cleaning them will not happen all the time because I have too much work to do. According to my timetable, I have daily responsibilities that I have to fulfil so now I cannot be able to clean the toilets and then go do the other jobs every now and then." (HSO) |
| School E | X | X | ✓ | "I am tired of dealing with the toilets because my colleagues from other schools say that in their schools there are people who deal with the toilets specifically. " (HSO) |
| School G | ✓ | ✓ | ✓ | "I have gained knowledge along the way and the programme has made me grow as an individual and know how I should protect myself." (HSO) |

| School | Willingness | Cleaning roster | Knowledge and skills | Relevant quote about their job as HSO |
|----------|-------------|-----------------|----------------------|--|
| | | | | "For me your project has helped me a lot because it has made me understand my strengths and weaknesses when it comes to work. It has made work we considered the hardest and most frustrating achievable." (HSO) |
| School H | ✓ | X | ✓ | "[My job] is very difficult; I do not want to lie. But I try my level best to do well." (HSO) "The programme does help in a way because I am able to clean the toilets for learners." (HSO) |

4.3 Communication, Monitoring and Accountability for the HSO

The piloted model also included training and tools for establishing effective monitoring and reporting structures for the HSO's work and needs. These structures would help ensure that there weren't long backlogs of uncleaned toilets, unresolved issues, or unanswered requests. The programme comprises personnel with various roles in sanitation and administrative tools to help them do their jobs.

4.3.1 Personnel

The school cleaner was designated the Health and Safety Officer (HSO), and the principal is the HSO's boss at the school. Given the extensive responsibilities that the principal has at school, the programme required the appointment of a teacher – designated the Health and Safety Manager – to act as a bridge between the cleaner and the principal. The Health and Safety Manager (HSM) would directly supervise the HSO and act as a conduit for communication between the HSO and the principal. In terms of the model, the HSM should monitor the HSO's work on a daily basis and discuss issues with the HSO. The HSM should then go to the principal and/or SGB with concerns, to help get things done. Given that the HSM is a teacher, this person would also have effective grounds to speak to learners in the school about behavioural issues. While all schools in the pilot programme appointed an HSM, the actual involvement of the HSM in the programme varied from school to school. In addition, the effectiveness of reporting to the principal varied widely among schools.

Discontinuity of leadership

Three schools involved in the programme experienced changes of school principal during the course of the pilot. These were School C, School E, and School H. At all three of the schools, the principal that was in charge when the programme was launched was not the principal that had gone through initial training and discussions with PID. This detracted from the engagement of all those involved, demonstrating the importance of ownership and those in leadership agreeing to participate actively in the programme.

Without the support of those in charge, the HSO and HSM are likely to feel unsupported and not perform well.

In addition, when changes of principal took place during the pilot programme, PID was responsible for briefing the new principal on the programme and their duties in it. However, in any other situation, it must be made clear that this passing-on of information must come from the actors within the programme and cannot rely on an outside party. The HSM is meant to be a champion of school sanitation and would be responsible for briefing a new principal on the importance and methods of the programme. At the same time, if changes occur in the HSM or HSO personnel, the principal would be responsible for passing on the information. This hand-over did not effectively happen during this pilot, likely since the schools heavily relied on monitoring and support from PID. However, this will be vital in future, larger-scale projects and should be included in training of the HSMs and principals. On this note, it is important that all actors are empowered and well-aware of their roles in order for the programme to have long-term effects.

4.3.2 Administrative tools

The effectiveness of verbal reporting can vary widely based on interpersonal issues as well as on individual personalities. To help overcome some of these barriers, all schools in the pilot were equipped with administrative tools that would assist with these monitoring activities as well as provide a written record of work done and issues reported. These tools are meant to keep all parties accountable for the role that they play in school sanitation. Particularly if the HSO lacks self-motivation for the job, these structures would help to hold him or her accountable as well as to establish accountability for the other actors. Furthermore, the job description shown in Annexure D lists “written feedback” as a performance indicator and also provides a list of performance standards which would likely only be effectively logged on paper. The administrative tools provided for by the programme included:

- A daily cleaning checklist and reporting checklist (to be filled out and signed by HSO and signed by HSM as confirmation)
- Sanitation infrastructure inspection form (to be filled out weekly by the HSM)
- Register of maintenance needs (to be kept by the SGB)
- Learner reporting forms (to be filled in by learners who wish to report issues)

For the most part, none of the forms provided were used as intended by the actors involved. In some cases, the HSOs filled out the cleaning checklist and signed, but no one came to check that the work was completed. As a result, the form would serve as a reminder to the HSO of what needed to be done, but it did not increase accountability. The majority of HSOs and HSMs expressed that they simply did not have time to fill out the forms during their busy schedules, even though it simply involved checking off items and signing at the bottom. During the final HSO workshop, the project team discussed these forms with the HSOs. It was determined that many of them did not have a clear understanding of how the forms were meant to be filled out. A long discussion occurred, in which the lead fieldworkers instructed them and they all discussed how they could use the forms in their work.

Given the lack of use of these forms and the excessive amounts of paperwork that teachers and principals have to deal with, it appears that the reporting forms may not be the most effective method for reporting and accountability. These forms will be re-visited and re-designed, but other methods of reporting should also be explored when it comes to management of school sanitation. In addition, in implementing the programme in the future, training in how to use the forms should be more extensive, with particular emphasis placed on participants practicing using the forms.

4.4 Monitoring and Educating Learners

Even if a school is equipped with the proper supplies, protocols, and structures to carry out sanitation management, the behaviour of learners in the toilets will impact the true effectiveness of these efforts. If the learners are not properly monitored and disciplined, a cleaner's work in the toilets can be negated within moments by destructive behaviours. Common behaviours reported before the programme began included learners urinating or defecating on the floor; learners jumping on the seats; learners breaking equipment; learners using the toilets to bunk class; bullying; and learners smoking in the toilets (high schools only). Throughout the pilot programme, learner behaviour remained a constant struggle at most schools, but some schools were able to overcome this struggle more than others. The key to success appears to be regular monitoring and active disciplining of learners.

Improved toilet conditions and improved learner behaviour go hand in hand. Providing supplies and proper training for the main actors will have no impact if learners continue to misuse the toilets. Thus, effective strategies must be developed for regulating learners' behaviours, both through educating them about what should and should not be done as well as monitoring them. As the saying goes, people do not do what you expect; they do what you inspect. Schools where regular monitoring protocols were established *along with* the cleaning protocols saw far greater improvements in learner behaviour and were able to address issues swiftly. At the same time, this pilot project has shown that improved conditions in the toilets does increase learners' sense of ownership of the toilets, which leads to improvements in their behaviour and ability to monitor each other, as users of the toilets.

An effective school sanitation management programme must require the HSO to clean daily, not only to keep the toilet environment healthy but also to provide early warning of learner behaviour problems. An effective school sanitation management programme should also invent creative ways to engage learners in the monitoring of their toilets. These methods will vary from school to school and must be envisioned and carried out by those in charge, namely, the principal, HSM, and HSO as a team.

4.5 The Impact of the Programme on HSO's Job

At the closing workshops with the HSOs and HSMs/Principals, most participants expressed some feelings that the focus placed on sanitation throughout this year had given them all a greater awareness of the toilets and the HSO's job in relation to the toilets. This awareness led to empowerment for a number of individuals to manage their school toilets effectively. In particular, this programme focussed mostly on the job of the HSO, also known as the school cleaner. Through skills training and creating a new job title,

Health and Safety Officer, the pilot programme sought to establish the HSO as more than a cleaner. The HSO protects learners from disease and other risks they may face in the toilets. The HSO can instruct learners on how to properly use the toilets, since the HSO is the person most aware of the situation in the toilets. The HSO is also the keeper of supplies and aware of what is running out and needs replacing.

In order to improve the status of the HSO, this pilot programme provided: skills training and a certificate of completion; the supplies necessary for doing the job properly; reporting tools with which they could have their concerns recorded and heard by supervisors; and regular support throughout the year. Based on feedback from the final workshop with HSOs, these supporting activities throughout the pilot left most HSOs feeling more empowered in their jobs than they did before the programme started. While not all schools used all of these tools to the extent hoped it is clear that an effective sanitation management programme must empower the school cleaner in caring for the school toilets. In the same way, an effective programme should empower the principal and HSM with the knowledge and skills to do their job properly. In the pilot programme, most HSMs and principals were impacted by an increased awareness of sanitation, but to see them empowered in their jobs, adjustments must be made to the manual and training programme.

An assortment of quotes is provided in Table 5, which demonstrate the evolution of different HSOs' feelings about their job as HSO.

Table 5: HSO quotes with regards to their job

| | |
|--------------|---|
| School A HSO | <p>"[My job is to] do whatever it takes to keep the toilet clean." (Baseline, 2016)</p> <p>"I usually speak directly with the individuals I find doing something wrong in the toilets. Sometimes I find them playing with the tap and tell them to use it correctly. When needed, I also tell them that they will break it if they misuse it." (June 2017)</p> <p>"I don't have a problem or complaint because now I understand what my work entails. Also, the dignity you gave us. Before this, we didn't have gloves, masks, and brushes. If it weren't for you, what would we use to clean the toilets? Do you understand the magnitude of the things I am counting? The work is doable with the material you gave us." (October 2017)</p> |
| School B HSO | <p>"I know the cleaner should clean at all times." (Baseline, 2016)</p> <p>"[The programme] has helped and also raised the standard a little... I always forget to complete the forms, but also I was not hired to carry a paper and a pen and to write. I was only hired to be a cleaner, so this thing of running around with forms is wrong." (June 2017)</p> <p>"I feel very good especially with the work I do in the toilets, because I have cleaning material. So there's no reluctance when it's time to clean the toilets. Because reluctance comes when one has inadequate cleaning material, one can</p> |

| | |
|--------------|--|
| | end up ignoring the toilets completely. Because I have cleaning material I am very happy." (October 2017) |
| School G HSO | "I have gained knowledge along the way and the programme has made me grow as an individual and know how I should protect myself." (June 2017) "For me your project has helped me a lot because it has made me understand my strengths and weaknesses when it comes to work. It has made work we considered the hardest and most frustrating achievable. " (October 2017) |

Each school is evaluated in-depth in the case studies that follow. These case studies provide a deeper, more specific look into the nuances of sanitation management at each school, as told by the HSO, HSM, principal, and learners at the schools.

5 Case Study 1: School A

5.1 Baseline context

5.1.1 Institutional Overview

School A is looked after by the principal of School D, which is about 300 m away. School A shares a fence with School E.

5.1.2 Sanitation Infrastructure

School A's sanitation infrastructure is shown in Table 6, which demonstrates that the boys and girls toilets would be inadequate if the school was full with 500 learners at the school (with a ratio of 1:63 for boys and 1:50 for girls). At present there are only 160 learners at the school, so the actual ratios are 1:20 for boys and 1:16 for girls.

Table 6: School A Sanitation Infrastructure

| User | Boys | Girls |
|-------------------|-------|-------|
| School capacity | 250 | 250 |
| VIPs | 3S+1U | 5 |
| Ratio at capacity | 1:63 | 1:50 |
| Actual enrolment | +/-80 | +/-80 |
| Ratio at present | 1:20 | 1:16 |
| Taps designed | 3 | 3 |
| Taps design ratio | 1:83 | 1:83 |

There are old Pungalutho toilets which the cleaner tries to barricade but boys continue to use them. The cleaner reported that the boys do not use the new block much; he thinks they may feel afraid because the new block is fairly isolated. When these toilets were inspected in late 2016 it was found that the new toilet block was structurally sound; however pipe connections had been vandalised so there were no working taps in the toilets. There were broken windows and some broken vent pipes. The toilets did not have burglar bars or security gates which could keep out vandals. There were no working handwashing facilities for learners. As shown in the school's layout in Figure 6, the toilets are located far from the classrooms and out of sight of any teachers.



Figure 6: Layout of School A

5.1.3 Upgrades by Department of Education

The main infrastructure needs determined by the project team during initial site inspections are presented in Table 7.

Table 7: Proposed sanitation infrastructure needs at School A

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits |
|-------------------|-------------------|-----------|-------|---------|-------|---------|------|---------|
| Boys VIP | 3S+1U | | 3 | | 2 | 3 | 3 | Filling |
| Girls VIP | 5 | | | | 1 | connect | | |
| Unused Pungalutho | Demolish and fill | | | | | | | |
| Total | 9 | | 3 | | 3 | 3 | 3 | Empty? |

The outcomes from the contractor's work on site did not reflect all requested changes shown here. The major changes carried out at School A were the installation of 2 new urinals in the boys' toilets, basins and taps for the boys' and girls' toilets, a JoJo tank, and painting the toilet blocks. Photos and specific complications associated with these changes are presented in Figure 7. The major impact of these improvements were providing the learners with a place to wash their hands and improving the look of the toilet blocks. These improvements would not, however, make management and cleaning any simpler.

BEFORE**AFTER**

Existing urinal in boys toilets was replaced by 2 new ceramic urinals and tiling. The taps for flushing the urinals with water were placed too high, and thus learners were climbing on the urinal pictured on the left to flush them. This eventually led to the urinal being put out of service. Thus, the installation of a second urinal did not improve usage of the facilities.



Taps were installed in the girls' toilets and basins and taps were installed in the boys' toilets. Particularly in the boys' toilets, the pipework was not done properly, which led to excessive leakages during usage. The provision of these facilities did, however, effectively provide learners with a place to wash their hands.



Doors and walls were painted by the contractors.

Figure 7: School A Sanitation Infrastructure before and after Department renovations

5.1.4 Management of School Sanitation

As shown in Figure 8, very few management activities were carried out in the School A toilets before the pilot programme. The toilets were cleaned twice a week by the HSO, but no monitoring of that work or the learners in the toilets was carried out. In addition, no staff member was allocated roles related to school sanitation or basic health and safety at the school. In speaking of what happens when learners soil themselves, the HSO said, “There is nothing that the school does to help. It is me, most of the time. ‘Uncle, please help here – take a bucket. Help, please.’ There is nothing that they help with.” The HSO expressed during his baseline interview that he felt severely unsupported by the other staff at the school, particularly the teachers. The HSM, during her baseline interview, had not yet visited the school toilets.

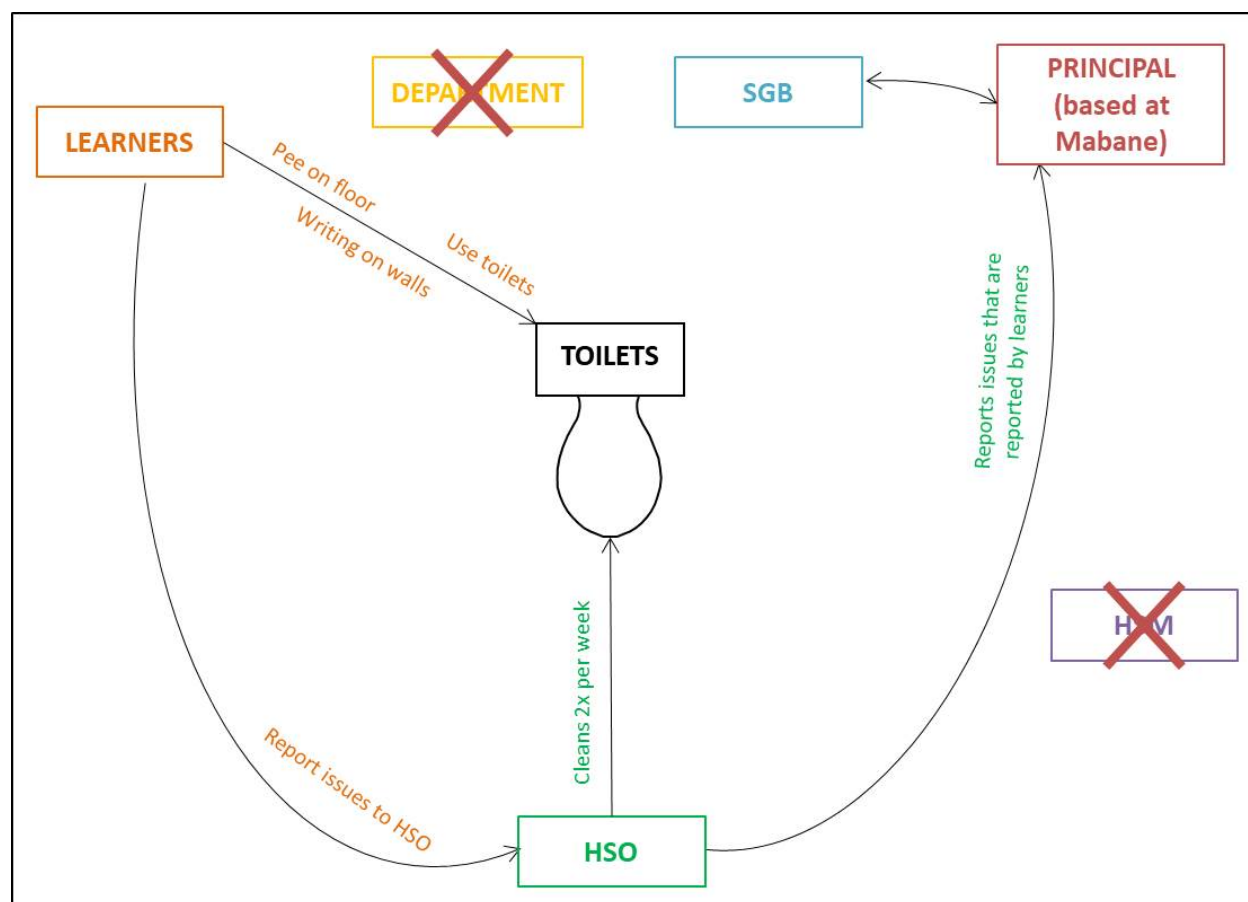


Figure 8: Baseline school sanitation management organisation at School A

During a baseline interview with the HSO at School A, when asked to describe the situation in the school toilets, he spoke about the lack of doors, broken taps, and too few urinals for the male learners to use. When asked what role the Department of Education plays with regards to the toilets, the HSO at School A answered, “The Department does not do it the right way. The toilets that the department built here in the rural area are not great. They are not right.” School A’s principal reported having requested that the Department improve the school toilets but never getting a response. Thus, the toilets have remained as

they are. If issues of health and safety in the toilets are addressed through management interventions, the infrastructure situation would drastically improve even without action from the Department.

At School A the toilets have been built out of sight of the classrooms. This was also reported by the HSO, who said that learners' safety is jeopardised due to the excessive distance from the classrooms to the toilets. Not only does this exacerbate safety risks for learners, particularly risks related to attacks and bullying by other learners or intruders, but it also makes the toilets vulnerable to vandalism. With the toilets out of sight, no one can see when a learner breaks items in the toilet or commits other misbehaviour in the toilets. While the HSO's idea to install urinals close to the classrooms is a potentially beneficial idea, the impacts of the toilets being out of sight can also be addressed through improved management. Ensuring that the toilets are more visible simply requires more authority figures visiting the toilets during key times, such as during school breaks. At School A, no form of monitoring of the toilets was in place when the programme began.

5.2 Impact of the Pilot Programme

Despite the infrastructure challenges still present at School A, the management of these facilities did evolve over the course of the pilot programme. The structure and involvement of the various management players is shown in Figure 9. When compared to the structure shown in Figure 8, it is evident that the implementation of the programme increased the overall involvement of actors in the management of sanitation to a certain extent. Details and evidence of the four main aspects of sanitation management are described below, but overall, at School A, the HSO is the main actor involved in management of school sanitation. His initiative and adaptability to the programme led to improvements in the toilets, but this was done with very little involvement from the Principal or the HSM. At School A, cleanliness in the toilets improved overall but learner behaviour did not.

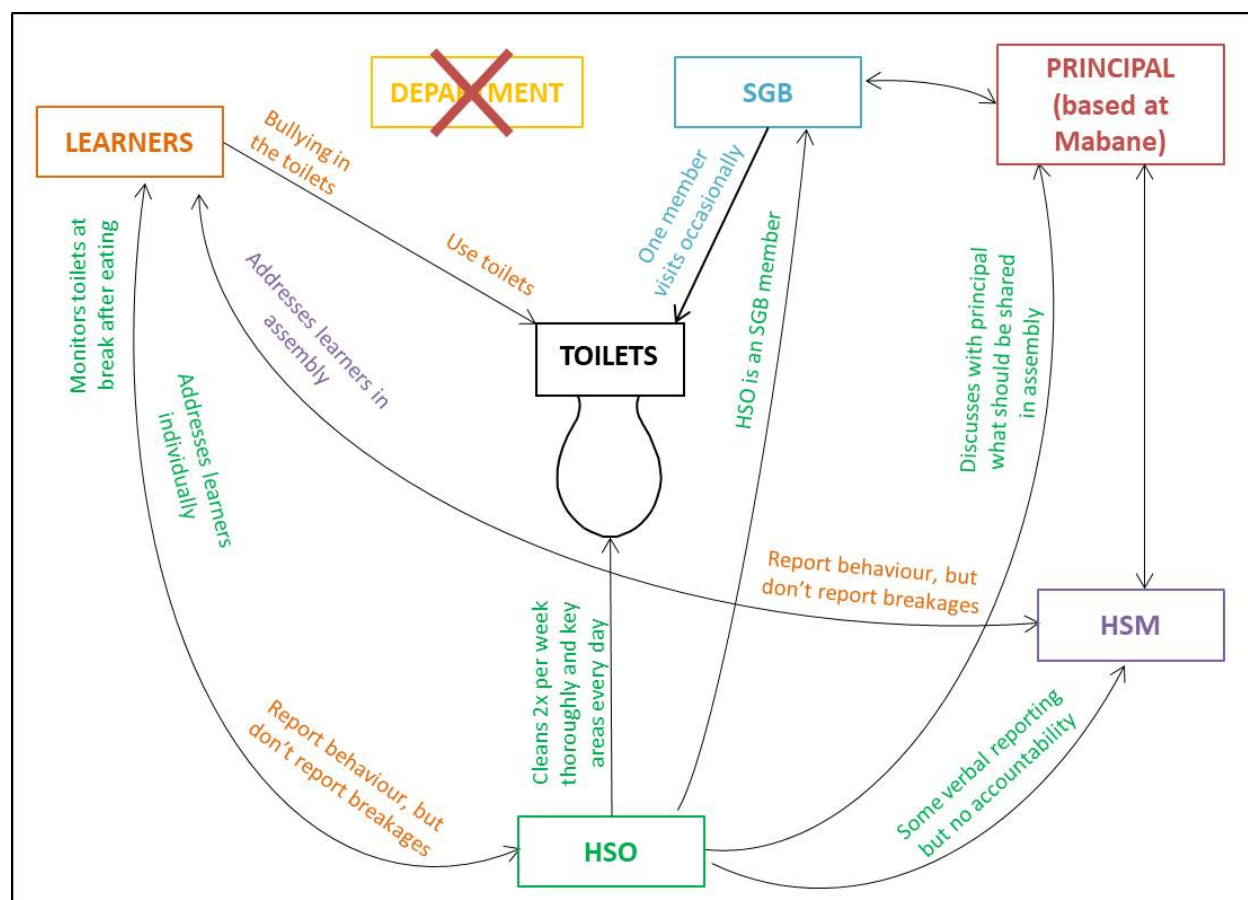


Figure 9: Toilet management structure at School A by the end of the pilot programme

5.2.1 Provision of Supplies

The HSO at School A was the keeper of the cleaning supplies delivered on a monthly basis. Previously, the HSO used a broom, a hosepipe, and Jeyes Fluid for cleaning the toilets. He was also not equipped with proper safety equipment. During interviews with the HSO, he regularly praised the provision of gloves and masks, as well as the effectiveness of Domestos for killing germs and reducing odours.

"I feel safe because I have everything that I use. When you came to the school we had no equipment, even gloves or the masks. So now even if someone comes to the school they are impressed and say, 'now you wear the safety working stuff.'" – (HSO June interview)

"The cleaning protocol has an impact that is twofold. On the one side, I can keep whites being white by using steel wool and Handy Andy. There is not one person who does not enjoy using a white clean toilet. At the same time, Domestos kills germs and smells nice, allowing people to enjoy the fresh smell of the toilet, unlike our old system of using Jeyes Fluid. With Jeyes Fluid, people complained about its smell but there is no complaint about the smell of Domestos and Handy Andy, because they smell nice. They used to enter and complain about the smell, but now with Domestos and brushes, things have changed." – (HSO Oct Interview)

Hygiene Supplies

All 13 learners interviewed said that they regularly wash their hands after using the toilet and that soap was always available. This was often reported by learners as one of the major positive changes that had taken place in the toilets since the start of the programme.

Toilet paper at School A was divided evenly for each class by the HSO, typically distributing all of the toilet paper at once. From learner responses, it appears either that the teachers kept the toilet paper on their desk and learners would ask for it, or the teachers gave it to Class Reps to distribute. Two learners said that there was a time when they did not have access to the toilet paper, in which case they grabbed waste paper to use instead. There was only one report from a learner who said that the teachers use the toilet paper as well, which can sometimes lead to the learners not having access. The risk of toilet paper being overused, both by learners and teachers, is one to consider when distributing toilet paper. Perhaps rather than distributing all toilet paper at once, the HSO could have given out 2 rolls to each class as needed.

5.2.2 Cleaning protocol

Overall, the HSO's and other actors' adaptability to the increased demands of the cleaning protocol led to adjustments in his schedule, which allowed him to prioritise sanitation. The HSO's adaptability is described in more detail below, but it is important to also note that the HOD reported that learners were involved, particularly with cleaning their classrooms, as a way to relieve the HSO from some of his previous duties and give him more time in the toilets. The HSO's decision to prioritise sanitation came from a deep understanding of disease transmission gained during the initial training of HSOs.

"It helped me because before I only cared about cleaning with no focus on germs and the fact that children could have worms. I can now help a person by advising that it would not help to clean seats and not the taps because the germs will continue." – HSO, September interview

The HSO of School A demonstrated a clear understanding early on of the impact that regularly cleaning the toilets had on his job: "In the beginning when we were not used to cleaning the toilets, it was difficult. But as we started doing it, getting used to it and having the toilets being clean, the job got less difficult. It also got easier because one had to now continue cleaning something that was better and a bit cleaner." Regular cleaning made the job gradually easier to do, as cleaning something that is already clean is much simpler than cleaning something that is a complete mess. When asked to describe how he cleans the toilets, he could thoroughly describe how he cleaned each area: "I start with using the yellow cloth that I was given in a Domestos bleach solution. I start with door handles and then tap handles both for the outside JoJo tank and the internal taps. I then scrub the pedestals and lastly mop the floors." This demonstrates a thorough understanding of the areas requiring cleaning and the method for doing so.

Furthermore, in the final interview with this HSO, he described an adjustment he'd made in order to ensure that key areas are cleaned daily while still giving him enough time to do the rest of his duties. The following excerpt was taken from his final interview:

“HSO: Looking at the schedule that you gave me, I found that what makes the job seem more difficult is the floor. The floor is not something you can clean every time. What is important is to wipe [the seat, the handles, and the taps]...”

Interviewer: Something done every day...

HSO: Something done every day... this thing is doable. I can do it three times a day. So I think I cannot do the whole floor three times a day but it is about wiping. I can do that three times a day. So it is not...

Interviewer: It means we didn't explain in detail that it's not about cleaning the floor three times a day. What is important are the areas that are touched all the time in a way...

HSO: Areas that are touched. So looking at it I found that I can do it because I only have to add Domestos to water and take a cloth... You don't even need 15 minutes for this. So I can do that 3 times a day. So the difference is I clean the floor 2 times a week... The seat, the handles, and the taps... no I am able to do this because I just take the water and wipe.”

Through the support of the project team, this HSO learned that while mud on the floor may look dirty, it usually does not contain germs. However, understanding that the areas that are touched by learners' hands are the most dangerous to their health, the HSO was able to make a compromise in which he ensured that these areas are disinfected every day with bleach, while ensuring that cleaning of the floors happens twice a week. He also learned through the programme how to spot issues and address them quickly: “I am now able to spot a part of the toilets that needs cleaning and just clean it and then it's alright. I have stopped saying, 'Oh, God, where do I start?'” This new skill and attitude has enabled the HSO to combat the inevitable entropy of the school toilets, giving him somewhere to start and the ability to truly assess the situation. Rather than seeing an insurmountable mountain of messy toilets, he addresses key areas and messes as they come up, making this job of maintaining the toilets more manageable. Without this thorough understanding of the objective behind cleaning the toilets, an HSO would not be able to make these compromises and adapt his cleaning regime as strategically as this.

5.2.3 Communication, Monitoring, and Accountability for the Cleaner

“[The HSM and I] just verbally speak and she would say as long as I say everything is still well she trusts that.” – HSO, June interview

Implementation of the pilot programme did not lead to increased accountability and monitoring of the HSO at School A. At a very practical level, this was partly due to the fact that the Principal of School A has her office at School D. She must split her time between the two schools, but she is generally stationed at School D, only visiting School A for meetings. This means that the principal did not conduct regular monitoring of the toilets and was not readily available for the HSO to report issues. Based on this situation, the participation of other individuals was critical for ensuring that issues were reported and the HSO's work was checked.

The HOD, stationed at School A, took an active role in checking the toilets and assisting the cleaner. The HSO has seen her check the toilets regularly and learners often reported to her when they found other learners loitering in the toilets. The first HSM at School A was unable to participate fully in monitoring, due to time constraints. While all teachers are busy with a number of other duties, this teacher was particularly unavailable, since she left school early most days as she was enrolled in a course. This was an oversight on the part of the principal who appointed her to the role in the first place. Mid-year, the HSMs from School A and School D were swapped, due to changes in the schools, and the second HSM reportedly checked the toilets more frequently and was available for the HSO to report to him. The second HSM admitted that he wasn't fulfilling his responsibilities, saying, "I can say no as a result of the huge workload that we have. Even though it takes just a short while to go and check them, I still can't go often. Because during break, there's other work to do, the HOD demands work, so I end up not having time. But during all that I am able to communicate with [the HSO] on how things are progressing." According to the interview with the HSO, it does seem that communication with this HSM is improved, but he still mostly communicates directly with the Principal. Interestingly, the HSO also expressed satisfaction with the involvement of one member of the SGB who made regular visits to check the situation.

The HSO had a noticeable change in attitude with regards to the cleaning checklist reporting form. During his interview in September, the HSO said, "We are too lazy to write, I'm not going to lie to you. It is just one of those things that we are lazy to do. We are just content with cleaning. We only report when there is something that is broken." Following this response, the project team member discussed with the HSO how quick and simple checking things off the list would be for him. He even suggested keeping the forms in the storeroom, so that when the HSO returned from cleaning the toilets, he could quickly check off what was done while it was fresh in his mind. This brief training gave the HSO some motivation to try it out, as demonstrated by his response during his final interview:

"I have tried to fill them in, because I got a better understanding that it does not mean [that I must] report things separately...I realised that your [original] explanation made it sound like a difficult task, because [now] I simply say, 'On Monday, I washed the seat, I washed the floor, I didn't do this, I did this so many times...' So I found my own understanding which is why my work is not that difficult anymore." – HSO, October interview

Through adjustments, the HSO has now made filling out the checklists part of his job, which in turn provides him with a reminder of what has been done and what still must be done. However, given the lack of involvement from the HSM, the forms do not serve their accountability purpose. The checklist was designed such that the HSO would sign off that he completed the work and the HSM would sign off once he checked, to confirm that the work was in fact completed. In the final interview, the HSM did indicate that he checked the forms once, and then said, "I think they should have a section for signatures, for the principal, [HSO], and myself to indicate what was done and checked." Yet, the forms do indicate locations for both the HSO and HSM to sign off. It appears that there is a lack of understanding and familiarity with the function of the forms.

5.2.4 Monitoring and Educating Learners

All learners reported that they use the school toilets, and the majority of issues expressed in interviews with the learners were behaviour-related rather than cleanliness- and hygiene-related. The most common issues expressed by learners were bullying (9/13 responses), writing on the walls (5/13) and defecating on the floor (4/13). By all indications, it appears that the issue of learners urinating on the floor was reduced gradually through the pilot programme. Learners indicated that bullying got worse once older learners were brought to the school mid-year from School D. This was especially prevalent among a few learners who shared the same story of a learner being threatened with a knife by another learner. Of the 9 learners who mentioned bullying as a problem, 5 learners indicated that they had reported the issue to a teacher or the HSO, but they were unsure what was done by the school to address the issue.

A lack of monitoring in the toilets contributes to these behaviour issues, particularly bullying. All but one of the learners interviewed at School A said that no one monitors the toilets during break. This was confirmed by the HSO, HSM, and the HOD during interviews. The only indication that some monitoring took place was the HSO reporting that he would often go to the toilets at break once he had finished eating.

Since very few adults are present in the toilets for monitoring, reporting of issues by learners becomes very important. When asked what their role is in keeping the toilets in a good condition, 4 learners mentioned something about reporting other learners' behaviours or messes in the toilets, typically to their teacher or the HSO.

"[Our role is] to report the bad things that happen in the toilets."

"If I mess up I must go to the teachers and tell them what I have done."

"When I see a learner behaving badly I should go and report that learner to the teacher."

"If I do #2 or mess, I go to uncle and tell him what I did so that it will be healthy."

The major effort to improve learner behaviour has been through education, both one-on-one and in assembly.

"I think [behaviour has improved] because of education. There was a month when Thaban and others came to teach children about behaviour, using toilets, and respecting toilets. They taught them, I think there is a lot of improvement." – HOD

Though the HOD and HSM did not indicate that they addressed learners in assembly during September interviews, it appears that an assembly took place in the month of October in which the HSM addressed the learners to take care of the toilets and wash their hands, with the HSO demonstrating how that should be done. All learners who were asked confirmed that they are addressed during assembly about the toilets. The rules for School A learners, as shared by them, were as follows:

1. Don't play in the toilets
-

2. Don't urinate on the floor
3. Don't defecate on the floor
4. Sit down on the toilet seat
5. Wash your hands when you're done
6. Don't write on the wall
7. Don't break things
8. Only use the amount of soap you need
9. Report if learners are doing bad things
10. Only 1 person must go at a time

Learners would have learned these rules either through the assembly or through education by the HSO, who places the responsibility on them to care for their toilets: "I am able to tell the boys that if they break the toilets, it is them who will have problems when they need to do number two. Think of the day when you have a running stomach and you need to use the toilet, but you broke the door."

5.3 Specific solutions for specific problems

5.3.1 Maintenance Issues

A few minor maintenance issues were reported by learners, such as leaky urinals (3 boys) and broken door locks (3 girls). The HOD was aware of the broken locks as well, and she said that she would discuss these with the principal, because she was unaware of who should be providing the locks. Once the equipment is provided, the HSO is the ideal person to make these small fixes, as he suggested in his interviews. By empowering the HSO with the necessary tools and expanding his job slightly beyond that of simply cleaning, he can become an agent for ensuring that learners' health, safety, and dignity is not put at risk by small problems, such as broken taps or door locks. For this system to work, timely reporting and accountability are required, both of which are not present at School A.

"Small repairs such as the latch door locks are repairs I can do. I can't say we have a budget but we rely on the availability of our petty cash. We look at the things that need cash, prioritize, and maybe reduce the costs of other things in order to buy what we need. Small repairs such as leaks on pipes I am able to fix. So we might have to hire another person if we have major repairs to be done. Small repairs I can do myself." – HSO, October interview

For dealing with larger maintenance issues, the HSO is a member of the SGB, which gives him a platform to share these issues with those who liaise with the Department of Education. As an individual who is in the toilets daily and liaising with those allocating budget, the HSO could effectively advocate for problems to be solved and budget to be allocated towards sanitation.

5.3.2 Out of sight, out of mind

Given that the toilets are located far away from the school, there is very little chance that any staff would “happen” to pass by the toilets. This means that preventing problems requires a specific and targeted monitoring programme. This may mean sharing the responsibility of monitoring among more teachers than just the HSM and even among learners. The HSM at School A was unable to monitor the toilets effectively; she should have asked other teachers to share the load. Additionally, learner monitors may be an effective strategy at School A. Although there were only two learners who mentioned this as an idea to improve the situation in the toilets, some learners already actively report issues to teachers or the HSO, indicating an existing effort of the learners to provide feedback. The HSO has suggested this as a solution, specifically using Class Reps, but the sanitation team has not yet discussed this idea further.

“We do have children that can be comfortable monitoring the toilets that can bring grievances from other learners to us. We can announce during assembly that challenges should be reported to particular learners and those learners will forward the report to us.”

– HSO, October interview

6 Case Study 2: School B

6.1 Baseline Context

6.1.1 Sanitation Infrastructure

The sanitation infrastructure at School B is summarised in Table 8, and the school layout is shown in Figure 10. The school has a small block of toilets for girls (5 seats) and boys (3 seats + 2 urinals) located far from and out of sight of the classrooms and administration block. There are two individual VIPs for staff, however the door of one has been damaged and it cannot be used. As a result, male staff members use the boys' toilets. In addition, there are 9 mobile toilets. The staff reported problems with these blowing over and not being serviced properly; it also disrupts class time when the company comes each week to service them. There were no handwashing facilities in or around the toilets.

Table 8: Sanitation Infrastructure at School B

| User | Boys | Girls |
|-------------------|-------|-------|
| School capacity | 250 | 250 |
| VIPs | 3S+2U | 5 |
| Mobile toilets | 9 | |
| Ratio at capacity | 1:50 | 1:50 |
| Taps designed | 3 | 3 |
| Taps functional | 0 | 0 |



Figure 10: School B layout

6.1.2 Upgrades by the Department of Education

The major infrastructure needs expressed by the HSO and Principal during the baseline interviews were installation of taps and removal of the mobile toilets at the school. Through PID's baseline visits, the needs in Table 9 were identified and shared with the Department of Education to implement before the launch of the programme.

Table 9: Upgrade needs at School B, determined during baseline assessment

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits |
|--------------|-----------|-----------|----------|---------|----------|----------|----------|------|
| Boys VIP | 3S+2U | | 3 | | | 3 | 3 | |
| Girls VIP | 5 | | 5 | | 1 | 3 | 3 | |
| Staff | 2 | | | | 1 | 1 | 1 | |
| Total | 13 | | 8 | | 2 | 7 | 7 | |

At the end of the Department's interventions, the following tasks were completed: walls and floor were painted; two taps and basins were installed outside boys' and girls' toilets; and two wall-mounted urinals were installed in the boys' toilets in place of the floor, trough urinal. The finished work of the contractor is shown in Figure 11, Figure 12, and Figure 13.



Figure 11: New urinals at School B – The contractor sealed the floor urinal trough and installed two wall-mounted plastic urinals in its place. The HSO expressed great dissatisfaction with this change, partly since the learners were not used to these types of urinals and also because it reduced the number of “urination spaces” from as many as could fit along that wall to only two. This led many learners to urinate on the floor, out of previous habit or necessity, and there was no longer any drainage for the urine.



Figure 12: Taps and basins installed at School B



Figure 13: New paint for walls and floors at School B – The walls and floors were both painted. The paint used on the floor was meant to seal it and make it easier to clean, but the HSO reported that when he tried to clean the floors, the paint simply chipped away, leaving the floors constantly looking dirty.

6.1.3 Management of School Sanitation

The management structure for School B toilets, as reported by the Principal, HSO and HSM during baseline interviews, is shown in Figure 14. No monitoring of toilets was reported by any of the actors, and the HSO specifically mentioned the lack of discipline of learners at the school. It does appear that learners were fairly active at reporting bad behaviour before the programme began, but there was very little action on the part of the adults. The other major issue discussed by the HSO was that he cleaned the toilets when he had Pine Gel and soap available but was unable to do so when there were no supplies. The SGB reportedly ran out of funds quickly, which would limit the HSO's ability to clean the toilets regularly. Compared to other schools, School B would have had more regular visits from contractors of the Department, to service the mobile toilets, but this did not in turn translate into more active monitoring and assessment of the other school toilets. Also, in contrast to most other schools, the relationship between the Principal and the HSO was already existent before the programme began.

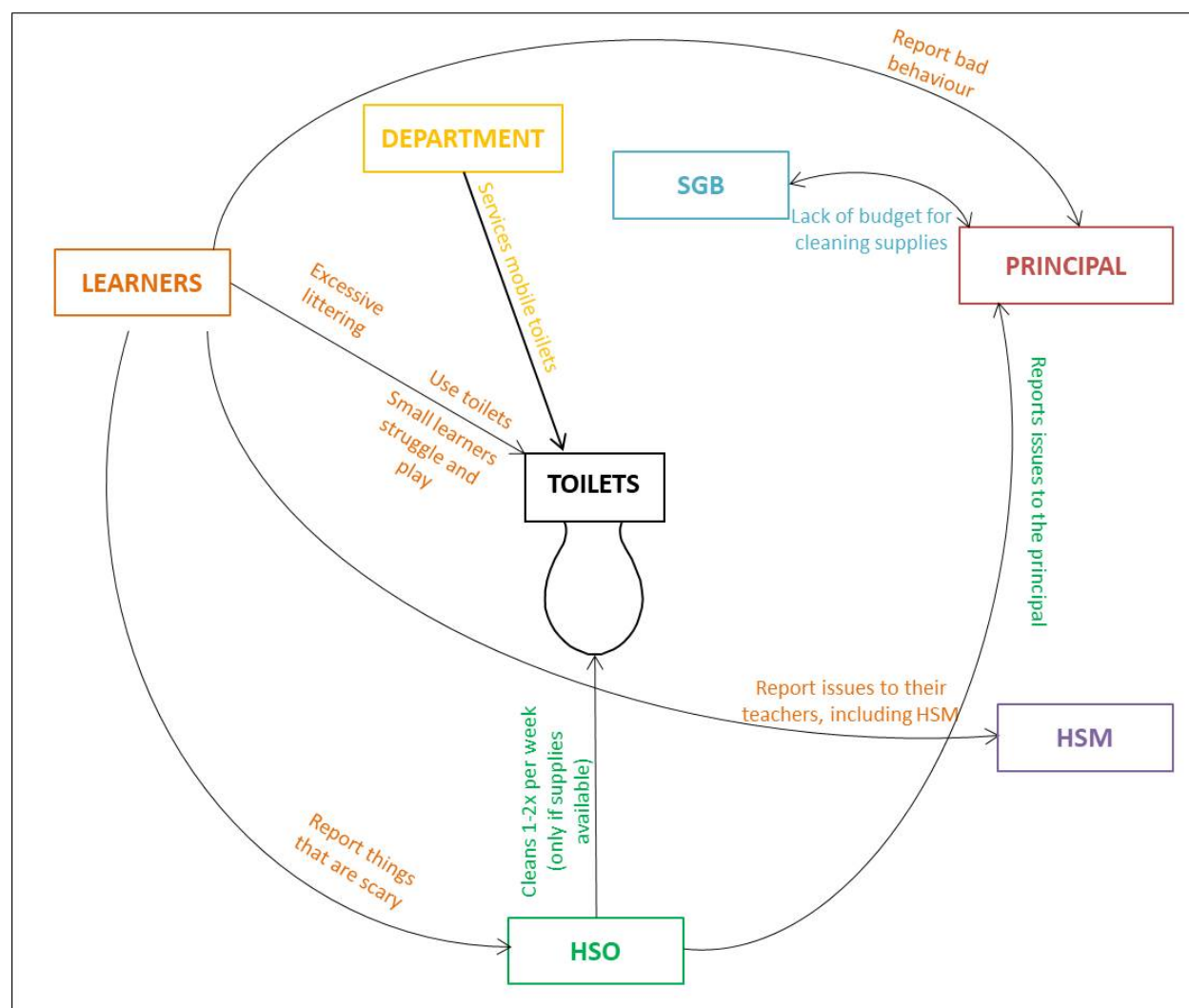


Figure 14: School B Baseline sanitation management structure

6.2 Impact of the Pilot Programme

The revised management structure for sanitation at School B by the end of the pilot programme is shown in Figure 15. As compared to the baseline structure, the major changes to the School B structure were: increased frequency of cleaning; increased involvement of principal, both in checking the toilets and communicating with the HSO; and increased addressing of learners from all members of the sanitation team. In addition, the provision of supplies throughout the pilot programme relieved some pressure from the SGB, and they were able to address needs as they came up more effectively. Specific management outcomes are described below.

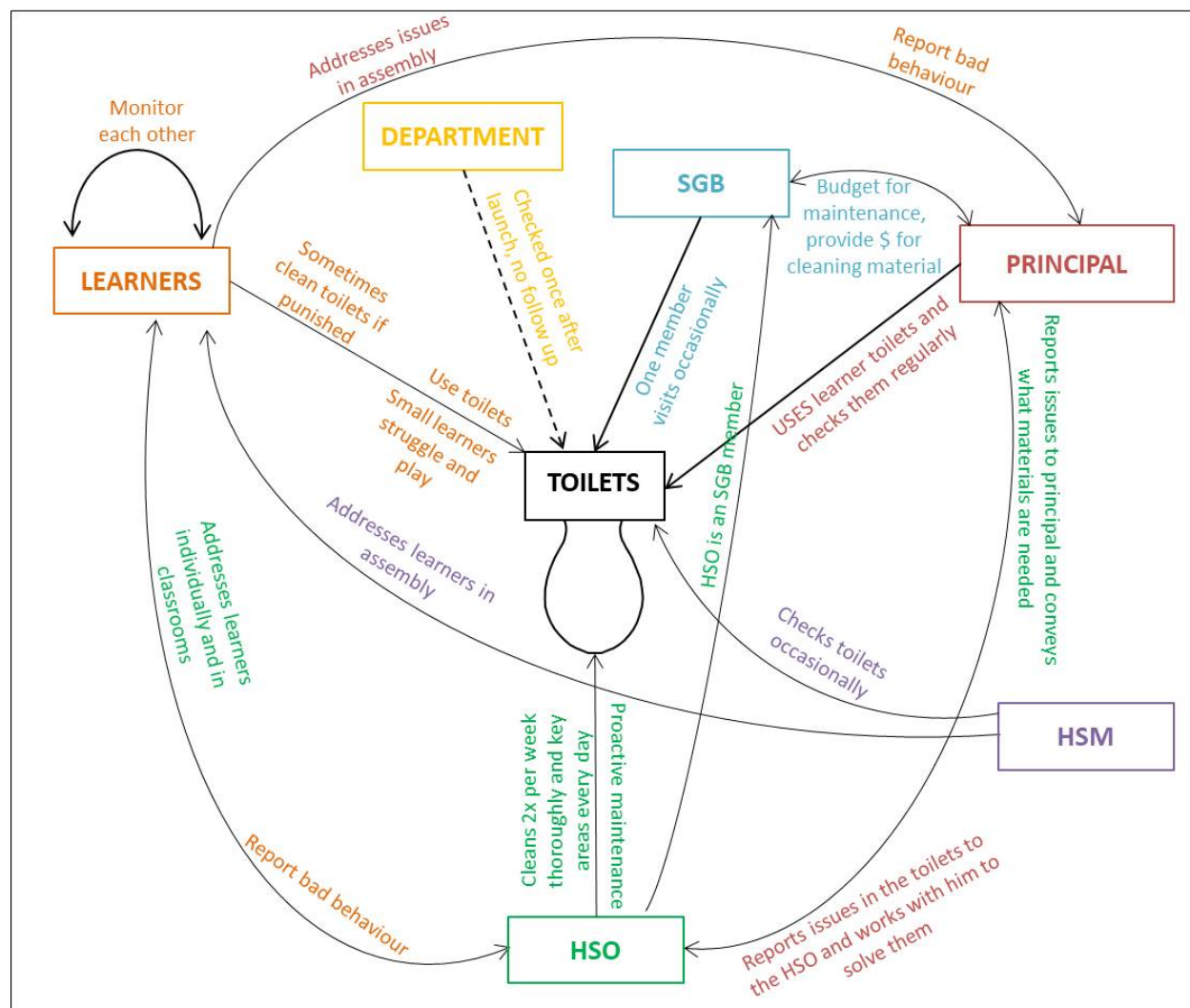


Figure 15: School B Sanitation Management structure at the end of the Pilot Programme

6.2.1 Provision of Supplies

While the HSO previously only used Pine Gel in the toilets, the provision of Domestos in this pilot programme added disinfection capacity to his cleaning efforts. Provision of a disinfectant made the HSO feel more empowered and safe, as he voiced in his final interview: “Domestos has helped me a lot because I am no longer afraid to contract disease. I know now that there are things I can use to kill germs.” The provision of these supplies also reduced his reluctance to clean the toilets:

“I feel very good especially with the work I do in the toilet because I have cleaning material. So there’s no reluctance when it’s time to clean the toilets. Because reluctance comes when one has inadequate cleaning material, one can end up ignoring the toilets completely. But because I have cleaning material I am very happy.” – HSO, October interview

The HSO also mentioned that the finance committee at the school was happy with the work in the toilets and wish that they could have always looked that good. The programme has “encouraged them to plan to spend on helping with these supplies when there is money.” This was confirmed during a visit in January 2018, in which the Principal and HSO reported that they received money from the SGB to shop for cleaning supplies required for the school year. Since the HSO was involved in the shopping, he was able to specify the materials he required, including Domestos and Handy Andy.

6.2.2 Cleaning protocol

"It was difficult at the beginning because I didn't know how to plan my work and found that time ran out before I could finish my chores. Now I have adopted a system that works very well for me." – HSO, September interview

The HSO reported in the baseline interview that he failed to clean the toilets when supplies were available. In this pilot programme, supplies were always available, which meant that he could now plan to clean the toilets regularly. However, fitting the cleaning activities into his schedule was a large adjustment. During his August interview, the Principal confirmed this, saying, “[The cleaning protocol] has given us a bit of a problem, because when we looked at the roster, we found that if one person could follow that as it is (cleaning three times per day), they could spend the whole day in the toilets without doing anything else.” The Principal and HSO worked together to reconcile the protocol and the HSO’s roster. School B ended up with a roster in which the HSO is able to check the toilets and clean the key disease transmission areas daily and then provide deep cleaning twice a week. The cleaning roster for the School B HSO is provided in Annexure E.

*"On Monday's I fill up the handwashing soap, clean the taps, sweep the floor, and wipe or dust the windows. Tuesday's, I do the same. Wednesday's, I scrub the floors, seats, taps and sinks. **The taps and sinks are done every day in the morning.** I add handwashing soap again on Wednesdays. Thursday's, I refill the soap, clean sinks, and wipe windows. Friday's, I scrub the floor and wipe taps. Soap is available on this day so I only refill it again on Monday." – HSO, September interview*

Training about disease transmission encouraged the HSO and principal to effectively plan and adjust the cleaning roster to prioritise the toilets, as a disease hot spot. This method and cleaning roster effectively allows the cleaner to fulfil his other duties while making sure that the toilets do not endanger learners’ safety. It can be used as a model for other school cleaners.

6.2.3 Communication, Monitoring, and Accountability for the HSO

The management structure at School B was unique in this study due to the hands-on involvement of the Principal, providing monitoring and accountability for the HSO, as well as a communication link between the HSO and the rest of the school. Part of the reason this involvement by the Principal is so effective is the fact that male staff at the school use the learners’ toilets. This means that the principal is regularly in the toilets and able to report issues to the HSO. Reporting of issues is a two-way street between the HSO

and the principal, creating a unique *partnership* between the HSO and Principal, which is uncommon among other schools involved in the pilot.

"The principal fulfils his responsibilities; he is the one that is committed to the work all the time. When I have problems, and have not been to the toilets, the principal, even if it is late and he is on his way out, he makes it a point to let me know that when he went to relieve himself he found such and such a problem. Then we fix it the following day." – HSO, October interview

"[The principal] is the one who monitors the situation when I'm absent and later reports to me what is broken. TOGETHER we then make plans on how to fix whatever is broken. In the morning, while I'm cleaning the office, the principal arrives and checks the toilets and then reports to me if they are filthy." – HSO, September interview

In contrast to the effective relationship between the HSO and Principal at School B, the role of the HSM is essentially non-existent. The HSM did check the toilets on a somewhat regular basis, but there was no communication between him and the HSO. The HSO initially said in his first interview that he refused to work with the HSM, as he "didn't want to have two bosses". However, it appeared later on his unwillingness to work with the HSM was more the result of interpersonal issues. In his final interview, he suggested that it would be better if the HSM was someone who is involved in the Health Committee, demonstrating that he would in fact be willing to be monitored by someone else, just not the current HSM. This demonstrates that in order to create an effective sanitation team, it is important to be aware of any interpersonal issues which may hinder such a team from functioning before the team members are selected, specifically the teacher to serve as HSM.

Overall, the HSO's work was monitored effectively, and his voice was heard through the channels described above. Though the system functioned without the involvement of a "middle man", the HSM, this model would not work at the majority of schools, where the principal does not visit the toilets frequently (or at all), and there may be authority issues between the HSO and principal, which would hinder the HSO from effectively communicating issues to the principal. At School B, with a principal that regularly visits the school toilets and has a healthy partnership and working relationship with the HSO, there is no need for the HSM.

Reporting forms

The reporting forms were a point of contention for the HSO, and he, like most other HSOs, was unwilling to fill them in. Through follow-up and some encouragement, the team was able to get him to start filling in the forms. This was done without the involvement of the HSM, as was the case at School A. Perhaps in this situation, the Principal could have taken on the responsibility of signing off on the forms instead. The HSO suggested that the form be adjusted to remove repeated information and to reflect the actual work allocation every day. While the original model suggested that the toilets be cleaned thoroughly 3 times per day, no HSOs actually achieved this. Thus, the forms, based on the original model, ended up confusing most HSOs. Forms should be customised, and principals and HSOs should be trained from the beginning how to customise the forms to suit their specific needs.

6.2.4 Monitoring and Educating Learners

Through the pilot programme, most user issues were resolved through effective discipline, except for the issue of small learners misusing the toilets. Eight learners (out of 17 interviewed) mentioned urine or faeces left on the seats or on the floors in the toilets. The issue of small learners being unable to properly use the toilets was also reported by the HSO, since the toilet seats are either too high or the holes too big for small learners to comfortably use them.

Only 3 learners reported that someone from the school toilets monitors the toilets during break. If monitoring is limited, how did School B manage to address learner behaviours through the pilot programme? Firstly, the HSO has become an effective teacher and disciplinarian, particularly in addressing the above issue of small learners using the toilets improperly. In his interviews, the HSO indicated that while he does not address learners during assembly, he visits individual classes and gives them short talks about how to properly use the toilets. This strategy requires support from the teachers. During the follow-up visit in January 2018, the HSO indicated that he had been visiting the new Grade R classes each week and taking the learners to the toilets to instruct them on how to properly use them.

"I talk to the children maybe monthly. I address them in their classrooms. I don't even ask permission from the principal; I only ask the teachers and address the children. Each and every child is my prefect and they guard and tell on each other when there is wrong doing."

– HSO, Final HSO Workshop, November

In addition, the learners have been addressed by the principal and HSM in assembly. During assembly, learners reported that they are taught rules, such as:

1. Don't write on walls.
2. Don't jump on toilet seats.
3. Don't defecate the floor.
4. Don't play in the toilets.
5. Don't bring sticks to the toilets.
6. Don't hang around the toilets when it is learning time.
7. Go to the toilet to use them and not to play in them.

While being addressed by the HSO, HSM, and Principal, learners at School B are instructed to report other learners whose behaviour is against the rules. The learners mostly report behaviour issues, such as misusing soap or playing in the toilets.

"[The learners] do come and report. Even those that play in the toilet, they do come and report. Those that waste soap, they come and report. Those that waste water they come and report. You know, they report every minor thing they see down there." – Principal,

August interview

"We then make them police each other. Every learner is police. I use the same method of policing to stop dumping of papers and keeping the school grounds clean." -HSO, September interview

"I know the perpetrator when there is a breakage, or when there is pee on the floor, because they are never alone. As soon as one enters the toilets, another follows closely behind them to check what they are doing." – HSO, Final HSO Workshop, November

The final reason for improved behaviour, as reported by the principal, has been the regular presence of the HSO and principal in the school toilets.

"Yes, I think the regular presence of the HSO and myself at the toilets most of the time. I think it has helped because every time we see learners going to the toilet, we tell them to leave the toilets as they are and leave them in the condition they found them. So I think it's working." – Principal, October interview

It is important to note that 11 interviewed learners reported that learners have been used to clean the toilets at School B, as a form of punishment. This is a new development, which was not reported during the baseline interviews. It appears that this punishment is usually used for learners who make a mess in the toilets specifically, but it is not an acceptable form of punishment. One learner indicated that they are equipped with gloves when they clean, but more information is needed to determine whether this is safe for the learners. While the use of learners to pick up rubbish, sweep, or clean windows may be acceptable, it is unhygienic to put learners in charge of cleaning disease transmission hot spots.

6.3 Specific Solutions for Specific Problems

6.3.1 Potential for Learner Monitors

As was the case at School A, the learners, HSO, and Principal at School B shared ideas to incorporate learners officially as monitors in School B's toilets. Five learners said that their role in sanitation is to monitor other learners and tell them what they must not do. Given the active reporting already taking place at School B, it seems that this would be a very practical method for improving learner behaviour in the toilets. When asked what the principal's role is, one learner responded that "[the principal's role is] to put learners who will monitor the toilets, so that no one is at the toilet during learning time." This system may be implemented in coming years, as was indicated by the Principal. Once they effectively educate learners in proper toilet etiquette, they will feel comfortable appointing learner monitors.

"Sometimes the HSO spends a little bit of time down there even during breaks, especially to teach the young ones about how to take care of the toilets, how to use them and so forth. He does spend a few minutes down there to show them how to use the toilets, what to do, and what not to do. We are thinking of having monitors down there, but we haven't started.

We just want to teach all of them first and then we might have monitors later on, those that will be there most of the time even during breaks."- Principal, October interview

6.3.2 Proactive Maintenance

The HSO at School B was the most effective problem-solver in the pilot programme, addressing minor maintenance issues creatively. For example, the HSO at School B was the only HSO who successfully repaired the soap dispensers after they had been broken by the learners. "I make a plan like a sensible person – like I did by tying the soap dispenser with a piece of wire and turning it inwards so that it does not poke the children when they wash their hands. Even though they can notice the wire, they are safe from being poked when washing their hands. When we have money, we will then fix it properly." While he recognised his solution was temporary, he did not sit around and wait for a permanent solution before fixing it. He is empowered to take action, specifically because he knows he will be supported by the principal.

"We would buy what we need and I would install it, because I'm able to do such jobs. Instead of hiring a person who will cost us a lot of money that the school doesn't even have, we make a plan. I take tools and fix or connect a tap that's broken. Other things are fixable; others I don't think are fixable. But small breakages are fixable, and I fix them myself." –

HSO, September interview

6.3.3 Departmental Involvement

The Principal at School B was unhappy with the repairs done by the contractor appointed by the Department of Education at the beginning of the programme. Specific issues were poor workmanship in installing pipes and taps and the wall-mounted urinals being insufficient in number and inappropriate for their context. While they previously had a trough urinal which accommodated a number of boy learners, this was replaced by two wall-mounted urinals.

"We only have two [urinals] and we have got too many boys. We've got one for the smaller boys and one for the older boys. It creates problems there in the toilet. Yes, maybe we could look at that... We see that the type that we have there is not enough for these boys." –

Principal, August interview

During his August interview, the Principal reported that the representative from the Department of Education infrastructure department had come to the school to see the things that were not completed or done properly by the contractor. From the Principal's reports, it sounds like this representative came one more time in the schoolyear, took note of the issues, and then never followed up again. This activity from the Department was more than at any other school during the pilot programme, but no further improvements were made as a result of these visits.

7 Case Study 3: School C

7.1 Baseline Context

7.1.1 Institutional Overview

The staff reported serious behaviour issues among the boys. They said that some boys spend 4 of 6 periods in the toilets, bunking their classes. The project team saw evidence of this during a visit to the boys' toilets during class time: a large number of boys who were in the toilets saw the team coming from a distance and began to run away from the toilets in different directions. There was evidence (needles and dagga seeds) of drug use on the floor in the boys' toilets. It appears that the principal has not done anything to address this. He said that in the past when boys' and girls' toilets were in close proximity there were a number of incidents of rape. The principal reported that he had been requesting help from the Department for many years. In July 2016, a team from Public Works came and assessed the infrastructure and said that it would be repaired shortly. The principal had no idea when this will actually happen.

7.1.2 Sanitation Infrastructure

The sanitation infrastructure at School C is summarised in Table 10 and the school layout shown in Figure 16. All toilet blocks were extremely dirty during the baseline assessment, due to never being cleaned except by learners as a form of punishment. The boys' toilets are located far from the learning area, across a recreational field. There is an old block of Pungalutho toilets on the way to the boys' block. These are no longer used, but boys urinate in the entrance. It is possible, given the activities going on in the boys' block, that learners who do not want to visit the boys' block instead use these for urinating. There is another block of Pungalutho toilets used by the cooking staff. The girls' toilets are located very near to the staff toilets and classrooms. At this school the teachers' flush toilets are also dysfunctional: all of the toilets were running during the baseline visit and raw sewage is reported to overflow frequently into the playground. A single standpipe is used by all learners in the school because there are no working taps in the toilets.

Table 10: School C sanitation infrastructure summary

| User | Boys | Girls |
|--------------------------|------|-------|
| School capacity | 250 | 250 |
| Actual enrolment | 240 | 240 |
| VIPs | 6 | 8 |
| Toilet ratio at capacity | 1:42 | 1:31 |
| Taps original | 4 | 4 |
| Taps design ratio | 1:62 | 1:62 |

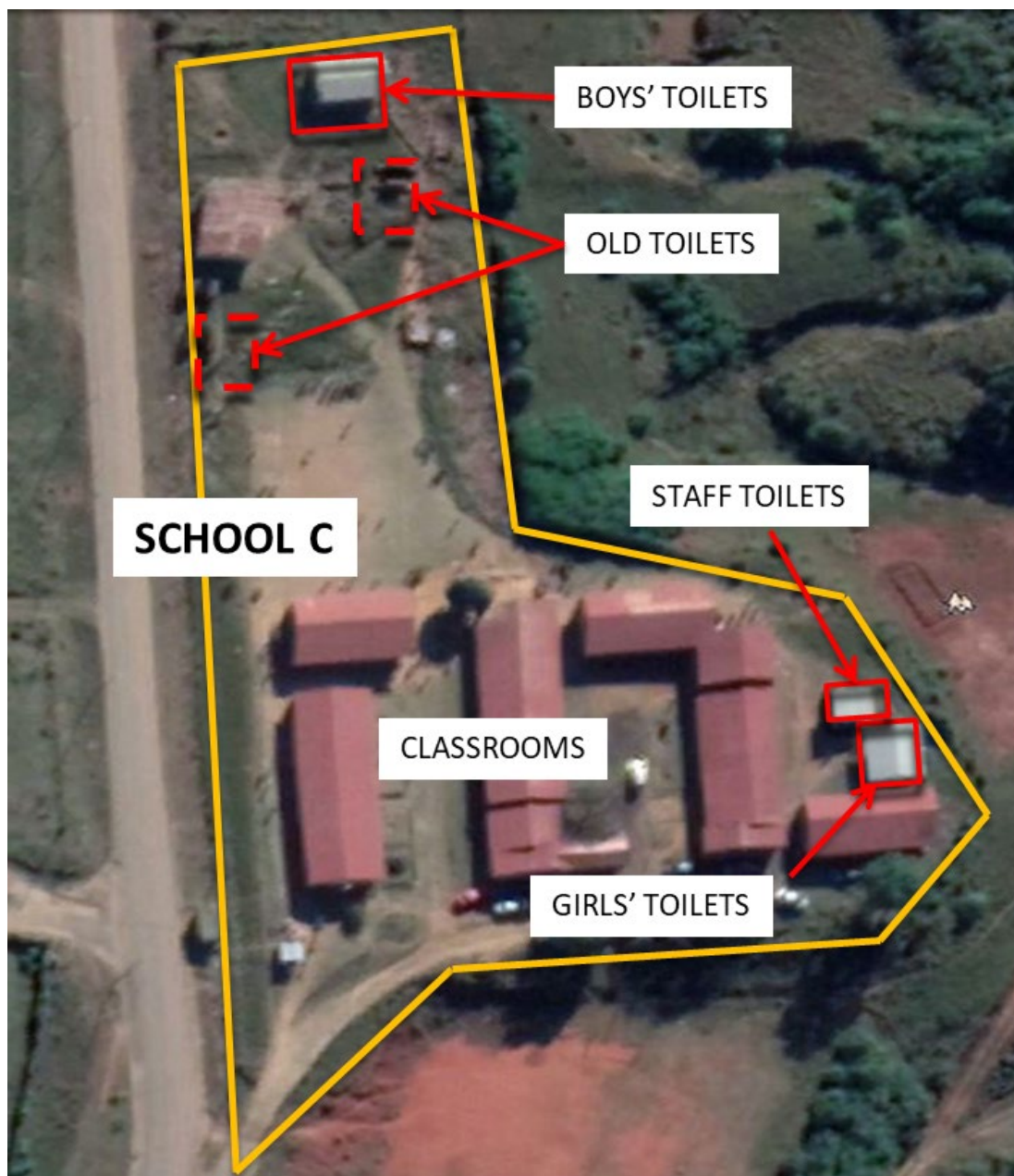


Figure 16: School C layout of school grounds

7.1.3 Upgrades by the Department of Education

The upgrades to the toilets recommended by the project team are listed in Table 11. In addition, other needs included old pits being filled in; old Pungalutho toilets being demolished; locks for doors in the girls' toilets being provided; and repair of pit covers and vent pipes.

Table 11: Sanitation upgrades needed at School C, determined during baseline assessment

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits/sewer |
|--------------|-----------|---------------------|-----------|-----------|----------|----------|----------|--------------|
| Boys | 6 | | 6 | 3m | 1 | 4 | 4 | Nearly full |
| Girls | 8 | | 5 | | 0 | reattach | 4 | Nearly full |
| Staff | 3 | Repair leaks | 3 | | | | | Blockage |
| Total | 17 | Repair leaks | 14 | 3m | 1 | 4 | 8 | Empty |

Though many of the team's original requests were not carried out, the toilets at School C were in a visibly much better state following upgrade by the Department of Education. Evidence of renovations carried out by the contractor and some comments are provided in Figure 17. The school's toilet blocks were painted on the inside. Basins were repaired in both boys' and girls' blocks; ceramic urinals were installed in the boys' toilets; and broken windows were replaced. After renovations, the school kept the boys' toilets locked, because they were waiting for the Department's inspector to come and approve the work. Due to the toilets being locked after renovations, boys were initially using the old Pungalutho toilets or the bush to relieve themselves. The school was encouraged to unlock the boys' block to allow them to use it. During the initial renovation period, the Department was requested multiple times to demolish the Pungalutho toilets, as was the case at many other schools, but no response was made.



Boys' toilets before (left) and after (right) renovations: The walls and floor were cleaned and painted, providing a visible improvement for the toilets.



Basins in the girls' toilets before (left) and after (right) renovation. Basins were reattached and taps and water supply piping installed. However, with the position of the taps, and the holes on the top of the basins, water often dripped through the holes, creating large puddles on the floor and making access to the toilets difficult.



Pit covers (left) were not repaired or replaced, and old Phungalutho toilets (right) were not demolished.

Figure 17: Photos of renovations carried out at School C by the Department of Education

7.1.4 Management of School Sanitation

The management structure for sanitation at School C during the baseline assessment is shown in Figure 18. The school cleaner reportedly refused to clean the school toilets, and the toilets were cleaned by learners as a form of punishment. The cleaner reported much frustration with the learners who continually break things in the toilets and leave a mess. The principal at the time and the HSM reportedly visited the toilets fairly regularly in order to identify any learners that were bunking class or doing anything against the rules. The toilets, particularly the boys' toilets, were centres of misbehaviour, including smoking, vandalism, bullying, and other issues common to high schools.

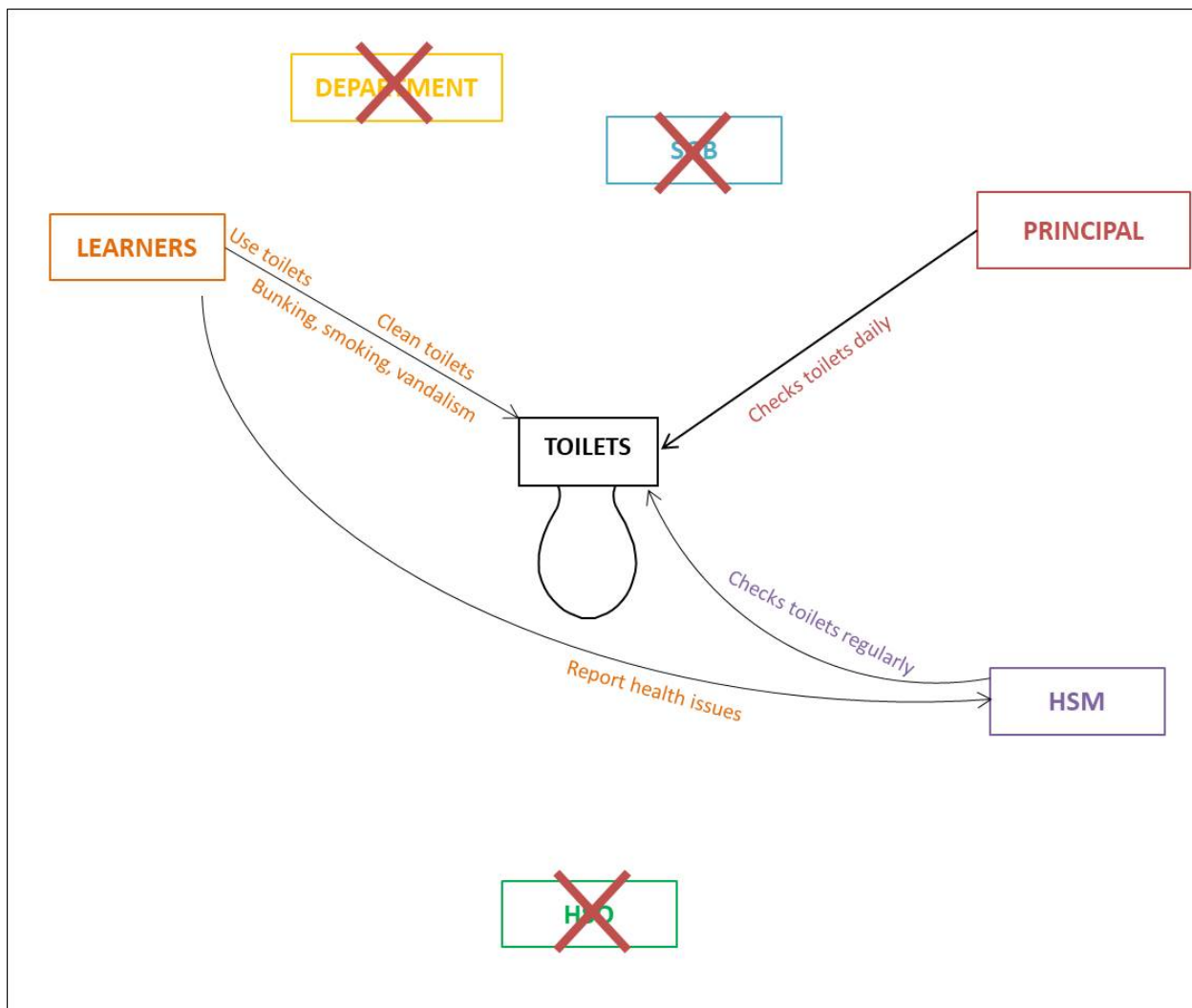


Figure 18: School C sanitation management structure at baseline

7.2 Impact of the Pilot Programme

School C was an anomaly in the pilot programme for a number of reasons, including: a cleaner who adamantly refused to clean the school toilets; the appointment of a security company to monitor the

school grounds for the school year; and three principal changes which took place between the initial workshop and the end of the pilot programme. As shown in Figure 19, the pilot programme led to some improvements in the sanitation management structure, though overall, the school ended the year in limbo, without regular cleaning of the toilets or ownership by the new principal. Some specific characteristics of the School C situation and how they were or could be addressed are described below.

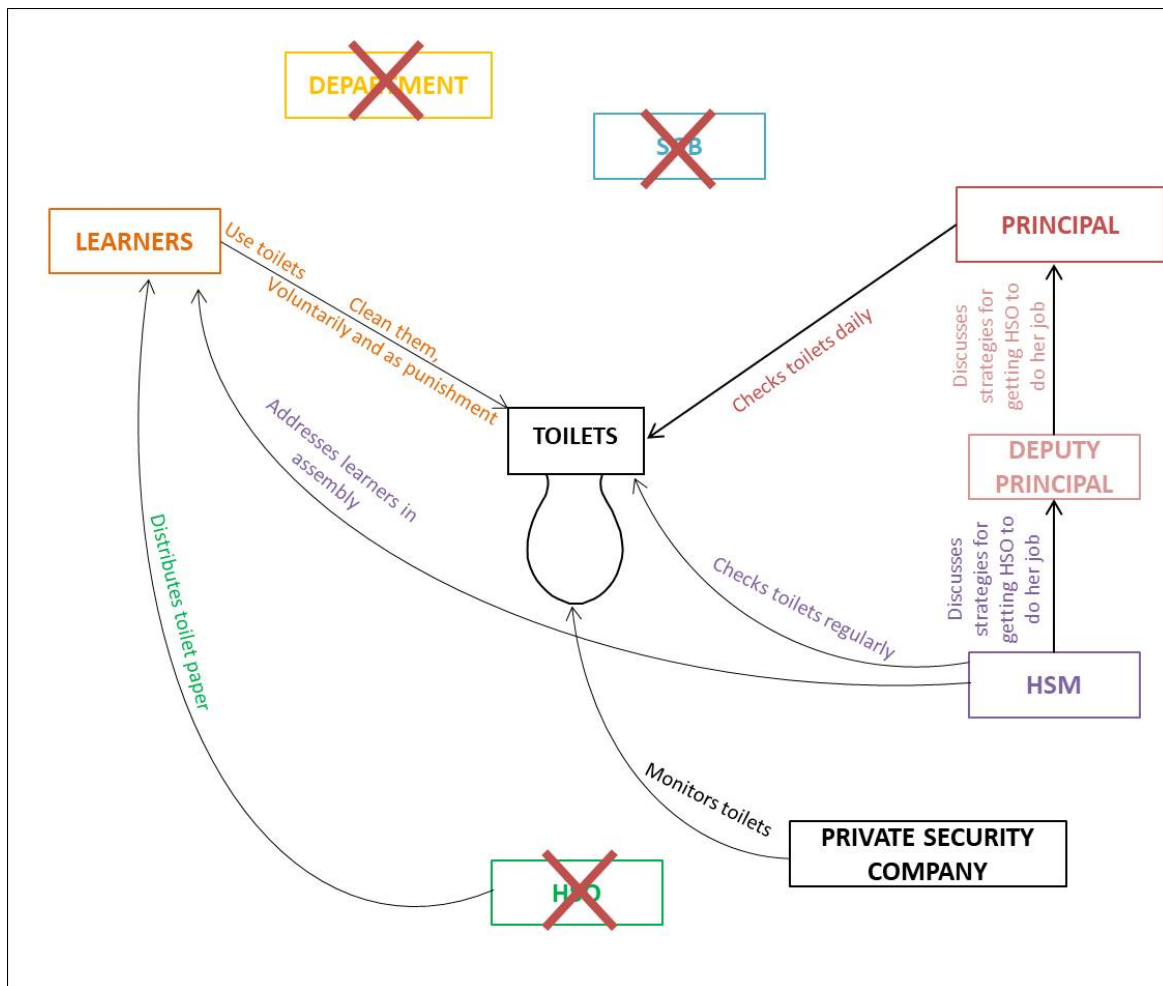


Figure 19: School C sanitation structure at the end of the pilot

7.2.1 HSO struggles

“With approximately 35 years of cleaning experience, I do not need to be told how to clean.” – School C Cleaner, during cleaning demonstration

The School C Cleaner had a very negative attitude towards the programme. This, coupled with her outright refusal to clean the school toilets, was the major barrier to healthy toilets at School C. She had been cleaning for 35 years and for all that time had somehow gotten away with never cleaning the learners’ toilets. Rather, learners were often made to clean the toilets as a form of punishment, which is

unacceptable due to the health and hygiene risks. While most other HSOs in the programme did not want to clean the school toilets, there was a general acceptance of the fact that it was part of their job. However, the cleaner at School C simply stated that she was not supposed to clean the toilets that it was not in her job description, citing a meeting she had had with the SGB where this was agreed to. The most obvious solution to this problem is for her supervisor (the principal) to enforce her job description and require that she clean the toilets. However, with threats of getting her union involved and the multiple principal changes during the programme, the school leadership was not empowered to address this issue. In fact, they did not even have a copy of her official job description. During her interview in June, the HSM expressed the debate that was going on within the SGB in regards to this issue:

“I last spoke to the SGB when we were discussing the issue of the school’s permanent HSO that she will be the one cleaning the learners’ toilets as she was also the one that attended all the training sessions. It seemed as if a response from the department was still awaited to find out if cleaning the learners’ toilets was in her job description, because there was a notion that she is not supposed to clean the learners’ toilets.” – HSM, June interview

During the period of waiting for a response from the Department, the school appointed someone to clean the toilets, so that the pilot programme could carry on. The cleaner for the toilets was paid R1 000 each month and managed to clean the toilets twice each day, also providing monitoring of the girls’ toilets when she wasn’t cleaning. This worked extremely well, and the toilets were in a good condition as a result of her cleaning. The HSM reported that the learners’ attitude towards the toilets improved, as they realised the benefit of the regular cleaning and wanted to make sure that the toilets remained clean. However, this solution was not sustainable for the SGB, and the cleaner was dismissed after a period of 2 months, without any consultation with the HSM. In fact, the SGB did not notify the HSM about their discussions to dismiss her, and she felt disempowered by this, since she was the main champion for toilet management.

Following the dismissal of the cleaner, the Deputy Principal and the current principal tried to get clarification on the cleaner’s official job description from the Department. The project team assisted in the effort and contacted an administrative woman in the Department to get a copy of the job description. The woman sent it to PID, indicating that schools were all given a copy of the job description in order to help with performance management. It is unknown why School C, and the rest of the schools in the pilot programme for that matter, did not have a copy of this job description. The job description is attached in Annexure E and clearly lists ablutions at the top of the cleaner’s duties. Once School C received this job description, the Deputy Principal indicated at the closing workshop that they planned to sit down with the school cleaner and clarify what her duties are, as per her job description:

“The problem I see is that we inherited cleaners from managers who have been with the schools for a long time, only to find that the cleaner got away with not doing certain things... But since the job description is in place, I will assure you that we will sit down with the principal and the cleaner to discuss it. At the beginning of next year, cleaning of toilets

begins. I believe that we should not think that if we are unionised then we are free to get away with not doing our jobs.” – HOD, Final HSM and Principal Workshop, November

While regular cleaning of the toilets was not yet resolved at the close of the pilot programme, it seemed that the pilot programme empowered leaders at the school with information and encouraged them to finally address the issue of toilets not being cleaned. However, during a telephonic conversation with the principal of School C in January 2018, it was revealed that no such meeting ever took place and there did not seem to be any plans to have such a meeting. The principal indicated that the toilets were not being cleaned and ended the conversation. Thus, the process which was undertaken by the Deputy principal and previous principal of School C in 2017 was cut short, and no fruit has yet come from it.

7.2.2 Regular Monitoring

Early in the 2017 schoolyear, a new principal was appointed as a result of retirement of the previous principal. Sadly, someone who was unhappy about this appointment trespassed on the school grounds one Saturday and murdered the newly-appointed principal in front of a classroom of learners. This event was obviously traumatising and led a wealthy man from the neighbourhood to donate the services of a security company for the entire schoolyear. Thus, for the entire schoolyear, the School C school grounds were patrolled by at least 5 security personnel. Some of the security guards were stationed at the front gate of the school, while others patrolled the perimeter of the school, to keep any intruders out.

Though these circumstances were tragic, the increased monitoring capacity brought about by the presence of the security guards led to great improvements in learner behaviour in the school and specifically in the toilets. A few security guards were appointed to the toilets and surrounding area, which was far out of sight of the classrooms. The guards regulated learners coming in and out of the toilets, to prevent over-crowding, and they prevented bullying, vandalism, and bunking that was previously so common. Improvements were also observed in the girls' toilets, due to the presence of the specially-appointed cleaner in the middle of the year. School C saw great improvements in learner behaviour, as was reported by the HSM and the various principals at the school.

Though this system is unsustainable, and it is highly unlikely that the security presence will carry on into coming years, it demonstrated the impact of regular monitoring in the school toilets on learner behaviour. Having monitors present in the toilets held learners accountable for their actions, as it was not so easy to get away with misconduct. Though schools are unlikely to have such a large presence of security guards on their premises, they must come up with some plan for monitoring the toilets, using school staff as well as learners, if they are going to see any improvement in behaviour.

One strategy that was reported by the learners during their midyear interviews was the practice of locking the toilets during class time, to keep learners from skipping class and spending time in the toilets. This appeared effective, as no learners interviewed in September reported bunking as an issue. Smoking was also not reported by any learners. However, in final interviews in November, 2 learners reported that others bunk in the toilets, and two reported smoking. The learners who reported bunking said that learners would often leave class when asked by teachers to run errands, and they would simply remain in

the toilets until break time. It appears that once the specially-hired HSO left, no one took the responsibility of locking the toilets during class time, which led to behaviour problems similar to before.

7.2.3 Changes in Leadership

The other great challenge at School C, which was mentioned previously, was the many principal changes throughout the schoolyear. The PID team dealt with four different principals during the course of the study, only one of whom attended the initial workshop. Before launching the programme, the PID team met with the new principal, discussed the programme, and got his buy-in. He expressed great interest in the programme, and he was the one who initiated discussions with the SGB about appointing a designated cleaner. This principal also initiated the work of locating the school cleaner's job description in partnership with the Deputy Principal. However, he eventually left without the project team's knowledge. The principal who took over during the second half of the year was uninformed about the sanitation programme. During final interviews, it was clear that the newest principal was unaware of the programme and even unaware of the role that the HSM was playing. This change in leadership seems to have stunted the efforts of the Deputy Principal and previous principal in locating and enforcing the job description of the school cleaner, as described above.

To cope with changes in the leadership of the school, it is important that the roles for sanitation management are shared among a team. In the case of School C, the constant member of the sanitation team during 2017 was the HSM. She continued to monitor the toilets and address learners in assembly, despite the frequent changes in school management. However, it appears that she was not empowered to disseminate the information of the programme to the new Principals as they came in. The role of the HSM, as a champion of sanitation, must be highlighted when initiating this management programme. The HSM is a person who will carry the values of improved sanitation forward into the subsequent schoolyears. The same is true about the Principal's ownership of the programme, as there may come a point where the HSM leaves the school, but sanitation management must not leave with her. With more than one person carrying the burden of sanitation, the programme's longevity becomes more possible.

7.2.4 Learners' Ownership of the Toilets

Interestingly, the two months when the toilets were regularly cleaned had an impact on the School C learners' motivation to care for their toilets, particularly among girls. During the final workshop, the School C HSM said, "Some of my learners at the A-level who loved our toilets when they were clean volunteered to do the work. They requested to clean the toilets during their free periods or when a teacher is absent. I used to make sure that the children got protective gear such as gloves while they cleaned the toilets. The challenge was with the size of the boots as they were too big for their feet. The children played a huge role while the aunty is unprepared to clean the toilets." While it is unacceptable to have learners cleaning the toilet, especially when someone is employed to do it, this anecdote demonstrates a sense of ownership among the learners. They recognised the benefit of having clean toilets, which motivated them to play a role in keeping them clean.

It is important to note that this motivation did not lead to an increase in learners reporting issues to teachers. Out of fourteen learners who reported some issue, whether behavioural or maintenance-related, none of them indicated that they had reported the issue to a teacher or staff member. Generally, they said that they had discussed the issue with their friends, but there was no initiative to report issues to staff. One response from a boy learner in the final interview highlighted the impact of intimidation and fear of other learners on the ability to report issues: “If I report them, after school they will hit me.”

8 Case Study 4: School D

8.1 Context

8.1.1 Institutional Overview

School D has 391 learners in Grades R-4. When the baseline was carried out, a merger between School D and School A was under discussion, and it was assumed that both schools would be combined at the School D campus. The Hilton *Build It* hardware store recently sponsored the construction of an administrative block and one classroom, and also contributed a flower bed.

8.1.2 Sanitation Infrastructure

A summary of sanitation infrastructure at School D is shown in Table 12, and the school layout is shown in Figure 20. Overall, there are an adequate number of toilets at the school to accommodate the enrolled junior primary learners. There are two sets of sanitation blocks used by learners. Neither block is within visual contact of staff as they are positioned behind classrooms, which is a safety issue for JP learners. In addition, they are arranged awkwardly, with doors of the one block located at the far end and the other block located down a flight of stairs, making access more difficult and increasing the risks for young JP learners, who would not be heard by the teachers if they called for help.

Table 12: School D sanitation infrastructure summary

| User | Boys | Girls |
|---------------------------|--------|--------|
| School capacity | 250 | 250 |
| Actual enrolment | +/-200 | +/-200 |
| Lower block VIPs | 3S+2U | 5 |
| Upper block VIPs | 5 | 5 |
| Total toilets | 10 | 10 |
| Ration at design capacity | 1:25 | 1:25 |
| Taps designed | 4 | 4 |
| Taps design ratio | 1:62 | 1:62 |

The top blocks (5 boys, 5 girls) have an unusual type of pedestal. The pedestals are tall (while the learners are small, being junior primary children) and structurally sound but those in the boys' block are badly stained by urine. None of the stalls had doors and while each block had provision for one basin, one basin had disappeared and the other had no tap. The walls separating the toilets are low, which would be a privacy issue if older learners were added to the school.

The other block (5 girls, 3+2U boys) has VIPs which had no seats but very large holes (although the outlet of the pedestal is smaller), making it very difficult for small children to use. Each gender's toilets had 3 basins, and 2 taps were missing.

The school has two JoJo tanks, which are used by learners for drinking water. The principal suggested that, as there are no handwashing facilities in the upper toilets, it would be good to get another JoJo tank which

could be positioned near the toilets and used for that purpose. There are open pits remaining at the bottom near the garden from old toilets, which are a hazard.



Figure 20: School D layout

8.1.3 Upgrades by the Department of Education

The upgrades in Table 13 were recommended by the project team for School D to qualify for the pilot study. The other needs suggested by the team were: paint for the floors, as they absorbed urine and were impossible to clean; seats fitted to the lower blocks which were suitable for small children; repair of the security gate in the boys' toilet; a new JoJo tank for handwashing; more urinals for both boys' blocks; and addition of more pedestals in the lower girls' block.

The Department's contractor did not accomplish all of the above-suggested improvements during the renovation period. In the bottom boys' block, the walls and floor were painted, broken windows were replaced, and two new urinals were installed. The bottom girls' toilet block was also painted and windows were replaced. The top block of toilets was largely neglected, with the only substantial improvement being the installation of doors in the girls' toilets. However, these doors were found insufficient to achieve the desired privacy outcome, as they were not long enough. Photos of the work done by the contractor are shown in Figure 21, Figure 22, Figure 23 and Figure 24.

Table 13: Proposed infrastructure upgrades for School D, identified during baseline assessment

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits |
|-------------|----------|-----------|----------------------|---------------------------|-----------|----------|-----------|-------|
| Boys lower | 3S+2U | | 3 | 1 missing, 1 disconnected | 3 | | 2 handles | |
| Girls lower | 5 | | 5 | | 1 | | | |
| Boys upper | 5 | | 5 (damaged by urine) | | 5 | 3 | 3 | Full |
| Girls upper | 5 | | | | 5 | 3 | 3 | Full |
| Total | 20 | | 13 | 2 | 14 | 6 | 8 | Empty |

**Figure 21: Urinals in the lower boys' block – old (left) and new (right)**

When the project team visited, the water from the urinal tap was running, as learners had broken the valve for the urinal. In addition, the new urinal on the left quickly broke, due to learners trying to climb on it. A similar outcome was observed at School A.

**Figure 22: Both the boys' and girls' bottom blocks had windows repaired and painted: before (left) and after (right)**



Figure 23: Doors and walls in the lower blocks were painted, and broken doors (left) were replaced during renovations



Figure 24: The doors installed in the girls' upper block were inadequate, since they did not reach the floor and were positioned high off the ground. They also were not equipped with locks, which further limited the degree to which they would afford girls the intended privacy.

8.1.4 Management of School Sanitation

The management of school sanitation, as reported by the HSO, HSM, and Principal at School D during the baseline interviews, is shown in Figure 25. There was originally no staff member specifically allocated to sanitation at the school, and no one paid much attention to the toilets, except for the HSO when he was cleaning 3 times per week. During his baseline interview, the HSO made it very clear that though the principal may visit the toilets randomly, he is the one who is there regularly and able to see what happens in the toilets.

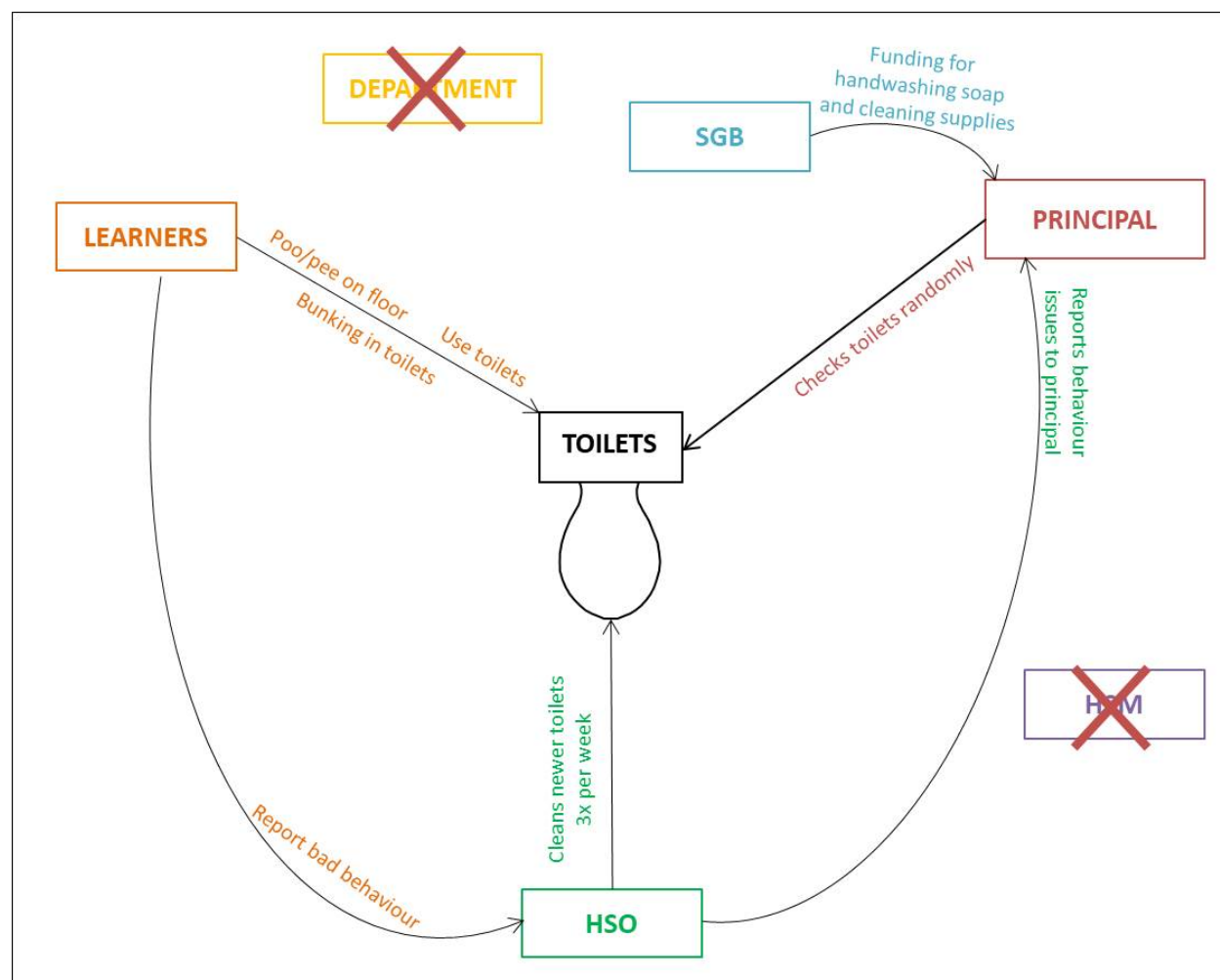


Figure 25: School D baseline sanitation management structure

8.2 Impact of the Pilot Programme

The revised management structure for sanitation at School D at the end of the pilot programme is presented in Figure 26. The major change in this structure was the introduction of the HSM as someone for learners to report issues to and to address learners about the toilets in assembly. In addition, it appears that the HSO's job was expanded slightly to include some minor discipline and monitoring of learners during break time. More details about the pilot programme in School D are provided below.

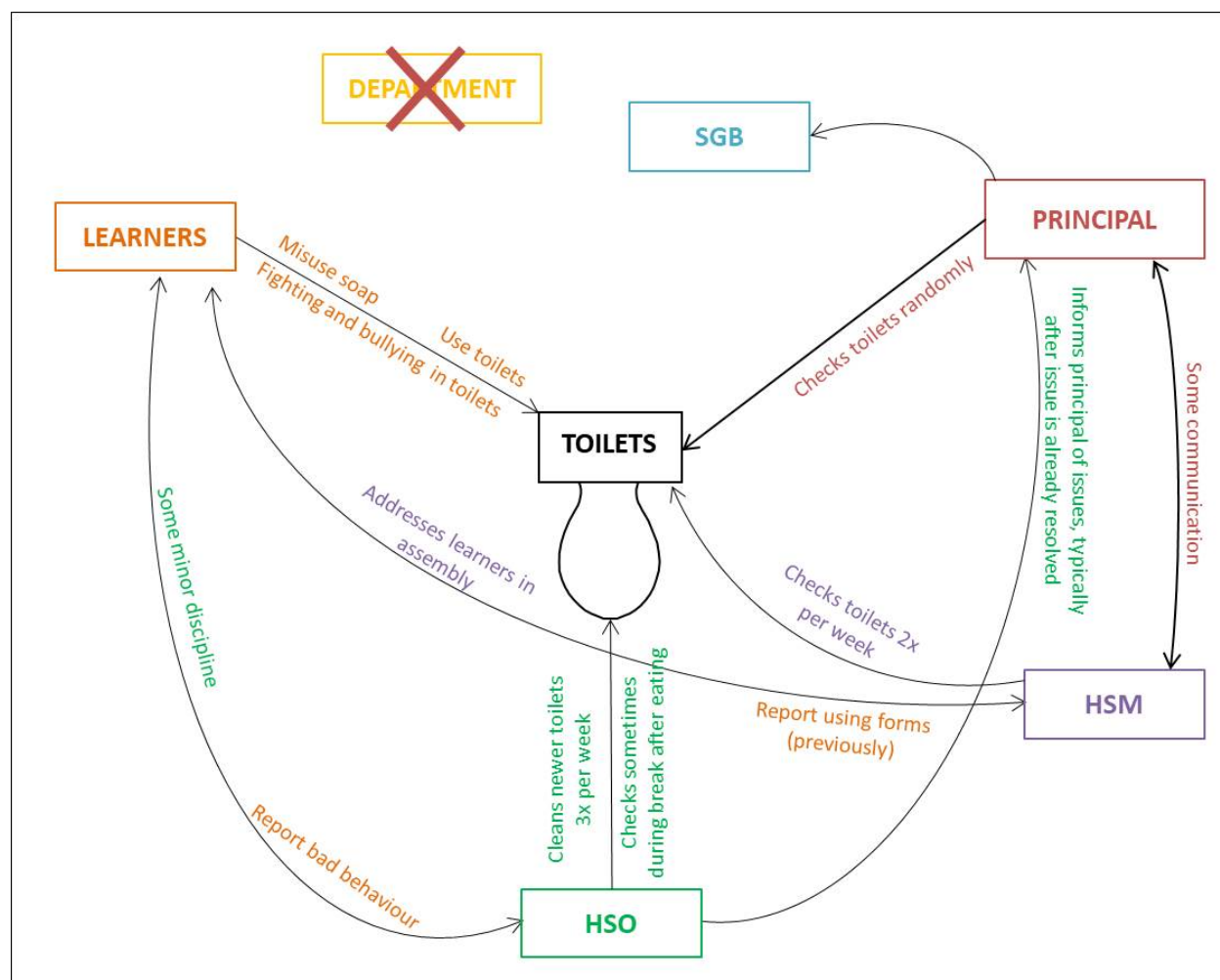


Figure 26: School D sanitation management structure after the pilot programme

8.2.1 Provision of Supplies

The HSO had very little to say specifically about the cleaning materials provided to him through the pilot, but it was a significant upgrade from only using Jeyes Fluid, as he did before. He typically mixes Domestos and water with a bit of Handy Andy to clean the toilets. The most interesting aspect of supplies at School D was with regards to toilet paper distribution. The method for distributing toilet paper to the learners was that the HSO would deliver a few rolls to each class, and then the teachers would distribute toilet paper as needed. The learners approach the teacher and ask for toilet paper when they need the toilet. The HSM reported that this method was correct and worked very well, but the HSO disagreed. "Another issue that exists is regarding toilet paper. Some learners are scared to request toilet paper from their teachers; they just go out of the classroom without any and go and search for a paper from the rubbish pit." To address this issue, the HSO suggested that toilet paper rather be rolled for them and placed somewhere for them to take, so that they do not have to ask the teacher.

8.2.2 Cleaning protocol

“It depends on how dirty they are, but as per my roster I clean them twice a week, because I have too many things to do. But I do check them in the morning before break time and sort out whatever needs attention, and then go continue with my other work. Sometimes it happens that I clean them the whole week, mostly the hand-washing basins and the seats. I clean them every day. I do not really clean the floor, walls, and windows every day.” – HSO, June interview

The School D HSO increased his cleaning to three times per week by the end of the pilot programme, but he was also actively involved in checking the toilets regularly and sorting out issues as they came up. The official roster for the School D HSO is provided in Annexure E and included cleaning toilets 3 days per week. It appears the HSO works precisely with the roster given to him. This aligns with the principal reporting that the SGB and School Management Team requires that he cleans the toilets three times per week. Though the piloted programme called for him to clean the toilets daily, he reported in every interview that he had far too many other responsibilities for that to be possible. “I have a huge workload that includes cleaning verandas, the office, staff room, and the grounds; this prevents me from attending the toilets every day.”

8.2.3 Communication, Monitoring, and Accountability for the cleaner

Communication among the different actors on the sanitation team at School D is difficult to describe, as what was reported in interviews differs quite substantially from what was reported during the final workshops. The HSO had some accountability with the original HSM at School D, who checked the toilets daily and sat down regularly with the HSO to discuss issues. However, the story was different in the middle of the year, after the HSMs from School A and School D were switched, as described above.

“I am mostly responsible for the toilets. They don't have time to go and check them. Even when there are problems, I am the one who identifies and reports it without them noticing. They are all females, so they use the same toilet at the top. As the only male, I am able to access all the other toilets and attend to all other toilets. So they are not used to going to check the toilets.” – HSO, August interview

From this quote, it appears that the HSO is not actively supported in the management programme, which is no different than the situation before the pilot programme. There is no regular monitoring of his work, and he only reports when there are breakages and learner behaviour issues. In his final interview, the HSO said that he reports breakages to the principal, but only after he has resolved them. When learners report issues to him, he “goes and sorts it out without going to the principal.” The principal confirmed that he usually reports issues to her, but she has attempted to get him to report more to the HSM, so that they “are having one and common understanding of what is the current situation.” However, at School D, it is clear that any reporting is not for the sake of solving the problem as a sanitation team but simply rather for the HSO to inform the principal of what happened.

During the final HSO workshop for the programme, the HSO opened up even more about the lack of communication, specifically between him and the principal. He explained passionately that there was actually no communication between them, and when there was, it was only due to a pending visit by the PID research team. According to the HSO, the principal would simply tell him to report the same thing that she said about how they work together. This lack of monitoring and communication appeared to frustrate the HSO, particularly when it came to reporting broken items in the toilets, such as the urinal that had broken and had simply been ignored. He did not feel heard and supported, and this reduced the degree to which he was empowered. The School A HSO, who works for the same principal, responded to the School D HSO's concerns with more positivity, pointing out that even if communication is weak and only happens before PID visits, at least it happens, unlike previously.

"Communication in our school (School D), sometimes I have to be honest, there is no communication. I am not going to lie. Communication only existed when you came for interviews... They know that I will tell the truth that no one checked the toilets; then they asked that we should be on the same side and say the same thing. I clean the toilets but the teacher and the principal never check them, because they have the staff toilet which is always clean." - HSO, Final HSO Workshop, November

Interestingly, the principal of School D also expressed an unfiltered frustration with working with the HSO during the workshop for HSMs and principals. During her speech, she communicated the level to which she felt powerless to supervise him. Whether or not her inability to manage him was due to gender differences, as she describes below, their different personalities, different working styles, and mutual disrespect for each other contributed to her feeling of powerlessness.

"I am just sharing problems because if the person is employed by the department, you never know how to handle him/her. You are trying to help where you are supposed to help develop the person, but you find that they still do as they please. Especially if it is a male, it becomes very difficult. There is that thing that this is a woman. Men are used to being in the position of power, so they don't want to be told by us, forgetting that this is a job. We are not here to beg, we are not related, and we are here to work according to our job descriptions and according to our appointments into this particular position." – Principal, Final Workshop, November

Both of these candid responses reveal tension between the HSO and principal, which is likely the cause of a lack of communication, accountability, and monitoring for the cleaner's work. While both sides tell a different story, they reveal that interpersonal issues contributed to the HSO's independence in managing the toilets. This lack of teamwork leads to a lack of accountability for the HSO in cleaning the toilets; a lack of accountability for the HSM and Principal to respond to issues; and a lack of common vision for sanitation at the school.

Regardless of the absence of a sanitation team at the school, the HSO filled out the forms, but he did not fill them out correctly. When PID got copies of the forms, he had filled them out in a way that indicated

that he cleans them at least once per day, if not more. This differs from what he reported, demonstrating a lack of understanding on how the forms should be filled out.

8.2.4 Monitoring and Educating Learners

As confirmed by everyone, including 9 out of 11 learners interviewed, there is no system of monitoring the toilets at School D. This lack of a monitoring system especially has an impact on learners' behaviour in the toilets which are up the hill and out of sight. One learner said, "The minute that they are at the top toilets, they are naughty because they know no one is there." The most monitoring that happens is the HSO going to the toilets during break after he finishes eating. In addition, Grade R learners are monitored when they go to the toilet. The lack of monitoring by others is mostly due to a lack of time.

"But during break it's not easy for the teachers to monitor the toilets, because as the kids are young here, and there is the nutrition programme taking place, so the teachers' responsibility is to dish up for the learners, let them sit down and enjoy their meals, then they sit down with their kids in the classroom and enjoy their break. So it's not easy for them to go out." – Principal, October interview

The major behaviour issues reported in the toilets were bullying (8/11 learners) and misuse of soap and water, which was mainly reported by the HSO and 6 learners. Learners at School D are relatively good about reporting behaviour issues, which was likely behaviour cultivated when the first HSM was at the school, as he used the learner reporting forms and made learners aware that they should report issues to him. When addressing behaviour issues, the HSO typically takes a disciplinary approach when dealing with the older learners, as he reported in the final workshop:

"I would say the young ones listen. The problem is with the older ones, Grade 3 and Grade 4. You can control them by being strict. Let them know that if I find them doing this there will be consequences. This lets them know that bad behaviour will not be tolerated... If they report someone for misbehaving, you go get that child and make them fix what they messed up. They know from experience that if they do something, they will have to fix it." – HSO, Final HSO Workshop, November

The principal and HSO both agree that behaviour has improved due to increased instruction and teaching, mostly through the assembly. The improvement in behaviour contributes to making the cleaner's job a little easier. Learners shared the following rules in their school toilets:

1. Use toilet paper; don't wipe on the wall
 2. We must clean our toilets and uncle (HSO) must help us
 3. We must not touch the toilet seat with our hands because we are going to get germs
 4. Don't defecate on the floor
 5. Wash your hands
 6. We must not jump on top of the toilets
 7. We must not waste soap
-

8. We must not write on the wall
9. We must not urinate on the floor

"But there is great improvement because they have been taught, [awareness assemblies] have been held. So even the HSO doesn't have challenges now at the toilets. It's just sweeping and provision of the waste bins down there. [It has] caused great improvement also pertaining to the cleanliness around the toilets." – Principal, October interview

8.3 Specific challenges

8.3.1 The boss, but not the employer

As mentioned above, the principal's and HSO's relationship is strained as was reported separately in their respective closing workshops. In particular, participants at the HSM and Principal workshop were asked to provide insight into their experience managing school cleaners, who are directly appointed by the Department of Education. The School D principal described her struggle with the PMDS (Performance Management & Development System) process, which is the annual performance review that is carried out for the cleaner and other Department employees. The cleaner is meant to rate himself on a number of activities in his job description, and then the principal rates him and submits it to the Department of Education. She described that the ratings she submitted to the Department were worse than how he rated himself, based on her own observations. The Department questioned her about why she reduced his ratings, and she was later instructed to change his ratings. "I cannot change ratings since they reflected his performance within the school. If I did that then it would mean that they can do whatever they feel like doing, and we give them high ratings."

It is difficult to know the whole story without hearing the HSO's point of view, but what this does emphasise is the importance of clarity in terms of job descriptions as well as trust and positive working relationships between the principal and HSO. Regular reporting, both written and verbal, may have helped with the discrepancy found in this performance review process. However, as was previously described, the HSO seems to have operated without any supervision, at least in the toilets. In addition, the principal's struggles to supervise the HSO are mostly the result of the fact that he has been appointed by the department and not by her or the school directly. "If the person is employed by the department, you never know how to handle him or her." Though this type of hierarchy is common to most organisations, the uniqueness of this situation is that the employer, the Department of Education, is located far away, both physically and organisationally, from the supervisor, the principal.

8.3.2 Old toilets

School D has two toilet blocks, as shown above. The top block of toilets is older and in a much worse condition than the bottom block of toilets. Furthermore, the upper block of toilets was only cleaned occasionally, and a number of learners indicated that they are unhygienic:

"Yes, if they can get someone to clean the toilets at the top. The toilets at the top are not healthy. They just pay more attention to the toilets at the bottom than the top ones. They have paper on the floor, grass, and we end up using the toilet at the bottom." – Learner

Originally, they split up the users between the two toilet blocks – older learners using the older blocks of toilets and younger learners using the newer block, because these toilets were closer to the teachers. It appears that this had a negative impact on learners' ability to monitor each other. The older learners could not effectively teach the younger learners proper toilet etiquette, which led to actions such as wasting the soap and water and urinating and defecating on the floor. However, the split was also likely to reduce bullying of younger learners by older learners.

It is understood that keeping old toilets accessible increases the total number of toilets available to learners, but this may not be ideal, particularly if the old toilets are dangerous for learners to use. In this case, it appears that the old toilets are simply too much to fit into the HSO's roster, and they have thus been neglected. But they are still used by learners actively and thus, they put learners at risk of disease since they are not properly cleaned. One solution to this problem is to close the old toilets now that the new ones are built. However, that would increase the user-to-toilet ratio from 20:1 to 40:1.

9 Case Study 5: School E

9.1 Context

9.1.1 Institutional Overview

School E shares a fence with School A. The school has capacity for 500 learners, with about 270 girls and 200 boys currently enrolled. School E, like a few other schools, also went through a principal change from the time of training to the time of the programme launch.

9.1.2 Sanitation Infrastructure

School E's sanitation infrastructure is summarised in Table 14, and the schools' layout is shown in Figure 27. The school is arranged in a large U shape, with all doors on the inside of the U and the learner toilets situated behind the closed part of the U. This requires learners to walk to the end of the classroom block, around to the back and down again, and then down a dirt path to the toilet. This allows no visual contact between staff and toilets and no monitoring of behaviour issues. This is exacerbated by the fact that the staff toilets are located near the front of the school, nowhere near the learners' toilets. The learners' toilets consist of two small blocks. The boys' block contains two toilets and 2 m of urinal wall, the girls' block has 6 toilets. All in all, the learners, particularly the boys, do not have enough toilet spaces.

Table 14: School E existing sanitation infrastructure

| User | Boys | Girls |
|---------------------------------|-------|-------|
| Actual enrolment | 200 | 270 |
| School capacity | 250 | 250 |
| VIPs | 2S+2U | 6 |
| Toilet ratio at design capacity | 1:63 | 1:42 |
| Taps | 2 | 2 |
| Taps design ratio | 1:125 | 1:125 |



Figure 27: Layout of School E

9.1.3 Upgrades by the Department of Education

Limited renovations were carried out on School E's toilets. Some of the work is pictured in Figure 28 and Figure 29. One of the biggest concerns by the HSO in terms of the upgrades was the installation of two ceramic, wall-mounted urinals in the place of the 2-m long trough urinal which was there before. During a number of visits to the school, the floor was covered in urine, and there was no way for it to drain away, as the previous drainage had been filled in by the contractor. The use of wall urinals reduced the number of spaces there were available for boys to urinate, and thus, rather than waiting, boys often peed on the floor. The lack of drainage and unsealed floors led to often unbearable odours in the boys' toilets. Though the wall-mounted urinals seemed more dignified in the eyes of the department, it is important to consider the way in which the capacity of the toilets would be affected before taking such action. In addition, it is important to consider the education of the learners in the proper use of the new equipment, when they have always been used to using something else.



Figure 28: School E basins before (left) and after (right) renovations

New basins with taps were installed and the piping corrected; however, the one tap on the right had broken within weeks after the renovations were done. In addition, there was very seldom water being supplied to these basins, as water supply in the area was very unreliable.



Figure 29: New wall-mounted urinals were installed and misused, leading to large amounts of urine on the floor most of the time; the mounting on the wall also appears to be inadequate (right), causing the HSO to fear that the urinals would fall off the wall.

9.1.4 Management of School Sanitation

The structure of sanitation management at School E prior to the pilot programme is shown in Figure 30. Prior to the initiation of the pilot, no communication about the toilets existed between the cleaner and any other member of the school staff. The HSO previously had a teacher who she would discuss her problems with, who would then convey those issues to the principal, but that teacher had left. In her baseline interview, the HSO expressed a sense of abandonment: "There is no one who I tell my problems. I just keep my mouth closed. God only know how to unleash these chains from me." There was also no active monitoring programme for the toilets, and, as described above, the location of the toilets out of sight allowed learners to misbehave without being noticed. It is important to note that prior to the PID pilot programme, the HSO was cleaning the toilets daily, which provided some level of monitoring on a daily basis.

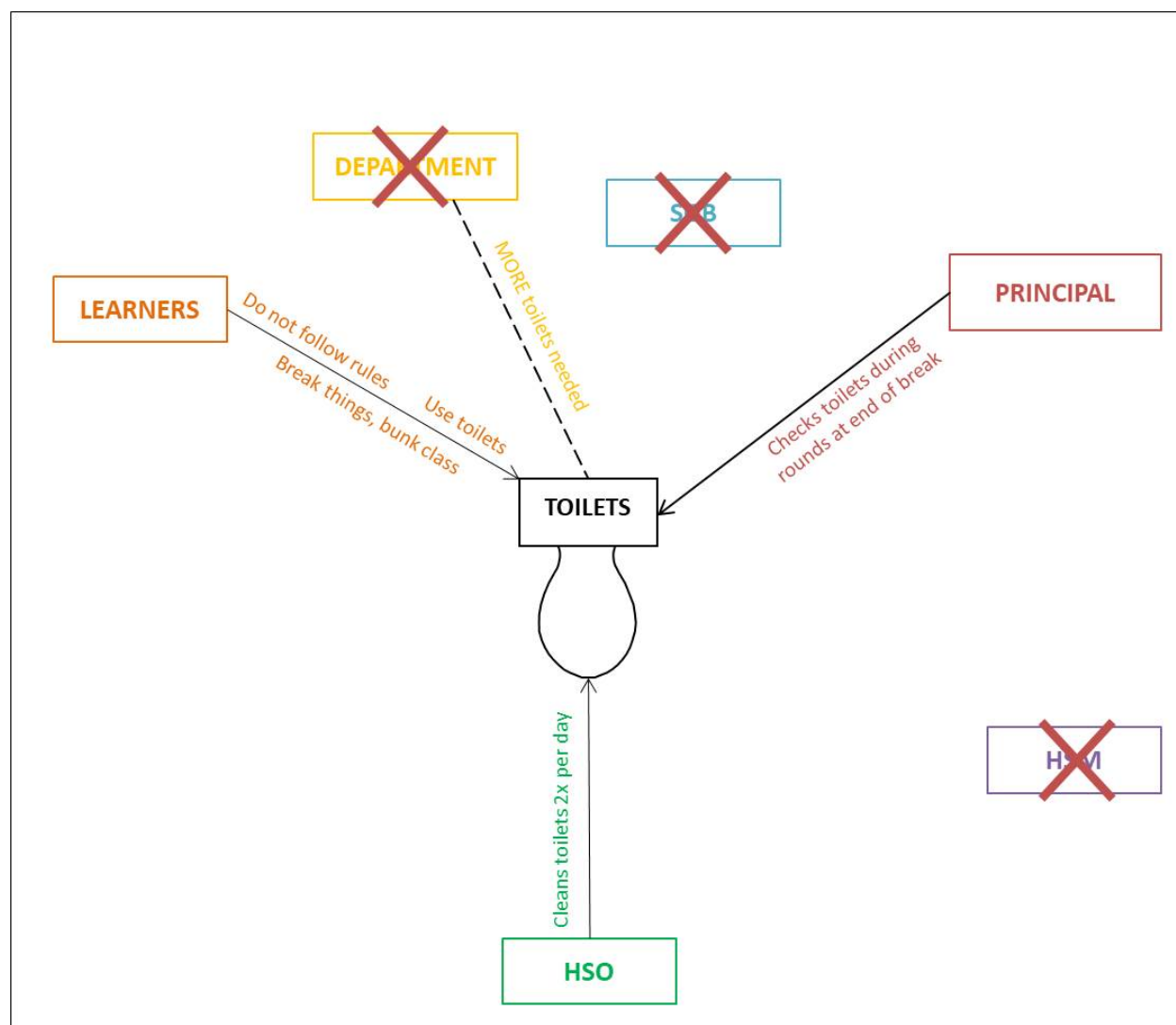


Figure 30: School E baseline structure of sanitation management

9.2 Impact of the Pilot Programme

The sanitation management structure at School E at the end of the pilot programme is shown in Figure 31. The major change between the baseline structure and now is seen in the number of connections between the different stakeholders, as compared to no connections observed during baseline. Through the appointment of the HSM, the HSO again felt less alone in her job, as she was able to explain her struggles to the HSM. She also felt slightly more empowered to share her experiences with the Principal. Despite the growth in numbers in the sanitation team, very little change occurred in School E's sanitation situation. Reasons for this lack of progress are described below.

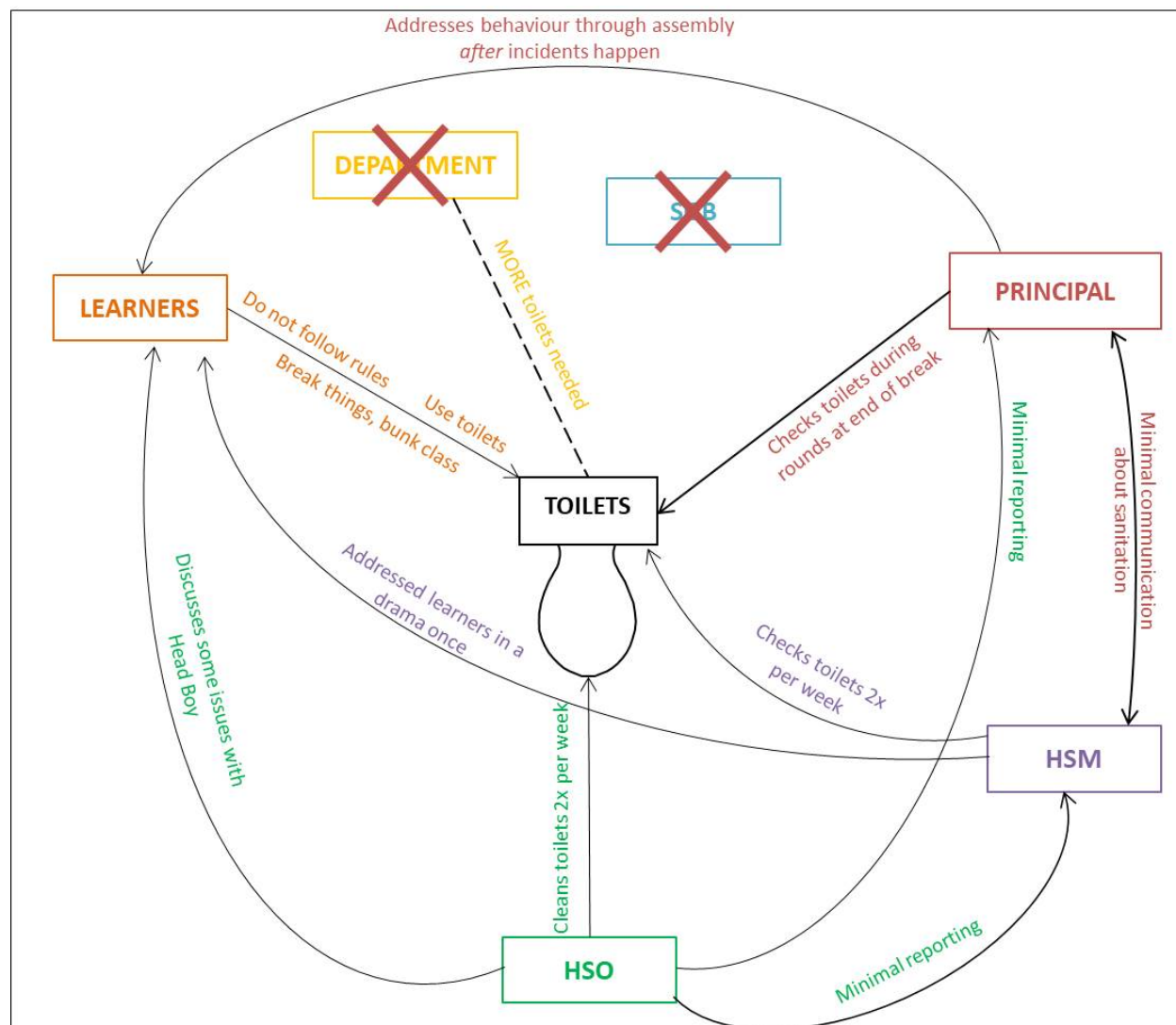


Figure 31: School E sanitation management structure at the end of the pilot programme

9.2.1 Provision of Supplies

The School E HSO used the second lowest amount of supplies throughout the programme, due to her only cleaning the toilets twice a week. When the HSO ran out of supplies at one point during the pilot programme, it emerged that there was an unclear understanding by the principal and herself about why she should be using specific chemicals for cleaning the toilets, such as a bleach-based product. The HSO reported, "I ran out, but the principal said I should use Pine Gel." Rather than making an effort to equip her with the correct supplies for cleaning the toilets, she was simply told to use what was already available at the school and what had been used previously.

With regards to safety supplies for the HSO, she expressed, "Even with protective gear such as the mask and the gloves I still feel unsafe. I can get sick anytime, maybe if the gloves tear. But then at a meeting in School A we were told that if the gloves have a hole we should stop instead of risking our lives. So now I

am very careful to make sure all my equipment is in the correct order." This is valid and important for her safety, but the problem is a lack of value for sanitation to begin with. Thus, if something were to break, it is likely that the toilets would simply go uncleaned for a long time, without any initiative to get these supplies.

Hygiene Supplies

Schools were asked to agree to provide liquid hand soap for the soap dispensers, but this did not end up happening in most cases. At School E, once the first 5 litres of soap ran out, the school stopped buying it. Even after PID began supplying the school with liquid hand soap, all five learners interviewed said that they had not seen soap in their dispensers in a while. In the boys' toilets, the soap dispenser was broken early on in the programme and was never fixed. The school was also worried about the learners misusing the soap, which also explains why they never refilled the soap dispensers. The HSO, during her June interview said, "The one thing they waste is the liquid hand soap. I once filled it in the dispensers and on the same day I found it spilling on the floor. I refilled it until the 5 l that was bought [by the principal] was finished. Now the principal has never bought the soap again and he has never spoken of his intention to buy the soap again."

The same outcome happened with the toilet paper that was delivered to the school, in that the learners misused it and, in response, the school simply limited their distribution of the toilet paper. "They threw toilet papers out of the windows; the whole school is filled with them. Woo! I have to pick them up every morning. They come to me and ask for them, and then I give each class rep. The next thing you know, rolls and rolls of toilet paper are all over the school, on trees, when it's windy they are blown all over and I have to pick them up. There are those who blow their noses and throw it out the window." The HSO gave toilet paper to each class rep to distribute to their classes, but she quickly became overwhelmed by the toilet paper littered all over the school grounds. The school reported that they tried to address the issue with learners but had no success. Thus, they discontinued distribution of toilet paper to the classrooms, and now only learners who are desperate for toilet paper go to the office and ask for some. One learner said, "Now you have to go and ask for it if you really need it. They used to give us but now they don't just give anyhow." This was evidenced by the extremely low toilet paper usage observed at School E: 0.14 rolls per learner per month, which is about 1/10 of a roll per learner each month.

These responses to learners misusing the hygiene supplies is consistent with the sanitation team's response to other behaviour issues, but it is unfair to learners who use it properly and unhealthy for all learners. The school failed to make any more effort to adjust; thus, all learners were punished and were not afforded the hygienic benefits of liquid hand soap and toilet paper.

9.2.2 Cleaning protocol

The HSO at School E went from reporting that she cleaned the toilets twice daily during her baseline interview to cleaning the toilets only twice each week at the end of the pilot programme. She complained from the beginning that the cleaning protocol is simply too much work for her: "[the cleaning protocol]

gives me problems. I had my own system which was easier than this one." The cleaning protocol that was expected through this programme was more rigorous and time-consuming than what she did previously.

There was also a decision among the HSO, HSM, and Principal that she simply could not clean the toilets daily, as it would mean sacrificing her other duties. They acknowledge that the toilets should be in a clean and usable state at all times but were unwilling to adjust her cleaning roster to accommodate this.

"I think twice or three times a week should be enough for her to clean the learners' toilets. It is very unfortunate that with the kind of learners we have, today the toilets can be cleaned but the following day they would just be a total mess. The HSO cannot be able to clean the toilets daily. If it would be so, it would mean that she would need to sacrifice some of her other duties and not clean maybe the offices and so on." – Principal, June interview

"The HSO also does all that she is expected to do, because I sat down with her after the meeting that I had with PID where I told her that your arrival at the school does not mean she should abandon doing things that she was hired to do. At the same time, it should be ensured that the learners' toilets are always in a good condition." – HSM, June interview

In reality, achieving clean and usable toilets at all times would require daily cleaning, as was demonstrated by the principal who said, "Today the toilets can be cleaned but the following day they would just be a total mess." This is due to the destructive behaviour of learners at School E.

The HSO was simply overwhelmed by the tasks in the toilets and requested in *every interview* with the PID team that an additional cleaner be appointed to help her with her job. She even said explicitly that she would happily spend all of her time in the toilets if there was someone else to do the other jobs. This was meant to be the setup for the pilot programme, when the Department had previously agreed to appoint an EPWP cleaner to each school for the programme. However, when that plan fell through, other schools adapted to the change, while the cleaner at School E simply kept requesting that this person come to her school. She went as far as claiming in her final interview that she knew other cleaners who had someone at their schools designated specifically for cleaning the toilets.

9.2.3 Communication, Monitoring, and Accountability for the cleaner

The HSO expressed during her interviews that she feels supported and sympathised with by the HSM and the principal. However, this support does not translate to active reporting and accountability for the HSO. The HSM visits the toilets twice a week to check them, but he does not seem to communicate with the HSO very much. When asked about issues in the toilets, the HSM said, "I do not want to speak for [the HSO]," and advised the team to ask her directly. However, if there were active reporting going on, the HSM would have simply been able to report what she had told him. Similarly, the principal did not seem to have much reported to him about the toilets, even in terms of behaviour:

"The person that would provide a correct answer if there are any improvements [in behaviour] is the HSO, of which she never updates me. Maybe the HSM does see improvement somehow;

it is just that I am not aware because none of these are reported to me. I also do not know if they should even be reported to me or not.” – School E Principal

In fact, the principal expressed in an early interview that he was not sure whether anything should be reported to him. There was a clear lack of ownership and awareness of the desired communication structure of the programme, and this was partly due to the change of principal that took place between the initial workshop and the launch of the programme.

As was the case in most schools, the reporting forms were not used. The HSO did not see the point of the forms, as she does not have time to fill them in, and neither does the HSM. During the final HSO workshop, there was an animated discussion among the project team and the HSOs about the use of the administrative forms. One fieldworker tried to explain to the HSOs that filling in the cleaning checklist would take no more than one minute each day. The HSOs then discussed strategies for filling them in, including where to store them and when to fit it into their schedules. The School E HSO expressed that she would never have time to do this:

“School E HSO: Thaban, can I ask when we will find time to do this, because we do work after work, we are sent from pillar to post and we are called from this to that.

Thaban: But the reality is you can take 1 minute to sit down and fill this in.

School E HSO: You know that my lunch is 30 minutes. As I told you I’m on my feet from morning ‘til 2:45pm. I never have time to sit. I really don’t have time.”

Following this brief discussion, the rest of the HSOs gathered around the School E HSO and explained to her how simple it is to fill in the forms. They also confessed that they knew it was simple, but they just did not want to do it because they disliked it. While other HSOs expressed some willingness to make a plan to begin keeping records of their cleaning and reporting, the School E HSO simply did not let up in her refusal to do so:

“Male voice: You can do this during your break, or do it before you do the toilets, during your preparation take a minute and do it.

School E HSO: No, we don’t have time.

School D HSO: I have a suggestion my sister should give herself a chance and figure out how to do it. If she decides to fill it in after doing all her work, just before leaving, I know I did this and that, so now before I go I tick what I did on the day and skip what I didn’t – okay, I’m done and now I can go home.

School E HSO: I hear you, but I am always busy...”

9.2.4 Monitoring and educating learners

"Yes, there were rules when the toilets were first installed. After some time, I can say that the learners didn't follow the rules. They come in and they do their own thing and they leave. Here at School E, learners do not follow the rules." – School E Learner

"Things are really bad and nothing is going well at all. They have broken, trashed, and destroyed things."
– School E HSO (she is much more frank than the HSM and Principal are in their interviews); the principal reported that their behaviour has improved.

How do learners get away with not following rules? Learner behaviour is the key issue at School E, which keeps the toilets dirty and the sanitation team disempowered. This was an issue from the time of baseline interviews, as expressed by the HSO and both principals during interviews. This issue carried on to the end of the programme, and never improved. The issue is not only related to the toilets, but is clearly a school-wide issue of discipline. The initial principal trained in the programme had an idea for a system for monitoring learners in the toilets:

"Just to have a system, like you say. Maybe when after the break, we must have somebody who will monitor the toilets. Although the cleaner has a lot of work. But I think if I can appoint a teacher who will be responsible. Once a day or after break go and check the conditions of the toilets. Then they will be in contact with one another. I can't do that all the time, maybe I am busy here in the office or in a meeting. But if we can have a teacher who will be responsible." – Previous School E Principal, Baseline interview

However, this principal left before the programme officially launched, and an official monitoring system was never put in place. The HSM visits the toilets twice a week, and there is typically someone who goes to the toilets after break to make sure that learners go back to their classes, but there is no active monitoring and discipline in the toilets. Very few learners were available to be interviewed during the pilot programme, but of the 5 who were interviewed, only 1 mentioned any monitoring of the toilets, carried out by the school security guard. Overall, the HSM and HSO both expressed an understanding that monitoring of the toilets is important, but there was no observed effort to make that happen during the pilot programme.

"I realised that there is a need for someone to be there permanently because it means if I am not there the fights continue." – HSO

"Even that shows you that when a child is not occupied they get tempted to do their own thing. A child needs a teacher to be around all the time, even at break time or ground duty."
– HSM, October interview

"At the same time, we cannot deploy a person to check each and every move they make when they use the toilets and after they use the toilet." – HSM

As far as education and discipline goes, School E's approach is far more *reactive* than *proactive*. Rather than regularly communicating the rules to the learners on an ongoing basis, rules are only communicated in response to an incident. As told by the principal, "Very much so, they are always addressed. You see sometimes you get a feeling that the information goes in one ear and exits from the other. Every time there is an unacceptable incident, learners are addressed at the assembly, letting them know that such behaviour is unacceptable and will not be tolerated by the school. But then children are children." The HSO also said that she reports issues to the Head Boy and gets him involved in investigating when something goes wrong. However, this is also reactive, as there is no active reporting going in the other direction: the Head Boy reporting issues to the HSO or Principal.

A lack of active monitoring and discipline coupled with the lack of reporting on the part of the learners has led to a disempowered sanitation team and a level of mistrust between the team and the learners. In every interview, the HSO consistently expressed an inability to control and discipline learners. The principal himself indicated a sense of being "out of control" and helpless four times in his final interview in October. There was no reported improvement in learner behaviour at School E, and none of the sanitation team members expressed any ideas for addressing these issues. Their disempowerment led to inaction, and the cycle of poor behaviour simply continued.

"No, [the cleaning protocol] will never help! Even the teachers, the principal, [the HSM] are tired, because their efforts to fix things are not appreciated. These learners don't want to listen. I don't know what kind of person can get through to them. Maybe they might listen to the police." – HSO, September interview

"It is difficult because it is something that is unstoppable. The principal shouted at them during assembly about urinating in the bins. He told them that the school felt helpless because everything good the school provides the learners have destroyed." – HSO, October interview

"We keep trying to fight it though, hoping that maybe we will win in the end... Things that are beyond our control... Again, as I have said before it is a challenge. You end up not solving because it is not easy to trace the culprit and catch them... The problem we have is the one of vandalism by the children. I don't understand children's mentality nowadays; because it is something you cannot easily change." – Principal, October interview

"They know that they are the ones who break things, so they do not report to me." – HSO, October interview

"If we find damage and the culprit is long gone, then it becomes very difficult because sometimes you ask these children who did it and they say they don't know. Even the witnesses won't say." – Principal, October interview

Lunch in the toilets

One day during random monitoring and visits to some schools during the pilot programme, the project team arrived to find the HSO and security guard at School E in a frenzy. They told the project team to head

directly to the toilets to see what had happened. The boy's toilet had beans from the previous day's feeding programme all over the floor and filling the urinals and basins. By the time the team had arrived, they had not yet found out who did it, but it was clear that the HSO was going to be responsible for cleaning it up. Now, the motive of the learners is unknown, but it does beg the question: how did learners walk all the way from the kitchen to the toilets with that amount of beans without being seen by any staff? Other forms of vandalism, such as writing on walls or breaking things in the toilets, are quite simple to get away with in a school like School E where the toilets are out of sight. But transporting several bowls of beans from the front of the school to the toilets appears too obviously suspect to be ignored. This demonstrates a lack of active monitoring and awareness of learners' activities on the part of the sanitation team and the rest of the school staff.

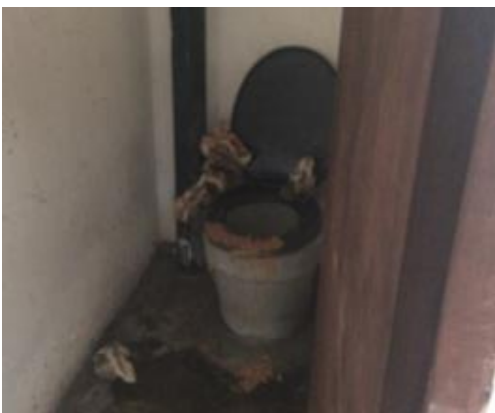


Figure 32: Photographic evidence of "lunch in the toilets" at School E

10 Case Study 6: School G

10.1 Baseline Context

10.1.1 Institutional Overview

School G had 406 high school learners during the 2016 schoolyear, when baseline assessments were done. Organisationally, the principal and cleaner are supported by a Health Advisory Committee, which is set in place to monitor health and safety issues on the school grounds. At the time of the baseline assessment, a fence had just been erected around the school, in hopes to combat trespassing and vandalism.

10.1.2 Sanitation Infrastructure

The available sanitation infrastructure is presented in Table 15, and the school layout is shown in Figure 33. Learners have VIP toilets, and there is an adequate number. However, the adequate number of toilets provided does not prevent boy learners from urinating on the floor and outside. The boys' toilets are located far from the classrooms, which has led to many of the same behavioural issues observed at other high schools: bunking, smoking, bullying, and vandalism.

Table 15: Sanitation Infrastructure at School G

| User | Boys | Girls |
|-------------------|-----------|-------|
| School capacity | ? | ? |
| Actual enrolment | 201 | 205 |
| VIPs | 4seats+4U | 10 |
| Operational ratio | 1:25 | 1:20 |
| Taps designed | 4 | 4 |
| Taps design ratio | 1:50 | 1:50 |



Figure 33: Layout of School G

10.1.3 Upgrades by Department of Education

The major needs at School G were in the boys' toilets, particularly in repairing pit covers in order to reduce this health threat. The needs determined by the project team during baseline assessment are shown in Table 16. The Department carried out the renovations, with varying degrees of success. Photos of the improvements are shown in Figure 34. The JoJo tank that was installed is not pictured here, but it was not properly connected and was fastened too tightly, causing it to buckle.

Table 16: Sanitation Upgrades needed at School G

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits |
|----------------|----------|-----------|-------|---------|-------|--------|------|--------|
| Boys VIP | 4S+4U | | 4 | 4 | 4 | 4 | 4 | Repair |
| Girls VIP | 6 | | | | 1 | | 4 | |
| Staff/disabled | 4 | | | | | 1 | 4 | |
| Total | 13 | | 4 | 4 | 5 | 5 | 12 | Repair |



Figure 34: Department upgrades to School G sanitation – (upper left) Handwashing basins were connected and taps installed; (upper right) toilet seats were replaced; (bottom left) urinals in the boys’ toilets were installed correctly and connected; (bottom right) the contractor installed a new pit cover, but it was not properly reinforced and had begun breaking before the programme had launched

10.1.4 Management of Sanitation

The baseline sanitation management structure for School G is shown in Figure 35. Before the pilot programme began, communication between the HSO, principal, and one teacher (the HSM) was already relatively active. The principal was involved in checking the school toilets and the rest of the grounds and reported to these two members any issues he observed. In addition, the HSM for the pilot programme was already part of the Health Advisory Committee and called himself an “environmental educator”, meaning that he was monitoring health and safety issues on the school’s premises. Prior to the management programme, learners were not actively involved in managing school sanitation and very little education was done in order to overcome behavioural issues. During the baseline assessment, it was reported that the principal bought cleaning supplies for the school, but only until the funds for the school ran out. It was reported that funds often ran out, and it was suspected that this was due to the Department being late to release the school’s Norms and Standards funds. The other important comment shared during the baseline assessment was that the principal recognised the cleaner’s efforts in the toilets but that he was obviously inadequately trained. The lack of training led the cleaner to view cleaning the toilets as very difficult and horrifying.

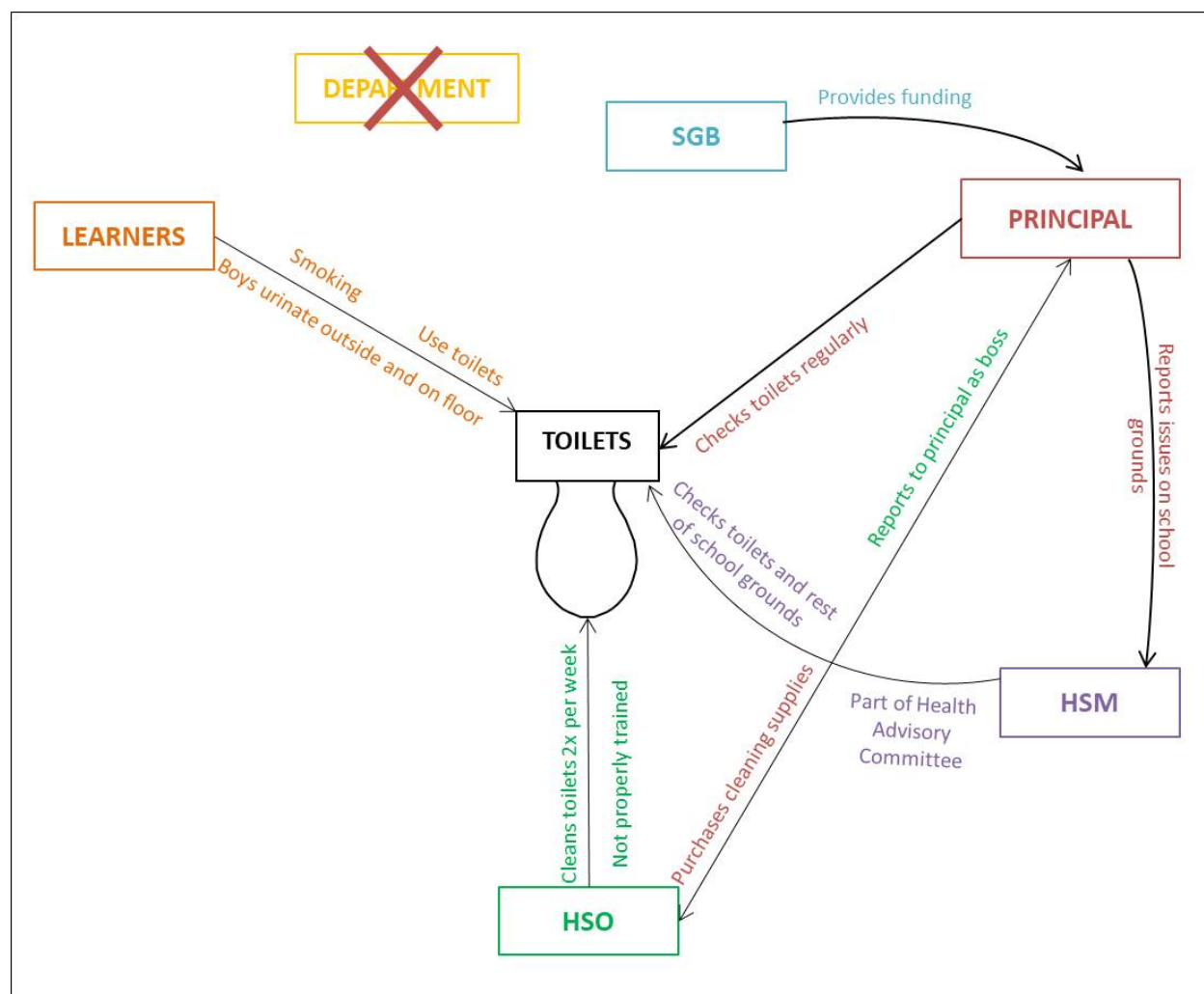


Figure 35: Management structure for school sanitation at School G at the baseline

10.2 Impact of the Pilot Programme

The sanitation management structure at School G at the end of the pilot programme is shown in Figure 36. The prevalence of green and purple on the diagram highlights the activity of the HSO and HSM, and the increased connections between stakeholders demonstrate that the sanitation team was more cohesive and robust by the end of the pilot programme. It is also important to highlight the valuable role that the HSM played as the “middle-man” or liaison between the HSO and the principal. More details on the impact of the programme are provided below.

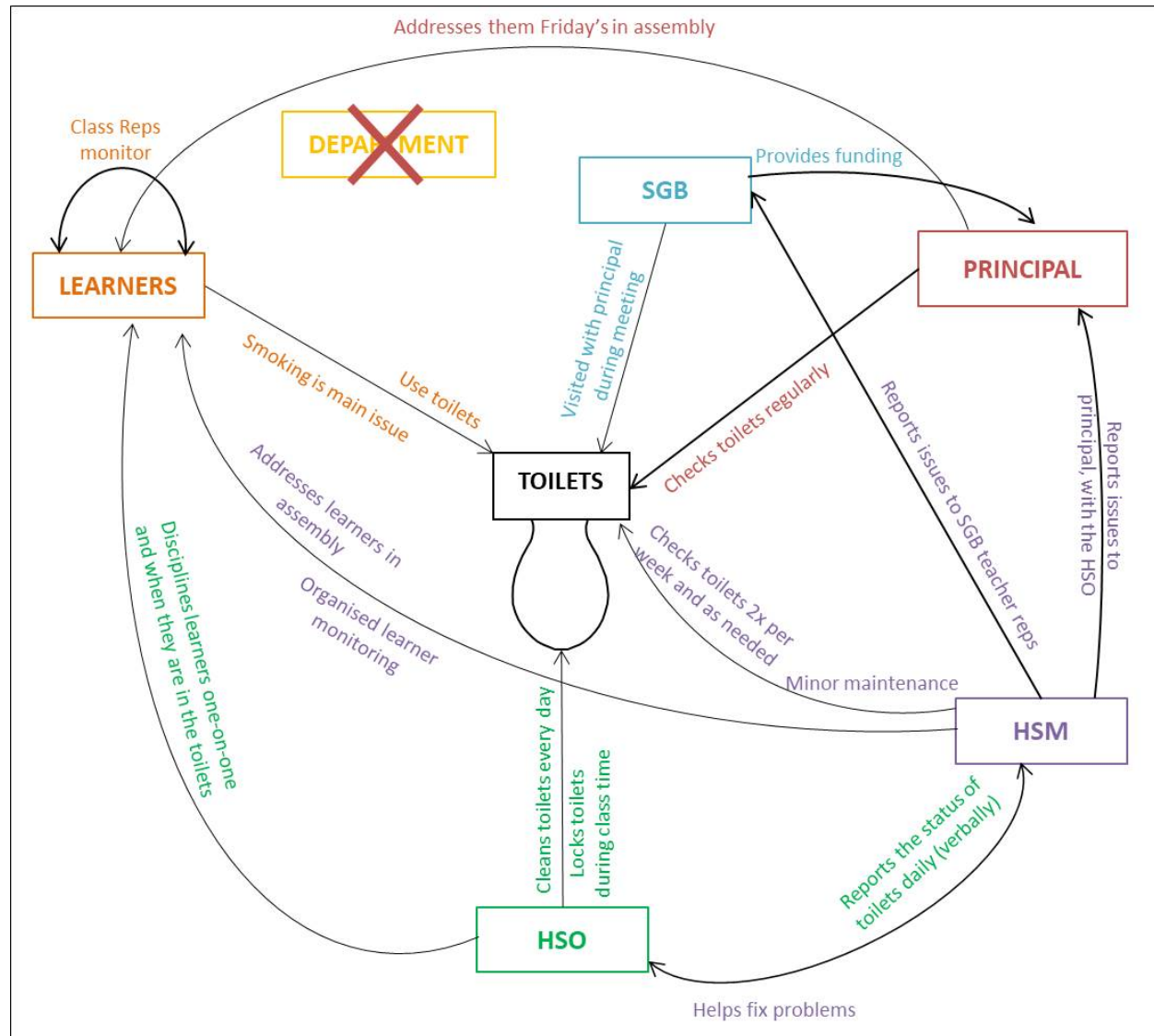


Figure 36: Sanitation management structure at School G at the end of the pilot programme

10.2.1 Provision of Supplies

The provision of cleaning supplies at School G, coupled with training in the use of those materials, empowered the cleaner in his efforts in the toilets. "I was only using soap for cleaning the toilets but now I know and am able to use disinfecting materials." The HSO recognised the benefit of using a bleach product in his cleaning. In addition, as was the case during the baseline assessment, the HSM reported that the principal was active during the programme to replace any supplies that were running low, saying, "We had a shortage of Handy Andy and other detergents and [the principal] did buy them. Then he returned and placed them in the inventory, and then I signed for them." It is hoped that this pattern will continue, though during the programme, the HSM reported that there was no budget set aside specifically for sanitation – just for cleaning supplies in general. During his final interview, he expressed a hope that they could set aside some budget specifically for sanitation in the coming years.

Learners reported that toilet paper was available for them in their classrooms, distributed by the HSO two or three times per week. The toilet paper was generally given to Class Representatives to distribute. Sixteen of 18 learners interviewed during the programme indicated that they washed their hands regularly and that soap was always or usually available. When it was not available, one learner said, she simply asked the HSO and he replaced it.

The HSO's major issue with his job was with regards to safety equipment, his uniform. "My issue is uniforms. We battle before we get uniforms, whereas we should receive them at the rightful time. Because if we don't then we are not protected as our uniforms tear from using water all the time. Please encourage them to buy us uniforms." The HSO mentioned this in all of his follow-up interviews, as well as at the closing workshop, and requested that PID discuss the issue with the principal for him. Though he was able to get cleaning supplies from the principal regularly, he was clearly not comfortable bringing up this issue with his superior, perhaps because it felt more like a personal issue rather than a professional one.

10.2.2 Cleaning Protocol

During his baseline interview, the HSO said, "I am really embarrassed working in the toilet. It is not easy." After learning the correct method for cleaning and being equipped with the right materials, the HSO reported in his interview in October, "It has made work we considered the hardest and most frustrating achievable." Overall, the HSO was more empowered and less intimidated to tackle the toilet as part of his cleaning regimen.

The HSO at School G went from cleaning the toilets twice each week during the baseline to cleaning them daily by the end of the programme. At the end of the pilot programme, the HSO had a routine of carrying out a deep clean in the mornings and going back to check and do touch-ups each afternoon. Interestingly, there was no written roster for him, but apparently the cleaning schedule was agreed to verbally. This setup is not recommended, as it does not provide any protection nor backup for the principal or the HSO, should disagreements come up. One of the most important contributors to the HSO's ability to adjust his schedule was support from the principal. During his first interview, the principal indicated that though the cleaner was initially overwhelmed by the requirements of the programme, adjusting his schedule and priorities had not forced him to neglect his other duties.

"So I think he has now dedicated more time at the toilets. I would say he now spends 50-60% of his time in the toilets. I do not think the programme has made him perform inefficiently in his other duties." – Principal, June interview

In addition to the ability to prioritise cleaning the toilets in his roster, the HSO at School G grew a greater understanding of how to clean the toilets in a way that protects his health as well as the health of the learners. "I have gained knowledge along the way and the programme has made me grow as an individual and know how I should protect myself." His biggest struggle in cleaning the toilets was that they were easily dirtied by the learners, particularly the boys. For instance, the HSO said that boys often clean their shoes in the basins when it gets rainy and muddy. This simply creates more work for the HSO.

Overall, the HSO grew in skill and understanding in his job, and the principal even noticed a change, compared to his comments made during the baseline interview.

"I would say your intervention has empowered [the HSO] because the management plan is proper regarding how often he should clean the toilets, and how he should clean them. And what to use when cleaning them. But since you have intervened and [trained] him, I see great change, even in him personally." – (Principal end of programme, October)

10.2.3 Communication, Monitoring, and Accountability for the cleaner

School G's system of communication was the closest to the model presented in the sanitation management handbook. The HSO communicates each morning with the HSM, reporting any issues in the toilets and elsewhere on the school grounds. They discuss ways to address those issues and then take them to the principal together. This works extremely well, especially since the principal is overworked and the HSO is relatively reserved around the principal. This reservation was demonstrated through the fact that the HSO asked PID to urge the principal to buy him a new uniform during every interview and during the final workshop with HSOs. In fact, one HSO responded to him at the workshop insisting that the School G HSO should demand that he gets a new uniform: "There is no such thing as asking for it; it is written from government, we have money allocated for us." However, the School G HSO was always hesitant to raise this issue with the principal, which may be because he viewed his uniform as a personal issue, rather than a professional one. The truth is, based on the HSO's health and safety rights, he is allowed a uniform, but he was not bold enough to assert his rights. Despite this small barrier, communication about sanitation was not hindered, particularly due to the presence of the HSM as a middle man.

The HSM and Principal also reported communication with the SGB. The HSM reports issues to teacher representatives in the SGB, which ensures that any issues or shortages of supplies are raised with the SGB.

The only area where communication and accountability is lacking is in the written form. Firstly, as mentioned above, no written roster for the HSO exists. This may be acceptable now, but may cause problems and confusion later on. Without a written and agreed-to roster, the principal cannot enforce a set of job requirements, and the HSO cannot demonstrate what he does on a daily basis. The HSO also never filled out forms to indicate that he had cleaned the toilets or to keep a written record of reported issues. The HSM reported that he had filled the forms out in place of the HSO, but the project team never received a copy of these. In this case, failing to keep a written record was due to forgetfulness and lack of time. However, due to very effective and regular verbal communication between the sanitation team, reporting and accountability did not seem to suffer. Issues with not having a written record may only come up further down the line, when there are disagreements or when one of the team members begins neglecting his duties.

"I don't want to lie to you and give you reasons that aren't true. I have never focused on the forms; my focus is mainly on my work. I'm not going to lie and say I have problems; it's just that I forget and it's because most of the time I'm more concerned about the work and I'd

be going up and down. I'm even busier in the afternoon at the gate when it's time to go home, then I just forget." – HSO, October interview

10.2.4 Monitoring and Educating Learners

All three members of the sanitation team reported that learner behaviour improved over the course of the pilot programme. The major behaviour issues of vandalism and bullying decreased through the programme, although smoking is still a major issue, as was reported by 7 out of 18 learners interviewed. Interestingly, the HSO, Principal, and HSM only reported smoking as an issue among boys, but 4 girl learners reported it as an issue among girls. Due to a lack of reporting, the adults remained unaware of the issue, as described by one girl learner, "The school hasn't done anything, because they are not aware that some learners smoke inside the toilets. They think it is the boys, they are not aware that the girls smoke too." Part of this issue may be exacerbated by the fact that the sanitation team and most other teachers involved in monitoring are male and likely spend very little time checking on behaviour in the girls' toilets. Perhaps a female team member should be appointed in order to provide monitoring as well as a more comfortable person for girls to report issues to.

To see an improvement in behaviour, the School G sanitation team has taken a few approaches. Firstly, the HSO made a point to visit the toilets during break time, both to check the toilets and also as an opportune time to educate the learners. This was confirmed through learner interviews, in which 11 of 18 learners interviewed said that a member of the staff monitors the toilets during break.

"The children in high school are troublesome. There is this gang that smokes marijuana and drugs. I came to a conclusion that to deal with this gang, I have to sit down and have a discussion with them...I do it during break time. I go to them in the toilets, because I know they will be there doing their thing together. Then I use that opportunity to talk to them. They would also give me a chance and listen." – HSO, Final HSO Workshop, November

In addition, the principal and HSM educate learners during assembly on proper toilet etiquette. All learners who were asked to confirm this said that they were addressed during assembly about the toilets. Most issues were effectively handled through education, such as leaving toilets clean, using the bins provided, and washing their hands. However, during the pilot programme, learners bunking class in the toilets continued. During class time, the toilets were unsupervised, which led to behaviours such as smoking and vandalism of toilet seats. In order to address this issue, the HSO began locking the toilets during class time. Learners who needed to use the toilet would find the HSO and get the keys to the toilets from him. This served to limit loitering in the toilets, as was reported by learners, and made them more accountable. This solution only works if the HSO is accessible to learners during learning time, as learners must not be kept from using the toilet when they need it. At School G, the classroom area is relatively compact, and thus it is simple for learners to locate the cleaner. Overall, learners' responses to this approach were positive.

"Most of the time there are not many learners hanging around the toilets – they are in class now." (School G learner)

"The toilet must be locked and if you need to use the toilet you must go and ask a teacher to open it up for you." (School G learner)

"Maybe lock [the toilets] and if you want to use the toilet we go ask. They will come and open up for you." (School G learner)

"Now they lock the toilet because this was happening during learning time. The learners bunked in the toilet. Now they lock the toilets; it is much better." (School G learner)

Finally, the HSM set up a system of learner monitors in the toilets: "I use class reps for that; they exchange turns weekly. Like this week it's grade 11a that are responsible to monitor the toilets, that another week it will be 11b. So I prepared the roster..." Six learners said that the role of learners is to monitor other learners in how they use the toilets, suggesting that there is potential for this system to work. On the other hand, at the high school level, there is also potential for more peer pressure and risk of bullying, which may put the learner monitors at risk. This type of thinking was only conveyed by two interviewed learners, but it is an aspect of appointing learner monitors that one should be aware of.

"I think that us as learners should encourage each other. If we see a learner doing something wrong in the toilet, we should reprimand them. If a learner throwing papers on the floor, we must tell them to pick it up. Opening the tap and wasting water, we should reprimand them. We must reprimand each other so that our toilets will be in a good condition, so that you are always aware that there is a next person coming to use the toilets after you." – Learner

In his final interview, the Principal shared the idea of creating a committee for the toilets: "A committee which involves learners, a health and safety manager, a health and safety officer, and the school principal, and one member of the governing body. Work together so that we can be more effective in... Maybe when we have shortages all the members of this structure will be aware of them and report quickly to us and maybe we can sort them out soon if possible." This idea is supported by the involvement of the learners as monitors and suggestions by learners that they should be in charge of supplies to report to the principal when there are shortages.

11 Case Study 7: School H

11.1 Baseline Context

11.1.1 Institutional Overview

School H had a total of 590 learners in 2016 during the baseline assessment. The principal who was present during the initial workshop was not the same principal who was present during the pilot programme.

11.1.2 Sanitation Infrastructure

The sanitation infrastructure at School H is summarised in Table 17 and shown in Figure 37. The number of toilets is sufficient for the number of learners at the school. Not listed is the brand-new block of toilets, built specifically for Grade R learners. The toilets were built in 2004 and then vandalised around 2013. Copper pipes, PVC pipes (including those connecting the JoJo tanks) and taps were taken and windows were smashed. There is consequently only one stand pipe which serves the entire number of learners for handwashing and drinking water. The principal reported that he has repeatedly reported the resulting needs for repairs to the DoE but has not yet received any response. A key problem they are facing is water shortages; the municipality has been unresponsive to their requests. Functional JoJo tanks would allow them to store water for handwashing.

Table 17: School H sanitation infrastructure summary

| User | Boys | Girls |
|-----------------------|---------|---------|
| School capacity | 250? | 250? |
| Actual enrolment | 304 | 286 |
| VIPs | 9S+3U | 12 |
| Actual ratio | 1:25 | 1:24 |
| Functional taps ratio | 0.5:304 | 0.5:286 |

Another issue in the School H learner toilets is the impact of excessive runoff when there are heavy rains. The school itself is on a steep hill, with the toilets located at the bottom. Thus, when rains come, runoff flows towards the toilets, and no adequate drainage diversion has been put in place. As a result the toilets flood during storms, which keeps learners from entering. When they do enter, the toilets are full of mud, making them even more difficult to clean.



Figure 37: Layout of School H

11.1.3 Upgrades by the Department of Education

The upgrades which were recommended for School H's sanitation infrastructure are summarised in Table 18. In addition to the listed upgrades, the team advised that pipework for the JoJo tanks should be replaced so that the school could use water from them, and the floors should be sealed to make cleaning easier and reduce the odours from urine seeping into the floors in the boys' toilets.

Table 18: Upgrades to School H's sanitation infrastructure suggested during baseline assessment

| Block | Capacity | Pedestals | Seats | Urinals | Doors | Basins | Taps | Pits |
|-------|----------|-----------|-------|---------|-------|--------|------|------|
| Boys | 9S+3U | | 5 | | 4 | 4 | 4 | |
| Girls | 6 | | 9 | | | 4 | 4 | |
| Staff | | | | | | 1 | 3 | |
| Total | | | 14 | | 4 | 9 | 11 | |

Unfortunately, the works at School H were generally unfinished at the time of the programme launch. While basins were installed in the girls' toilets, taps were not initially provided and plumbing was not done properly and was left unfinished. The contractor then disappeared, only to return weeks later to finish connecting the water pipes and taps for the basins. Some photos from the renovations (or lack of) at School H are shown in Figure 38 and Figure 39.



Figure 38: The contractor initially departed with the basins in an unfinished state (left), but came back after a substantial delay to complete installation of taps and water pipes.

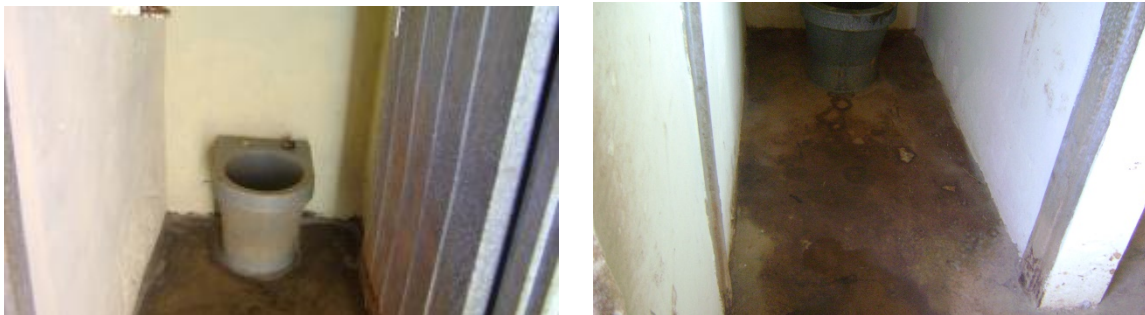


Figure 39: Seats not provided in the boys' toilets (left); the floors were not painted which made keeping them clean difficult later on (right)

11.1.4 Management of School Sanitation

The structure of school sanitation management at School H during the baseline assessment is shown in Figure 40. The learners were relatively active in reporting issues of bullying to teachers and the principal, and the principal acted to discipline them regularly. The HSO was unclear about how often she cleans the school toilets, but she also received some help from women working in the kitchen who also cleaned the toilets once each week. There was no reporting structure in place from the HSO to the principal and other teachers.

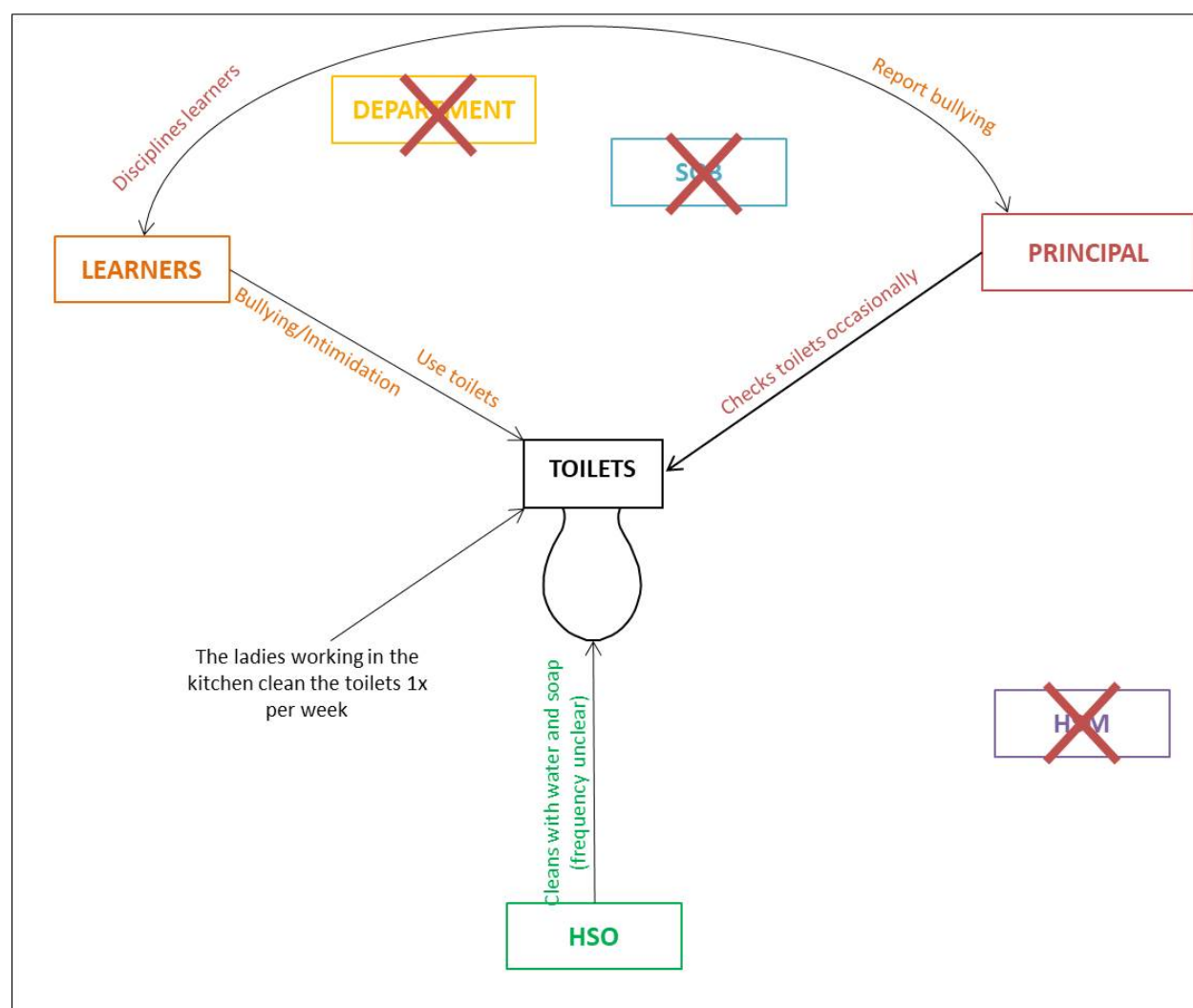


Figure 40: School H sanitation management structure at baseline

11.2 Impact of Pilot Programme

The sanitation management structure at School H by the end of the pilot programme is shown in Figure 41. The major change to the structure as a result of the programme was the integration of the HSM as part of the sanitation team, who became someone for the HSO to report issues to and solve problems with. She also provided an additional person to check the toilets.

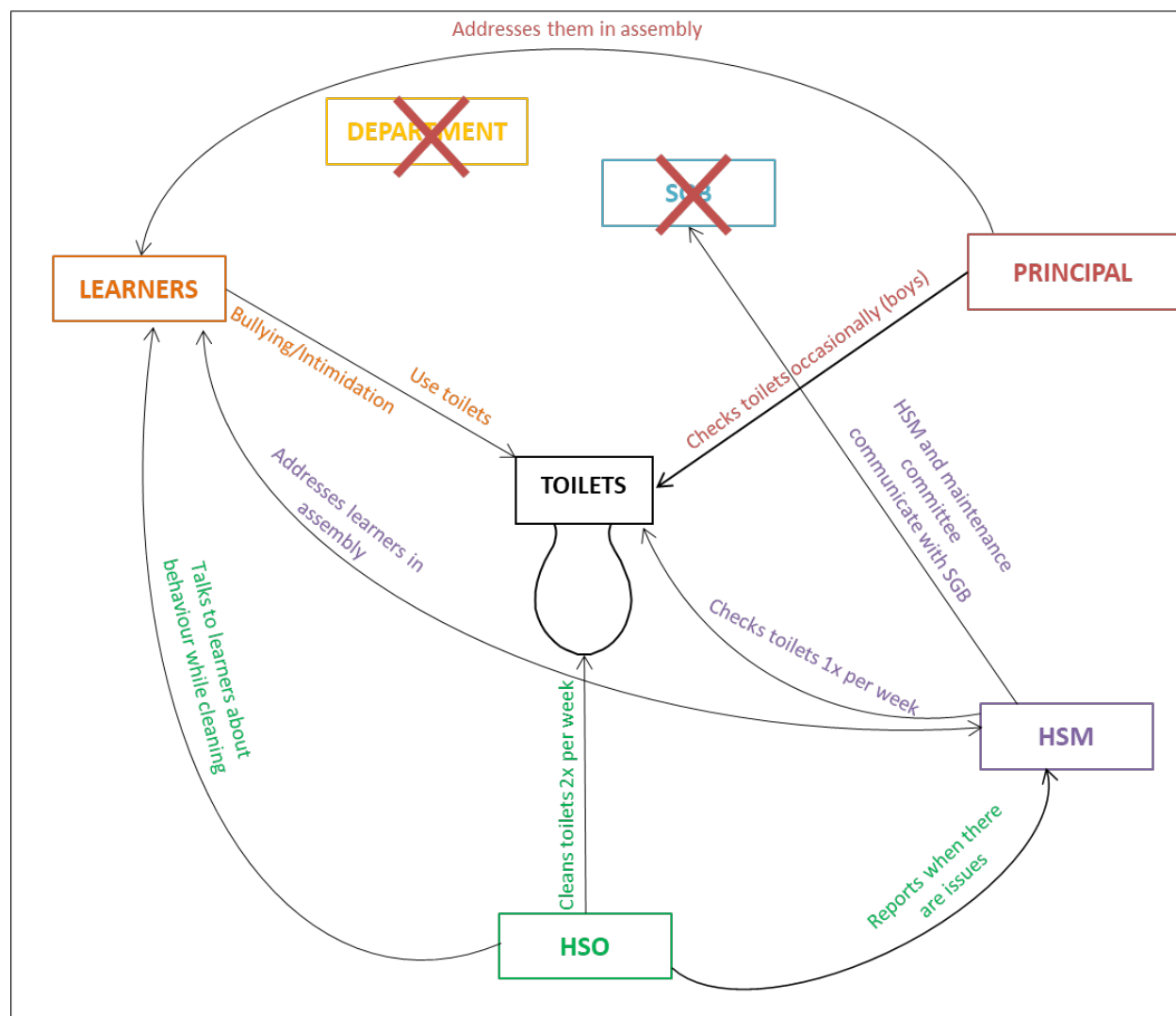


Figure 41: School H sanitation management structure at the end of the pilot programme

11.2.1 Provision of Supplies

Supplies usage at School H was very low, likely due to the HSO only cleaning twice a week. Based on the data collected, the HSO used an average of 618 mℓ of Domestos each week, which equates to just over 300 mℓ used for each cleaning session. She reported using Domestos for basins, seats, floors, taps, tap handles, insides of taps, JoJo tank taps, and door handles. In addition, she used approximately 1.2 ℓ of Handy Andy each month for floors and urinals. Overall, the HSO indicated that the cleaning supplies made her job more effective and simple compared to before the pilot programme:

"It has made my work easy because before you came I used to have a shortage of cleaning materials. I had to use plain water, which resulted in nothing." – HSO, October interview

Most learners reported that liquid hand soap was available. Learners also reported that toilet paper was available, but the HSO reported that she often saw learners taking waste paper from the nearby rubbish

heap to wipe with. When she asked why they don't use the toilet paper she gives them, she got a few responses saying that the teacher told them to bring their own toilet paper from home. This was likely an issue both of learners being nervous around teachers and teachers not correctly communicating to the learners. This emphasises the need to have an active liaison between the HSO and the rest of the staff, ensuring that everyone is on the same page and that the learners can enjoy the materials which are provided to improve their toilet hygiene.

11.2.2 Cleaning Protocol

The HSO at School H was initially overwhelmed by the protocol, like the other HSOs, but the job gradually got easier for her. She only cleans the toilets twice a week and has reported that the most difficult areas to clean are the seats and the floor. The seats are often soiled by learners who cannot use them properly. To address this, she adopted a strategy of initially soaking them with water and soap and returning later to scrub them with a brush. The school's sanitation team was quite content with the HSO only cleaning twice a week, though the protocol called for her to clean once a day. The HSO described her duties, saying, "I spend a lot of time down there at the bottom [in the toilets] yet I'm also responsible for the classes and offices here..." The HSM had suggested in her first interview that learners should do some of the HSO's work in the classrooms so that the HSO is not too overwhelmed, but this was never mentioned again.

11.2.3 Communication, Monitoring, and Accountability for the HSO

Very limited information is available about the accountability and reporting mechanisms at School H, as the Principal was near impossible to get a hold of for interviews in the second half of the year, despite multiple attempts to do so. Reporting and monitoring at School H consists mainly of the HSO reporting issues to the HSM and then taking her to go see what is going on. Outside of these visits, the HSM visits the toilets once a week to check how they are doing. There is no active monitoring of the HSO's technique and effectiveness in cleaning the toilets.

"I work with [the HSM], but she does not check the toilets. Even after I have cleaned, they never go. I don't know if it's because they are disgusted by the children's toilets." – HSO,

Final HSO Workshop, November

During the final workshop with HSOs, the School H HSO indicated that her Principal has been very unresponsive to issues that she has reported. She said that communication is okay, but "the problem is you report a breakage and nothing happens. Report and not get a response to your need." Furthermore, she carried on to discuss her lack of boots, which was observed on every visit to the school. She was always doing her job in her street shoes, which often were open-toed sandals. "Another thing, I only got boots last week. I think it's because the principal was pressurised by [the HSM] to buy them. I used to wear my own shoes and the water would seep into them." This comment demonstrates that the main role the HSM has played at School H is in advocating for the needs of the HSO to an otherwise unresponsive and excessively busy principal.

11.2.4 Monitoring and Educating Learners

The issues reported by learners in the toilets were bullying (4/8), smoking (2/8), urinating on the floor (2/8), broken seats (2/8), and broken doors (3/8). Most learners (6/8) said that they did not report issues to anyone. The HSO is typically able to report these issues to the principal and HSM when she does her cleaning each week, and they often address the learners in assembly.

No active monitoring takes place during break time or class time, but there is some presence of adults in the toilets at random occasions. Some boys who were interviewed indicated that the principal visits the toilets during break time, but none of the girls said that the toilets were monitored during breaks. Given the proximity of the staff toilets to the learners' toilets, there is some passive monitoring that takes place. Often when teachers go to the staff toilets, they will visit the learners' toilets to check on the situation and any learners who are not behaving well.

Five out of 8 learners interviewed suggested that learners should be involved in monitoring each other in the toilets. Though the principal also mentioned this strategy in his first interview, during subsequent interviews, the HSO and HSM reported that this strategy had never been implemented. The one strategy that the school tried was to have learners go to the toilets in pairs when they used them during class time. This would ideally hold them accountable and keep them from bunking class in the toilets, as was confirmed by the HSO.

12 Case Study 8: School F

12.1 Baseline Context

12.1.1 Institutional Overview

With an enrolment of 696 School F is the largest school in the pilot study.

12.1.2 Sanitation Infrastructure

The sanitation infrastructure at School F is summarised in Table 19. The toilets were built in 2010. The school has one learner in a wheelchair, and there is a disabled toilet facility. The toilets were originally designed as follows: two blocks at the bottom of the school for boys (2 stalls+2 individual urinals) and girls (10 seats) and an identical set of blocks on higher ground. The principal did not like this as it placed girls and boys in close proximity, so the two lower blocks have been allocated for boys and the larger of the higher blocks for girls, while the original higher boys' block has been allocated to staff. Girls therefore only have access to a block of 10 pedestals. There are no working taps in any of the learner toilets. The pedestals in the boys' toilets in one block cannot be reached without walking through deep pools of urine.

Table 19: Sanitation infrastructure at School F

| User | Boys | Girls |
|-----------------------|--------|-------|
| Actual enrolment | 365 | 331 |
| VIPs | 14S+6U | 10 |
| Ratio | 1:18 | 1:33 |
| Functional taps ratio | 0:365 | 0:331 |

During the initial inspection, a number of serious safety concerns and management issues were identified. Some of them are shown in Figure 42 through Figure 47.



Figure 42: A pedestal removed from the slab above the pit



Figure 43: Excessive litter observed in the toilet stalls



Figure 44: A portion of the slab in a girls' toilet stall was collapsing, presenting a serious safety threat



Figure 45: A pit cover panel was missing behind the girls' toilets, presenting a serious safety threat



Figure 46: A urinal with inadequate drainage



Figure 47: Urine was observed in excess on the floor

12.1.3 Upgrades by the Department of Education

During the final inspection in March 2017, the project team found the toilets to be partially renovated but clearly left unfinished or improperly done. For instance, in the boys' toilets, the contractor put tiles on the wall near the trough urinals. This was an improvement, as the tile will not absorb urine which leads to bad odours. However, to do this, the contractor had to disconnect the basins, and the contractor had not replaced them after the renovation was done. This can be seen in Figure 48. The contractor also left used paintbrushes in the toilets, unattended, and learners painted on the walls with the paintbrushes, as shown in Figure 49. More photos of the renovations at School F are shown in Figure 50, Figure 51, Figure 52, and Figure 53.



Figure 48: Basins not properly re-installed in the boys' toilets



Figure 49: The contractor left paintbrushes in the toilets, which learners used to paint the walls



Figure 50: Walls and doors were painted, and some new doors were installed



Figure 51: Some stalls still had missing or broken doors



Figure 52: The taps were installed too close to the wall, such that water spills on the basin sill and does not fall into the basins



Figure 53: Outdoor basin installed with no water connection or tap

The project team visited School F again in May, once the launch of the first 5 schools took place. The school indicated that the contractor had not returned to the school that term. Despite the unfinished work, there were improvements, and it was determined that a regular cleaning regime would help to at least maintain the improvements that had been made, though there were still many improvements needed.

12.1.4 Management of School Sanitation

Management of school sanitation was practically non-existent at School F, except for the fact that learners were often made to clean toilets as punishment. The principal reported in her baseline interview that the school didn't have enough people to clean the toilets *and* classrooms. When asked what can be done to solve the issue of dirty toilets, she replied, "To be given people who will be responsible to clean the toilets,

because the learners don't have time to clean them." The HSO also requested the same thing during his baseline interview, particularly since he failed to see any impact of his cleaning on the toilets. Essentially, before the programme, no management system for the school toilets was in place, as demonstrated in Figure 54.

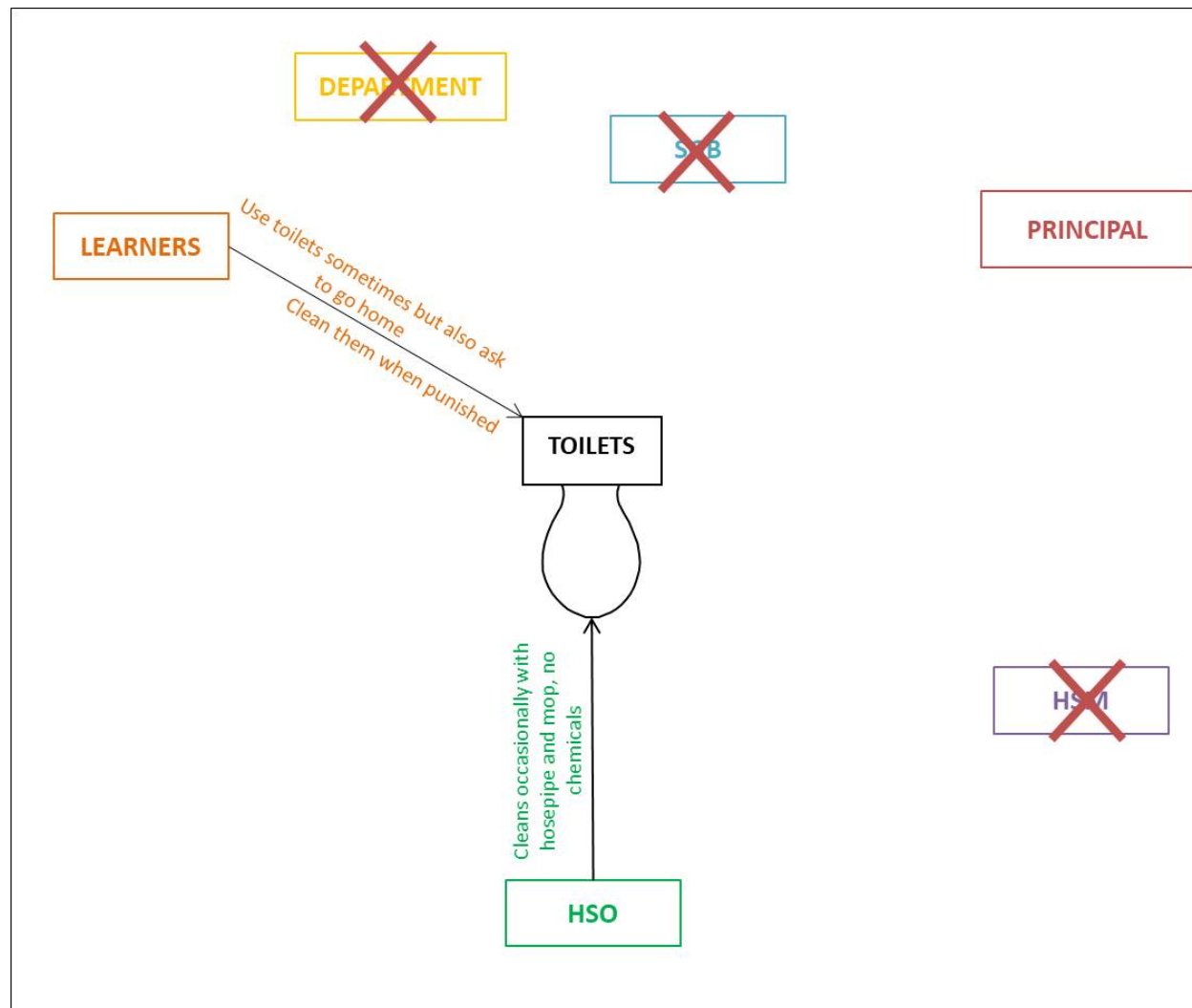


Figure 54: School F sanitation management structure at baseline

When the PID team visited the school to launch the programme in May, the principal inquired again about the EPWP workers that were meant to be appointed to the schools to fill the role of HSO. She was informed at this meeting that this programme had fallen through and was reminded that this had been communicated during training with the HSOs and HSMs. During this same visit, the project team had a brief conversation with the HSO, discussing what needs to be done in the toilets and the launch that would happen shortly after. However, the HSO reported in this unofficial conversation that he would not be willing to clean the toilets. He reiterated this, highlighting that he refused to clean the learners' disgusting mess that they make in the toilets. This outright unwillingness to clean the toilets delayed the launch of the programme, and the school was requested to sort out these issues.

The school was then visited in August 2017. At this meeting with the principal, she again asked about the EPWP workers who were initially promised, and the project team *again* communicated that this had fallen through. The project team discussed with the principal that a compromise could be made with the HSO, such that he would not clean the toilets 3 times each day, as the protocol called for, but as frequently as he could, given his other responsibilities. The principal settled on once a week. During this same visit, the project team visited the toilets, to find no evidence that there had been any effort to clean the toilets since they were renovated. Nevertheless, a demonstration was scheduled with the HSO, and the team planned to deliver the necessary supplies.

12.2 Impact of the Pilot Programme

School F had a similar situation to that at School C. The school had an unwilling HSO who did not see the toilets as part of his job; undisciplined learners who lack respect for the HSO; and a disjointed sanitation team. Given the first hurdle of the unwilling HSO, the programme launch was delayed until August 2017, meaning that the programme ran at School F for only three months until the end of the schoolyear. This provided very little time for support and thus very little opportunity to see improvement. This lack of improvement is only exacerbated by a sheer lack of communication between the sanitation team, as demonstrated in Figure 55 and described below.

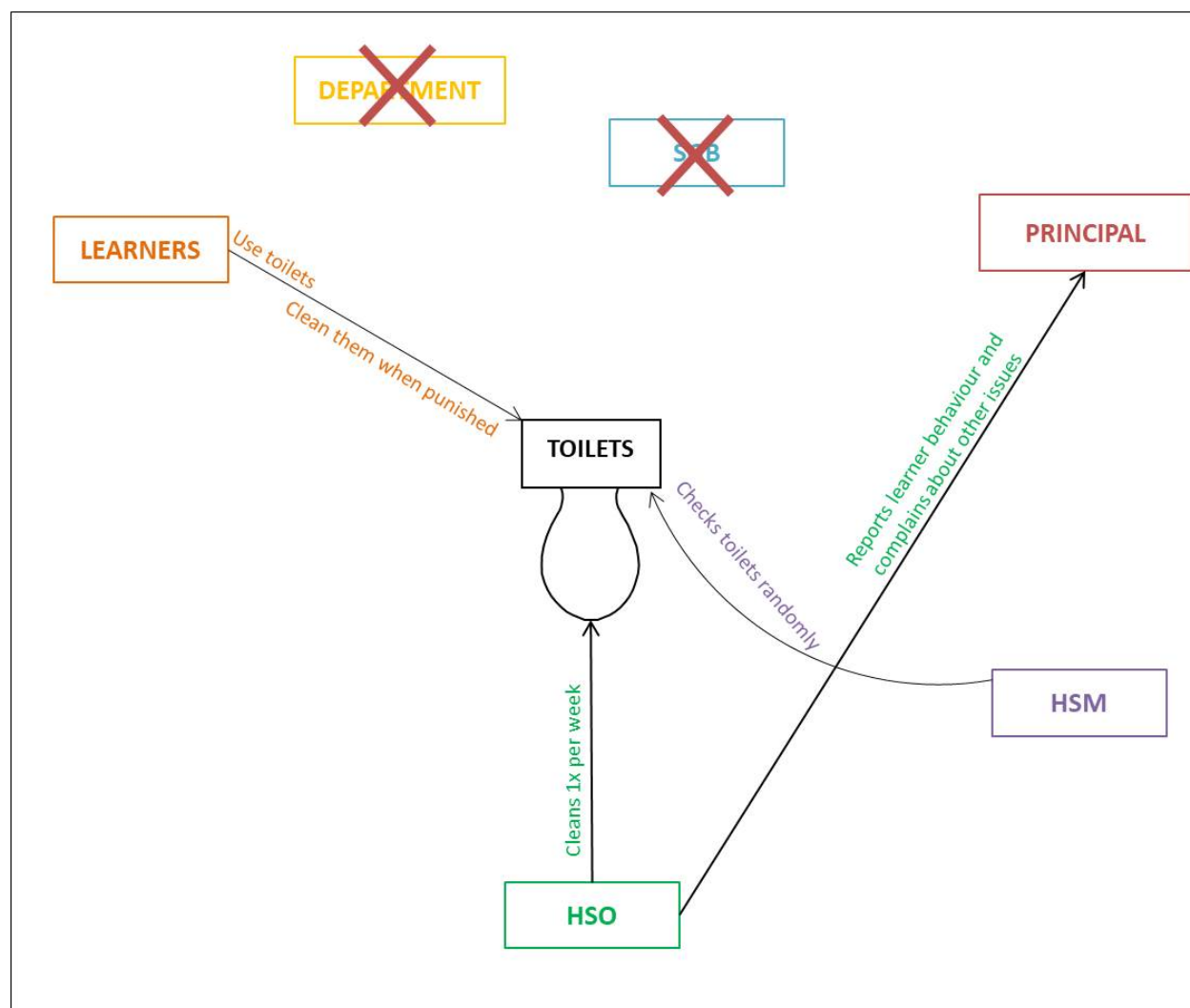


Figure 55: School F sanitation management structure at the end of the pilot programme

12.2.1 Minor infrastructure improvements

During the final visit before the programme launch, the programme team found that the boys' wall-mounted urinals had been removed, and a deep puddle of urine was accumulating in the corner where they had once been. It was also identified that the existing urinal in that toilet block did not properly drain and had not been painted with a water-resistant epoxy, causing the puddled urine to soak into the concrete, causing bad odours (see Figure 56). The HSO drained the puddle of urine and removed the wall-mounted urinals, and plans were made to improve the urinal. The improvements made simply included creating a deeper trough, using a gutter, and painting the urinal with water-resistant paint. The trough was also effectively sloped towards the drain, to make sure that urine did not puddle. These improvements would reduce the accumulation of urine, make cleaning the urinal easier, and hopefully stop learners from urinating on the floor. These improvements are pictured in Figure 57.



Figure 56: State of boys' urinals at School F before launch – wall-mounted urinals removed from the wall and a puddle of urine (left); and the trough urinal, with tiles installed by the contractor, but very shallow and without adequate slope to provide drainage of urine



Figure 57: School F renovated urinal – improved using a gutter sloped to the drain and painted with water-resistant epoxy

In addition to improving the urinal in one of the blocks, the PID team made minor plumbing improvements which had not been completed by the contractor.

12.2.2 Unwilling HSO

As was described above, the HSO at School F began the programme insisting that he refused to clean the learners' toilets, because "they just dirty the toilets all the time". Similar to the ideas expressed by the School C and School E cleaners (both high schools), the School F HSO expressed in his interview in November, "I really feel like I'm being oppressed. When you go to other schools you will not find a person that is employed by government cleaning the toilets." The HSO did not see it as his job to clean the toilets. He reiterated this, saying that his efforts to clean the toilets "disrupt the time [he] should spend doing the work that [he is] here for." However, as a cleaner employed by the government, his job description clearly lists ablutions as part of his cleaning responsibilities, as was discussed before.

12.2.3 Misbehaving learners and uninvolved principal

The HSO's unwillingness was exacerbated by his feelings of being disrespected and unheard at the school. He consistently expressed complaints with the project team during every visit, ranging from learners disrespecting him deliberately in the toilets to lack of success in requesting necessary items to do his job from the principal, such as a uniform and storage space. These issues led to an HSO who was disempowered and felt "oppressed," as pointed out above.

In terms of learners disrespecting him, the HSO gave many accounts of learners deliberately messing up the toilets after he had cleaned them.

"When I talk to a child and he responds disrespectfully in a way in which they wouldn't respond at home. There is a day a child pushed me...I was cleaning and he urinated right in front of me.... It is clear that they don't care, they'd rather be disrespectful. 'What will he do if we no longer urinate and mess up?' Do you see that I am losing my dignity?" – School F HSO, November

"You fix something now, return later and they peed on the floor. They ask you what you want to do about it because it's your job. 'You will be out of a job if we don't do this.' They do the same in the classrooms too. When you report to the principal, the action is only talking to the child and then say go and ask for forgiveness. It means that is it. Won't that child repeat the same thing tomorrow? What form of punishment did that child get?" – School F HSO, HSO Final Workshop, November

The HSO's struggles with learners' behaviour and disrespect are amplified by the principal's failure to deal with these issues, which leads to a disempowered HSO. While the principal indicated in her interview that no issues have ever been reported to her by the HSO, the HSO explained multiple times that he had reported issues to the principal, but no action was taken: "I report directly to the principal, but I have never witnessed her take action." Furthermore, the HSO seems to think her inaction is motivated by her simply wanting to avoid the toilets because they are disgusting, which amplifies his sense that cleaning the toilets jeopardises his dignity.

"There is no communication between myself and the principal. The lack of communication was shown when I asked her to go and check the toilets when learners did number two on the toilet seats and she didn't. She was supposed to go and check but she didn't. Why didn't she go check? Because she was running away from germs, but I am not supposed to run away from germs." – School F HSO, November

12.2.4 Communication breakdown with HSM

During baseline interviews, the HSM suggested that his role in the management of sanitation would be to visit the toilets twice a day and write a report for the principal every Friday. This well intentioned plan was over-ambitious and it was never initiated. Once the programme was finally launched, the HSM was never made aware that supplies had been delivered to the school, as he reported in his November interview. He indicated that the reason he had not begun reporting was that not all of the supplies had been delivered. However, everything had been delivered a month before this interview. It is also unclear why his reporting should be contingent on the provision of all supplies. In fact, it seems that part of his reporting would involve accounting for any supplies that were not present and reporting the shortage to the principal.

The HSM simply appeared to be waiting for the project team to give him updates and permission to perform his role as HSM, as emphasised in this comment: "Because the principal has not communicated anything with me and the cleaner also doesn't say anything, then I will wait for you to come, as you have done now." This hesitancy to step into his role as HSM was motivated by a lack of clarity of what this role should entail. He seems to understand his role as being that of disciplining and holding the HSO accountable, which he does not feel empowered to do.

"He is controlled by the principal most of the time telling him to do this and that. He is used to getting instructions from the principal, so it will be the first time he gets instructions from me. That is if I have to give him instructions. I haven't received such a mandate on whether I have to give him instruction or it's the principal of the school who will continue to give him instructions... This has to be clarified because it is not easy to just say, '[HSO], I see this and that,' he will say, 'are you my boss? Only the principal can tell me.'" – School F HSM, November

While it is true that a conflict can arise when the HSM attempts to fill the role of the HSO's supervisor, the HSM could have filled another important role at School F. Given the lack of two-way communication between the HSO and principal, the HSM at School F could have provided a bridge of communication, advocating for the HSO and communicating the needs to the principal, who was unable to visit the toilets regularly. This was never achieved. The HSM is intended to work with the HSO to ensure that issues are addressed in a timely and effective manner. While this does involve confirming that work has been done properly, it does not necessarily make the HSM responsible for disciplining the HSO.

Nevertheless, the experience at School F emphasised the need for a clear description of the duties of the HSM, particularly since this is a new addition to the sanitation team at most schools. It also emphasises

that the roles need to be clearly communicated to *all* people involved, so that everyone can do their jobs properly.

“We as teachers don’t have a clear mandate regarding authority over telling cleaners what to do. This is because it is a norm that cleaners take instructions from the principal. So as a teacher who was not given a mandate from the beginning, I cannot tell the cleaner what to do in the toilets...To the cleaner, it seems like you want to boss him/her around, while he knows the principal to be the boss and only the principal can give orders. Then as a teacher I’m afraid to communicate with the cleaner; I have to go to the principal to report. It is the principal who will then take action, maybe call the cleaner and have a talk about the reported situation in the toilets. At the same time, if the principal does that, another challenge arises because to the cleaner you seem like a spy.” – School F HSM, Final HSM/Principal workshop

12.2.5 Learners cleaning the toilets

Learners were cleaning the toilets before and during the pilot programme when they were punished. The HSO even expressed that this form of punishment seemed to have a good impact on their behaviour, since they would not want to clean the toilets. In his interview in November, the HSO said, “You see, now [learner behaviour is] much worse than it was before. It was better before, because we didn't have to clean them. You see now...they used to clean them as punishment and things were much better then. You see as we speak you should see the seats. They stand on top of them.” While making learners clean toilets is never acceptable, this story demonstrates a lack of ownership of the toilets among learners. Since this form of punishment is not acceptable, the school must come up with different ways to cultivate a sense of ownership of the toilets. This would likely be difficult, given that the school does not hold regular assemblies, and given the lack of interest and support for sanitation at School F among leadership, it is unlikely that this kind of instruction would take place. The lack of ownership is found not only among learners but also among staff.

13 Case Study 9: Final Workshops

13.1 HSO Workshop

At the end of the programme all HSOs were invited to a workshop at School A for an opportunity to share their experiences, receive final training, and be thanked and celebrated for their participation. All of the HSOs in the programme were in attendance, except the HSO from School C, who had refused to clean the toilets. The workshop began with an introduction, and then an extensive focus group discussion took place. The discussion covered a number of topics, including: the demands of the protocol and how they did not like the programme at first; new ideas and methods they developed for cleaning the toilets; addressing learner behaviour issues; addressing issues related to communication with the HSM and the principal; and the HSOs' need for uniforms. In the workshop, many of the HSOs were noticeably more candid and honest about their experiences than they were in the regular monitoring interviews.

Topics that were highlighted during the workshop but not during the monitoring interviews are presented below. As described above, this workshop was recorded and later transcribed and translated, allowing for additional lessons to be drawn from these discussions. This final workshop provided a platform for HSOs to share their struggles with others who understand and feel empowered and supported within that community. Workshops as a platform for training and problem-solving are a valuable tool for sustaining school sanitation management, from the HSO's perspective.

13.1.1 Solidarity and learning from one another

Bringing the HSOs together provided a platform for them to share their experiences, both positive and negative, and learn from one another. While some HSOs were more willing to learn than others, it was encouraging seeing HSOs sharing their ideas about how to deal with certain situations. The first person to speak at the workshop was the School A HSO, who described how he adapted to the cleaning protocol over the course of the pilot programme. Sharing specific methods of cleaning gives all HSOs the opportunity to see how someone else tackled the huge job of cleaning the toilets.

The other long discussion was around learner behaviour issues. After the School G HSO raised the issue, the project leader requested all HSOs who had had to deal with bad learner behaviour during the pilot to raise their hands. Five of the 7 participants raised their hands, demonstrating to all of them that they were not alone. A long discussion then proceeded about different HSOs' strategies for dealing with problem behaviour, as well as providing a platform for those who had no solution to share their frustration. While some HSOs did not demonstrate an adaptability or willingness to take others' input to heart, keeping this conversation going throughout the schoolyear would be beneficial and would likely eventually lead to changes.

Finally, a very interactive discussion took place about the administrative forms. The lead fieldworker requested that the School E HSO fill in the cleaning checklist, to demonstrate how quick the process was. This led to a huddle of other HSOs around her, making explanations of how to do it and how to manage

time at work so that these could be filled out. As was shown in the School E case study, the HSO was quite resistant to adapting and taking what the others said to heart. However, the interaction and discussion around this aspect of the management programme was fruitful for others involved.



Figure 58: Lead fieldworker instructing the School E HSO on using the forms (left), and the School A and School D HSOs instructing the School E and School H HSOs on using the forms (right)

13.1.2 Impact of outsiders monitoring

As the HSOs began to share their experiences with the programme, most began by saying that they were not happy about the programme at first. As the School B HSO described, “When I saw [PID] coming, I wanted to run and hide because I was afraid to fail.” There was a noticeable resistance in the beginning to the many visits by PID, because it meant that the HSOs were suddenly held accountable by someone else for the work that they did. However, as they got used to the visits, they adapted and realised that the project team was there to work with and support them, not only point out what they were doing wrong. The School B HSO continued:

“But I stayed because Thaban is a patient man, and he encouraged me to keep trying. I also told the principal that I really did not like these people of yours. He said, [HSO], keep trying, because at the end of the day, you will end up in the toilets, which means you will end up living there. But we will get it right.” – School B HSO, Final Workshop

The persistence of the project team’s monitoring encouraged the sanitation teams to also persist.

Also revealed during the workshop was a complete lack of communication between the School D HSO and principal, despite positive reports given during monitoring interviews. He described, “Communication only existed when [PID] came for interviews ... They know that I will tell the truth that no one checked the toilets, then they asked that we should be on the same side and say the same thing.” From a research point of view, this information is discouraging. However, the School A HSO, who works with the same principal, made a slightly different observation, saying, “Even if communication is weak, at least we

communicate before [PID arrives], unlike before when we did whatever we had to do. At least now there is some form of communication because before there was nothing except for work. I commend them because now there is that little something that they are doing.” While this account is discouraging from the standpoint of the pilot programme, highlighting a sense of lack of support from the principal at School D and School A, it does demonstrate that outside monitoring did improve communication in some small way.

Both of the above accounts show some impact of the regular monitoring that PID carried out. This monitoring provided some additional accountability for HSOs as well as the principal and HSM. Using an outside contractor for ongoing monitoring is not a long-term, sustainable solution. However, this can be seen as an appeal to the other stakeholders in school sanitation who hold more supervisory roles, such as the SGB, district and circuit managers, and the local Department of Education. Interest, monitoring, and support from individuals outside the normal school management structure will encourage the sanitation team to do their jobs, especially in situations where the team members do not have their own internal motivation to do the job. This may simply mean making an intentional decision to discuss sanitation and check the toilets when visiting schools, even if the visit is about something else. As the saying goes, people do not do what you expect; they do what you inspect.

13.1.3 HSOs’ varying level of empowerment

While the programme was meant to empower HSOs to clean the toilets and participate in monitoring and discipline, it happened in a structure in which the HSO’s level of empowerment is directly related to their relationship with their supervisor, the principal. Combining all HSOs in one workshop revealed the stark contrast between the different HSOs’ situations. These differences can be ascribed to the variation in the management styles of the principals and to the differences in the HSOs’ personalities. Whether the differences are due to personality differences or other factors, there is a clear impact on the structure of sanitation management and the HSO’s empowerment. This was mostly seen in a discussion about uniforms. The School G HSO again requested that PID advocate for a uniform for him.

School G HSO: The only thing I would like to ask is for you to request uniforms for us, because we wear our uniforms until our shoes tear. We need to be protected from germs. We cannot use our own shoes or flip flops and worn-out pants.

School A HSO: They are just being dishonest. Uniforms are written in school allocations. It is something that has to be bought for you annually; it is budgeted for. I don’t even ask for it – they know that I just say Ma’am, give me money. I’m in a bad situation. She goes to buy them. We are not troubled about that. We let them know how much we need, if we want R2 000, R2 000. They buy you boots and everything. It is written in the school allocation. There is no such thing as asking for it. It is written from the government, we have money allocated for us.
(2 other HSOs then agreed that the School G HSO should simply ask the principal himself)

A little later in the workshop, the School H HSO also expressed that she had not had a new uniform bought for her since she began working at the school in 2009, and she was still waiting. She and the School G HSO

were both waiting for someone else to advocate for them to receive a uniform, which is *vital* to their ability to do their job effectively and without getting sick. While the root cause of their avoiding the principal about the issue is unknown, this demonstrated their lack of empowerment to know and enact their rights as school cleaners. This situation highlights that in some cases, the HSM is necessary to bridge the seemingly insurmountable gap between the HSO and the principal. The HSM's role becomes one of advocating for the HSO. The School H HSM said that she only received boots the week prior to the workshop, stating, "I think it's because the principal was *pressurised by [the HSM]* to buy them."

On the other hand, the more empowered HSOs were aware of their rights and were prepared to not do their work if their rights were not protected. The same sense of agency demonstrated by the School A HSO above was also demonstrated in the School B HSO's discussion about the effectiveness of being part of a union: "If you are unionised, no one will put you in a work place that would endanger your life...If I have the material, I do the work. If there is no material, I don't work. The law states that you cannot throw yourself in danger." It is more likely that these forceful HSOs will receive the materials and equipment they need, due to their insistence to do so. It is also important to note that, especially in a situation where the principal is not empowered as well, this mind set can lead to abuse of these rights. This was demonstrated by the school cleaner at School C who insisted that she was not supposed to clean toilets, even though they are explicitly listed in her job description.

The HSO from School F consistently struggled with his principal, even with something as simple as being designated a place to store his cleaning supplies and materials. In the final workshop, he elaborated on the lack of partnership between him and the principal, pointing out that while the principal is the only one who is truly respected by the learners, she does not discipline them: "When you shout at [the learners] they would tell you that you are the last one to talk; you cannot tell them anything. The lack is on the supervisor's side. The principal is the only one who gets respect from these children, not anyone else." The HSO has reported learner's destructive behaviour in the toilets, and when he reported to the principal, "[he] was told that if she goes in those toilets then she won't be able to eat the whole day... in other words, this is good for [the HSO], but it is traumatic for her." The HSO at School F felt abandoned and disempowered, because the principal failed to acknowledge his struggles and needs in his job.

The School D HSO responded to the School F HSO's grievances with an idea to "make a statement" to demonstrate to the principal what she is doing wrong. He said, "Tell her you want to go on leave for a week and it's not a negotiation. Sign a leave form and go on a week's leave. Then return next week to see what the toilets will look like. If she complains, say, 'What am I supposed to do because you are the one not taking action against these children?'" This idea for the School F HSO reveals some abuse of power on the part of the principal that HSOs would feel the need to make such a visual demonstration for their voices to be heard.

13.1.4 Acknowledgement and Celebration

The workshop closed with "thank-you" presents for all HSOs and trophies for those receiving special recognition. This proved to be an empowering and motivating exercise for those involved, who never

expected to receive an award for their job as school cleaner. If possible, it will be beneficial in future programmes to have an element of competition between schools included. This provides some extra motivation for them to do their job well and then to carry on doing it well once they have received (or have not received) an award. The awards given are listed below and shown in Figure 60 through Figure 64:

1. "Best Cleaner" Award, School G HSO
2. "Problem-Solver" Award, School B HSO, for coming up with quick and effective solutions when things broke or did not work well
3. "Getting the Job Done" Award, School A and School D HSOs
4. "Overcoming Obstacles" Award, School E HSO, for dealing with the worst-behaved learners in the programme; while she struggled immensely with the programme, this award sought to acknowledge that the learners she dealt with made the job even more difficult



Figure 59: Thank-you presents and trophies for HSOs



Figure 60: School G HSO receiving the "Best Cleaner" award



Figure 61: School B HSO receiving the "Problem-Solver" award



Figure 62: School A HSO receiving the "Getting the Job Done" award



Figure 63: School D HSO receiving the "Getting the Job Done" award



Figure 64: School E HSO receiving the "Overcoming Obstacles" award, as Thaban describes one instance where she had to deal with very bad behaviour

13.2 HSM and Principal Workshop

The following week a separate workshop was held with the HSMs and Principals. Each school had at least one representative, except for School H. The programme for the day was very similar to the HSO workshop, but the conversation went very differently. The conversation began with some simple words of gratitude and positive feedback, but the purpose of the workshop was to share struggles and solutions with one another. A number of topics were covered, including the role of the HSM, strategies for educating learners, principals making an effort to get supplies and safety equipment for the cleaners, and how to manage HSOs. Some specific issues that came up during the HSM and principal workshop are described below.

13.2.1 Resistance to opening up about struggles

As was done in the HSO workshop, participants were asked to raise their hands if they had dealt with poor learner behaviour during the pilot, and no participants raised their hands. This conflicts with what happened at the HSO workshop, and was likely due to the link between discipline and the principal's job in the school. There may have been hesitancy to reveal struggles that they had had in this regard and had even reported to the project team during monitoring interviews. Participants did, however, freely share about how they had addressed learners through assemblies and education. One proposed aspect of training for principals and HSMs would be to include simple 2 to 5 minute lessons about the toilets, to be shared with learners in assembly or during class. While some of them relied on the project team's assembly appearances and the drama put on by PID during the programme, these prepared lessons would give the principal and HSM more capacity to teach these principles as well.

13.2.2 Ambiguity of the HSM's role in sanitation

"We as teachers don't have a clear mandate regarding authority over telling cleaners what to do. This is because it is a norm that cleaners take instructions from the principal." – School F HSM

The School F HSM expressed his frustration with his role as HSM, since he was unclear on the responsibilities and unable to have any authority over the HSO at School F. This led to miscommunication and failure of the HSM to fulfil his duties at School F. This is unfortunate, especially since the relationship between the HSO and the principal was non-existent and more often resembled an abuse of power on the part of the principal. The presence of an effective HSM in that situation would have helped the HSO to communicate issues to the principal, and he may have been able to act as an advocate on behalf of the HSO. However, the conflict about the role of the HSM was never clarified or resolved. Thus, the sanitation "team" at School F did not cooperate or come together as a team, and there was a severe lack of trust between all parties.

"To the cleaner, it seems like you want to boss him/her around, while he knows the principal to be the boss and only the principal can give him orders. Then as a teacher I am afraid to communicate with the cleaner. I have to go to the principal to report. It is the principal who will then have to take action, maybe call the cleaner to have a talk about the reported situation in the toilets. At the same time if the principal does that another challenge arises because to the cleaner you seem like a spy. That is the challenge we face in terms of communication." – School F HSM, Final workshop, November

This ambiguity of the role of the HSM was only expressed explicitly by the School F HSM, but the great variation in the role of the HSM at each school demonstrates that some clarity needs to be brought to the job of the HSM. While one HSM in their monthly interview indicates that things are going well, they only attend to the toilets once a week, while another HSM visits the toilets every day. This role needs to be clarified for the sake of the HSM as well as the other sanitation team members.

13.2.3 The Authority of the Principal

Similar to the different levels of empowerment observed during the HSO workshop, principals in this workshop also appeared to have different perceptions about their level of authority in managing the school cleaner. The principals were asked to share their experiences with supervising school cleaners (HSOs in this programme), who are direct employees of the Department of Education. This was in response to the lack of authority at School C, which was shared through their experiences dealing with a cleaner who "put her foot down saying she will never clean the toilets," as the HSM at School C said.

The Principal of School B demonstrated a strong sense of authority over his employees, including the school cleaner. He highlighted the importance of written agreements in establishing and maintaining his authority as the school principal.

“With a job description, you have a tool. If someone disobeys it would be their own rudeness and hard-headedness. I am not tapping into my experience as a principal that no one can tell you they won’t do something while it’s in black and white in their job description, or else chase them out. It’s a tangible fact. Even if it’s a teacher telling me they won’t do what I tell them I fire them.” – School B Principal

He encouraged the leadership at School C to simply use the job description that has been made for them. Furthermore, the School B Principal went on to discuss unions, citing, “A major problem I have identified is that people want to use the fact that they are unionised as an excuse for not doing their jobs.” This was discussed above in the HSO workshop section, but this again highlights the importance that *all* participants, principals and HSOs, are empowered. The HSO must be empowered to enforce their rights and hold others accountable, and the principal must be empowered to enforce the job description of the HSO and hold him or her accountable. The School B Principal went on to suggest that the principals should work *with* unions, rather than *against* them, as this partnership can end up helping everyone.

The School D Principal went on to share her experience, described in the School D case study, of participating in the PMDS (Performance Management and Development Scheme) for the HSO previously. She also made mention of the paperwork of the job description and timetable, which holds the HSO accountable for his duties. In PMDS, the HSO rates himself on each of the agreed-to items, and the principal does the same. She reported that the HSO’s performance did not match the agreements, and she submitted a rating lower than what he gave himself. The discussion with the department went back and forth, and she eventually was forced to change the ratings she gave him. From her account, it appears that she did not have the support and backing of the Department of Education in evaluating the performance of the HSO. While it is difficult to say much without hearing the HSO’s side of the story, this story did reveal a lack of authority on the side of the principal to function as the HSO’s supervisor.

“After I submitted, I got a phone call requesting that I elaborate on why this person got this kind of rating. I did that. Later, I was asked if I developed him. I said yes, and that I had minutes to prove that I met with the support staff... I sent that back... I was instructed to change his ratings and scores, because it transpired that we did not develop him. The problem was that I had even submitted evidence that this person was present when we were talking about this thing... It was so bad to such an extent that I had to send it back because I cannot change ratings, since they reflected his performance within the school. If I did that then it would mean they can do whatever they feel like doing, and we give them high ratings. They are promoting something I don’t even know what to call it. But in the end, we won the case because I was talking about something I observed on a daily basis.” –

School D Principal

She then specifically described her feeling of powerlessness, both because the HSO is employed by the Department, and because he is a man.

“I am just sharing problems, because if the person is employed by the Department, you never know how to handle him/her. You are trying to help where you are supposed to help to develop the person but find that they still do as they please. Especially if it is a male, it becomes very difficult. There is this thing that this is a woman. Men are used to being in a position of power, so they don’t want to be told by us, forgetting that this is a job. We are not here to beg, we are not related, and we are here to work according to our job descriptions and according to our appointments into a particular position. I’m just sharing challenges we experienced, of which others we sweep under the carpet as if all is well, while it isn’t.” – School D Principal

It is very interesting to note that during monitoring interviews with this principal, these personnel problems were never expressed. The same thing happened during the HSO workshop, in which the HSO from School D opened up about the utter lack of communication between him and the principal, and even claimed that she told him to simply report that everything was going well. It appears there were a lot of tensions kept “under the carpet” throughout the entire pilot programme that only came out in these open discussions.

While this anecdote from the School D principal touched on a wide range of issues, the main takeaway from her sharing this story is that there must be clarity in terms of job descriptions and roles, and all parties involved must agree up front. There also must be support from the employer (the Department of Education) for the principal, who has been appointed to manage a large group of other people who are appointed by the Department.

13.2.4 Request for more Workshops

The final item raised in the workshop was a request for workshops at the beginning of the year, as well as ongoing through the year. From the point of view of principals, this would help them enforce what is covered in those workshops throughout the year and serve as a clear starting point for enforcing the HSOs’ job description. The HOD of School C discussed the purpose of the workshops:

“From the discussion, I think we at the beginning of the year, we need to have a workshop for non-teaching staff. The workshop should cover job descriptions of clerks, cleaners, as well as cleaning of toilets. It will also remind our colleagues that even if we are unionised, we still have to do the jobs we are appointed for. Also, that job descriptions define exactly what they have to do, because schools differ. They will be customised to the particular schools. Then we reach an agreement on how work should be done in the schools and emphasise the need to add cleaning of toilets as work that needs to be done.” – HOD, School C

14 Achieving Effective Management of Sanitation

What is actually required to ensure that school toilets are effectively managed? Each school in this small pilot programme was unique and each had its own level of success, as reported by the learners, the HSO, and revealed to the team during visits to the toilets. The fact that a few schools had relative success but did not all have the same management structure reveals that there is not only one way to achieve effective management. A strategy must be set by each school, based on the specific situation at each school. There are, however, some aspects which are essential and others which will contribute to active management.

Figure 65 revisits the ideal structure for managing school sanitation, presented earlier in this report. The structure includes roles for all actors from HSO, to learners, to principal, and up to the Department. It is important to note that these roles are suggested as part of *management* of existing school sanitation, and there are additional roles relevant to improving sanitation in terms of infrastructure. Figure 68 separates all ideal functions into those which are *vital* to sanitation management and those which are merely *beneficial*.

In the pilot programme, the two most successful schools were School B and School G. By comparing their structures, shown above and repeated in Figure 66 and Figure 67 below, functions in the ideal structure can be designated as *vital* or *beneficial*, as presented in Figure 68. For instance, the connection between HSM and HSO was not present within the School B structure, but it was vital to the success at School G. The vital aspect of both management structures is that the HSO has some way of reporting issues to the principal so that they can be solved in a timely manner. Whether or not this reporting happens through the middle-man, the HSM, really does not have a bearing on the success of the programme. Should the HSM be removed from the equation, this simply means that the principal has more responsibilities in terms of accountability and addressing problems. Conservatively assuming that most HSOs' relationship with the principal reflects that found in School G, the reporting function of the HSM has been deemed vital to the programme's success. As pointed out previously, the inclusion of an HSM also serves to improve the long-term sustainability of the programme, providing an additional individual in the school to champion the sanitation cause.

Another key, yet subtle difference between the School B and School G structures is the strategy for ensuring that learners behave properly in the toilets. School B had no official monitoring strategy for the school toilets, but the school leadership rather developed a culture among learners of reporting issues to the principal and HSO. All learners "policed" each other. This, coupled with the regular visits to the toilets by the HSO and principal, allowed for addressing behaviour issues in a timely manner and there was a noticeable improvement in learner behaviour. School G also saw an improvement in learner behaviour, without any active reporting from the high school learners. The aversion to reporting was likely due to a fear of being seen as an informer. In the absence of reporting from learners, the HSO regularly monitored the toilets during break time, and the HSM began a system of official learner monitors for the toilets. Thus, regardless of how it is achieved in a specific context, the sanitation team must establish a specific strategy for monitoring of the toilets (whether by learners or teachers, officially or unofficially), which will allow

the necessary improvements to learner behaviour and toilet use. As an ideal scenario, both learner reporting *and* active monitoring by staff have been listed as vital.

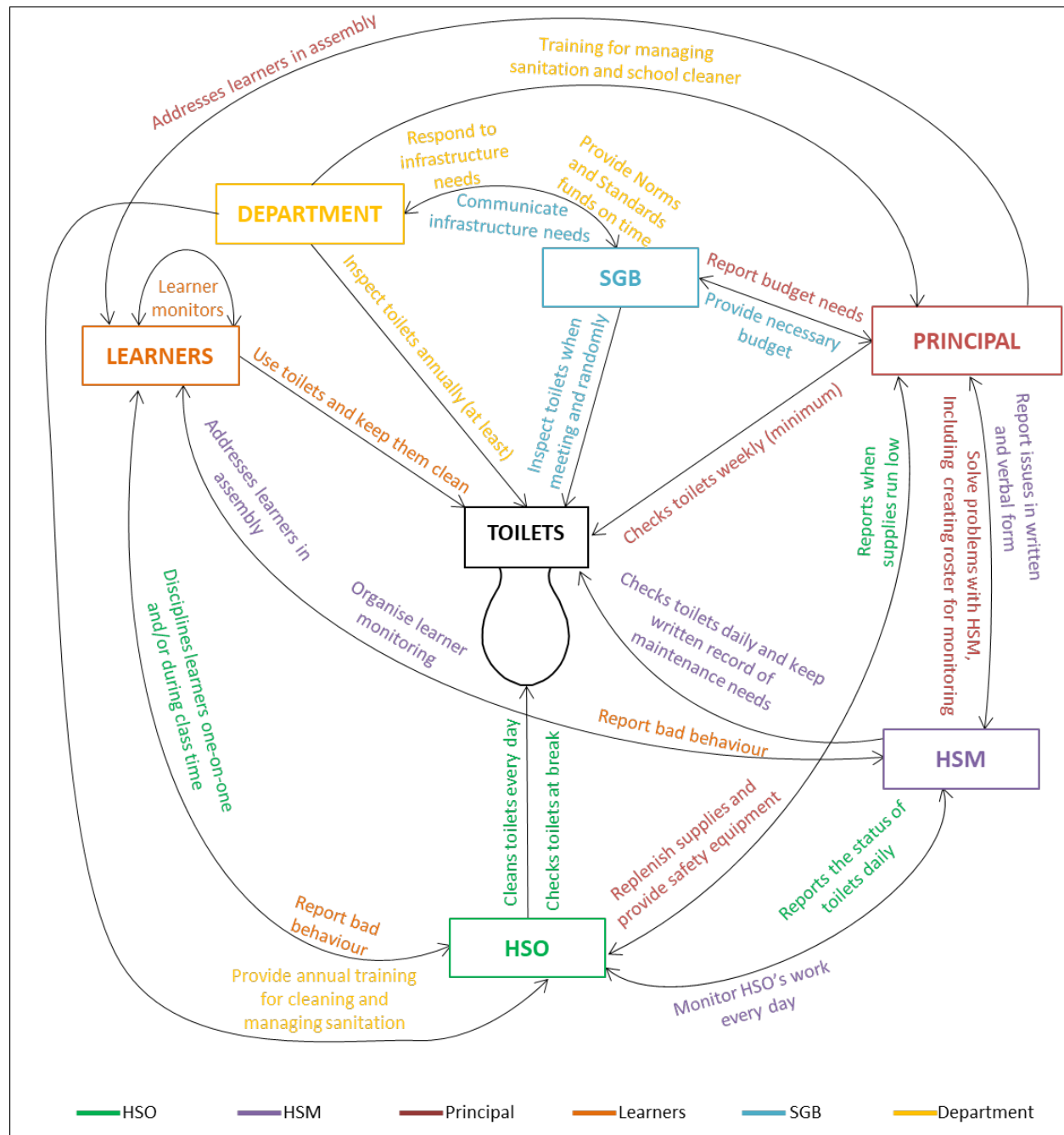


Figure 65: Ideal structure for managing school sanitation (as per Figure 2)

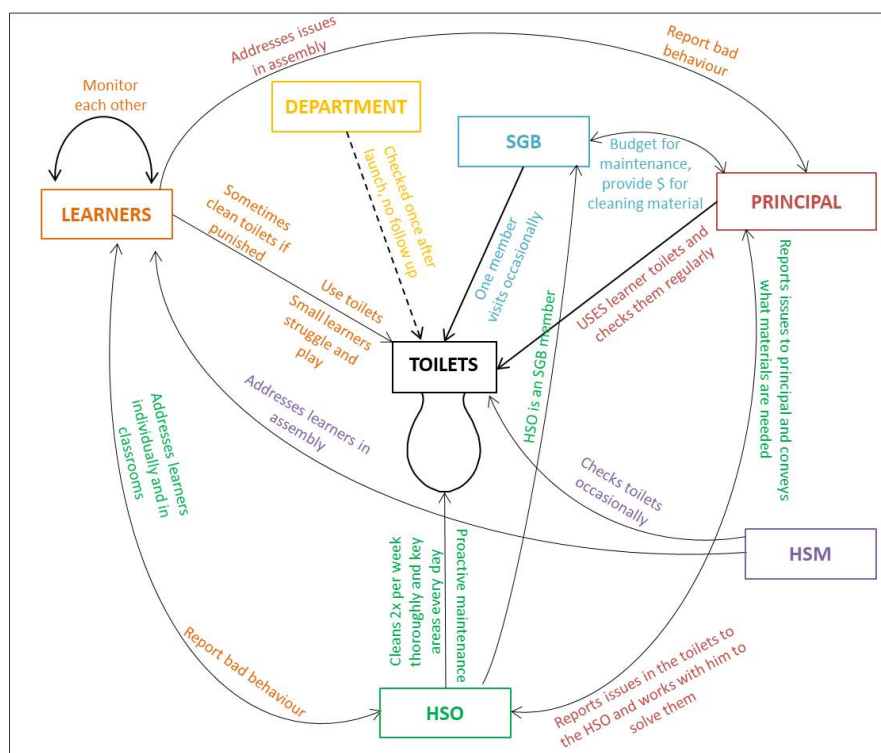


Figure 66: School B sanitation management structure, end of the pilot (as per Figure 15)

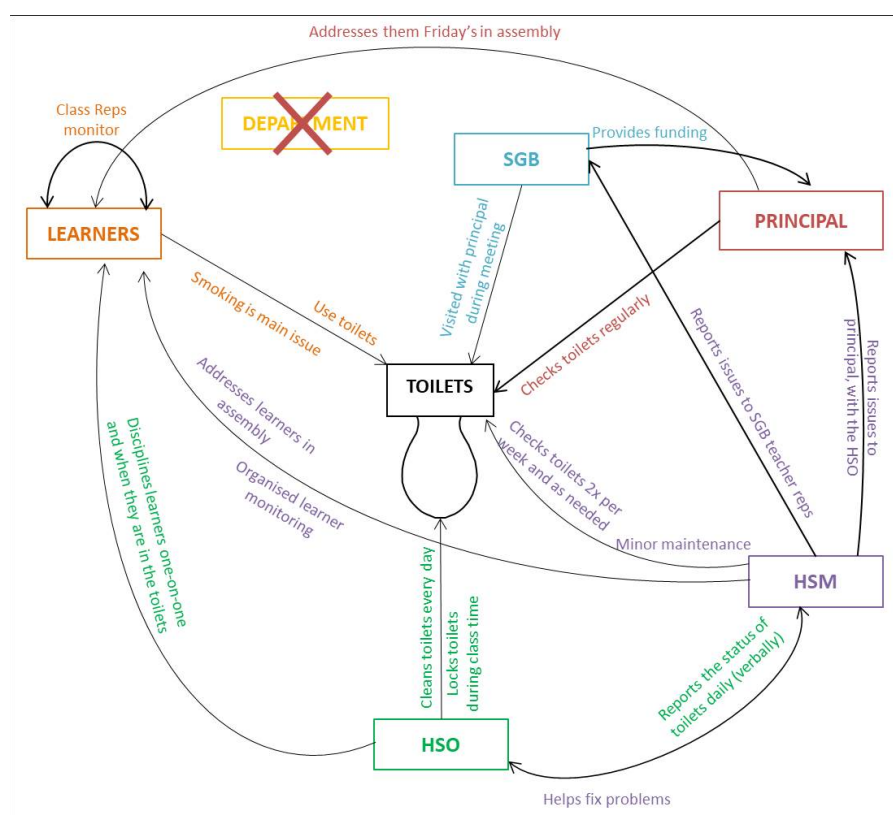


Figure 67: School G sanitation management structure, end of the pilot (as per Figure 36)

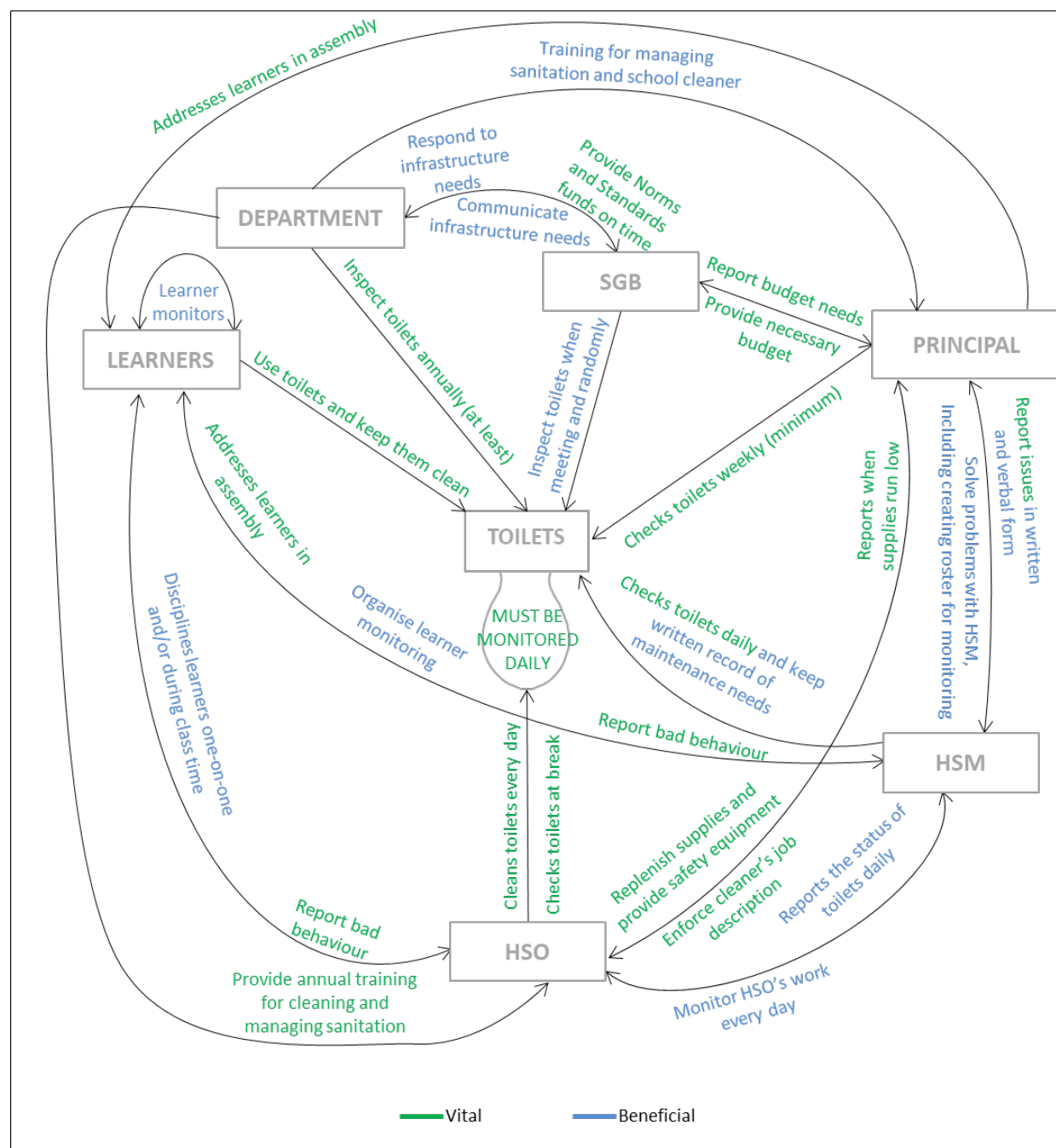


Figure 68: Structure for managing school sanitation, with vital and beneficial elements highlighted

14.1 Vital Components of School Sanitation Management

Aspects which are considered *vital* to the management of school sanitation are:

1. **Cleaning chemicals and tools that are readily available for the cleaner to use.** These materials must be always on hand and must therefore be replenished in a timely fashion, to ensure that the cleaner continues to be able to do his or her job. This requires active reporting by the HSO to the principal on supplies inventory. This also requires communication between the principal and SGB, so that the supplies are adequately budgeted for and that funds are available as needed. This further requires that the Department of Education fulfils its responsibility to provide Norms and Standards funds on time and without delay.
 2. **Adequate training for school cleaners** – The HSOs in the pilot programme were not properly trained in disease transmission. An understanding of disease transmission is vital to their understanding of *how* to clean toilets, particularly in acknowledging that germs are ubiquitous, though they are not visible to the eye. This training is also vital to the HSO being able to *prioritise* the toilets as centres of disease transmission.
 3. **A schedule that includes ample time for cleaning the toilets daily**, with particular attention paid to disease hotspots – In most schools, this will require compromise to some other area of their cleaning roster, and willingness of the HSO and principal to adapt is vital. Without time set aside for this job, cleaners are likely to become overwhelmed by the task at hand, and toilets are likely to get so dirty that cleaning them becomes impossible.
 4. **A specific and defined strategy for monitoring the toilets during break times** – Though a specific method of monitoring was not identified as ideal, the sanitation team must apply their minds to the issue of monitoring, such that some strategy, specific to the school's context, is implemented and that learners are accountable for their actions.
 5. **A principal who sees the importance of sanitation** and will *demonstrate* that value by discussing it publicly with the learners and teachers in assembly, meetings, and other opportunities. This will also be demonstrated through their responsiveness to the cleaner's needs. Finally, management of school sanitation requires that the principal visits the learners' toilets on a regular basis. In the two most successful schools in this pilot, the principals were extremely responsive and important to the sanitation team.
 6. **Personnel who learners feel comfortable reporting issues to** – Learners use the toilets more than anyone else, and thus, they are the best source of information on behaviour and infrastructure issues in the toilets. In some schools, learners may feel comfortable reporting to the HSO, HSM, or principal; but in other schools, learners are only comfortable reporting to other learners.
 7. **Strategies for actively teaching learners about toilet manners** – if learners do not use the toilets properly, the cleaners' work is quickly negated, leading to dirty and unsafe toilets and a disempowered cleaner.
 8. **Annual inspection of the sanitation infrastructure by the Department of Education** – This ensures that the sanitation infrastructure at schools does not hinder the cleaner's ability to clean or put learners in physical danger. Infrastructure can hinder a cleaner's ability to clean in simple ways, such
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as floors that are not properly sealed and soak up urine, creating unavoidable odours. This could also include the situation at School H, where the position of the toilets causes them to get flooded during storms. This problem does not require brand new toilets, but simple stormwater management strategies could be implemented by the DoE to address this issue, which otherwise keeps learners from using the toilets and the cleaner from cleaning them. While a regular cleaning regime can deal with disease transmission risks, it will not stop learners from being put in danger if infrastructure is degraded and unstable. The Department of Education must be actively aware of any threats to learners' safety at a school, including threats from the school toilets.

14.2 Beneficial Components of School Sanitation Management

Aspects which are not necessarily essential but which are *beneficial* to better management of school sanitation are listed below. These elements have potential to improve management efforts and provide redundancy in stakeholders' functions, which can help ensure long-term sustainability of sanitation management.

1. **Active participation from a teacher in the sanitation team** (the HSM) – It was found that this was not *essential* to the proper management of the school toilets on a day-to-day basis (depending on the extent to which the principal chose to involve him or herself with sanitation). However, having this person available and involved will accomplish a number of things. The HSM provides a link between the cleaner and the learners, as a teacher who can address issues directly with them. In that respect, the HSM is also the ideal person to create systems for learners monitoring each other. The HSM also provides someone with whom the cleaner can express issues, which is especially important if the cleaner struggles to report directly to the principal for fear and respect of authority. Including an HSM also provides a third person on the team who is able to carry the vision forward, particularly in the event of staff changes (if the principal leaves, the HSM would then convey the vision to the next principal). At School G, the HSM's partnership with the HSO in monitoring gave the HSO an added confidence to discuss behaviour issues directly with learners as they came up and to bring concerns to the principal directly.
 2. **Engagement of learners in monitoring of toilets** – This works particularly well in schools where there are older learners. This may involve an official roster for learner monitors, as was demonstrated at School G, or it may be a general responsibility among learners to actively report issues, as was effective at School B. Overall, the engagement of learners in monitoring gives them a greater sense of ownership over the toilets, leading to better use of the toilets and awareness among the sanitation team of what the issues are.
 3. **A written record of reported issues**, which can be used to remind the sanitation team of what must be addressed. If this is not implemented, issues will get reported multiple times without being dealt with.
 4. In line with the above point, **written administrative tools, which keep track of inventory, daily cleaning and checking activities, and issues reported**. These make management more effective, by keeping track of what has been done and providing a basis for team members to hold each other
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accountable. These forms can also assist in performance reviews, carried out at the end of each schoolyear. From the HSO's point of view, keeping a written record of cleaning activities and reporting will serve as evidence to his or her boss that he or she was active in cleaning the toilets. For the Principal's review of the HSO, these written reports provide evidence for their decision to score the HSO in a certain way, provided there is some audit system, implemented by either the principal or HSM, to confirm that the HSO's self-reporting is accurate.

14.3 Major Hindrances to School Sanitation Management

Through the experiences of the schools in the pilot programme, a few major hindrances were identified, which could inhibit the success of the management efforts overall. These hindrances, listed below, will tend to prevent efforts to improve the status of school sanitation from succeeding.

1. **Lack of accountability for the HSO** allows them to adopt their own "job description", which can lead them to neglect the toilets altogether.
 2. **Absolutely no monitoring strategy for learner behaviour**, as children will be children, and the toilets have historically provided an out-of-sight place for mischief to take place. This simply negates the work that the HSO does in cleaning and maintaining.
 3. **General mistrust/lack of working relationships, particularly between principal and cleaner** (e.g. Union issues, inability of cleaner to express needs due to intimidation, gender issues)
 4. **Lack of awareness on the part of the principal of the cleaner's job description** – as the supervisor of a department-appointed cleaner, the principal must be made aware of the requirements of this job and receive the support and backing necessary to effectively supervise and discipline this person in their job.
 5. **Incorrect tools to do the job** – if the HSO is not aware of how to clean the toilets and with which materials, disease transmission will not be stopped, even with a regular cleaning regimen. Specifically, if no disinfecting chemicals are used, germs can remain viable for a long time.
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15 Refining a school sanitation management model

To finalise this pilot project, the management model which was piloted during 2017 has been refined based on the lessons learned through this study. The refined model can and should be implemented elsewhere and at a larger scale.

The original management model presented an ideal situation for management of school toilets. In this model, the most important aspect was the designation of a Health and Safety Officer, specifically in charge of: cleaning toilets three times each day; monitoring them during break and assisting learners; and addressing and reporting any problems in school toilets. In the model, the Health and Safety Officer is completely dedicated to the toilets and is at the school *in addition* to the school cleaner. This model provides an ideal amount of supervision in the toilets, giving sanitation the priority that it requires and has not been previously given. However, this model requires modification given that school cleaners have numerous other duties.

This pilot programme attempted to achieve this ideal by getting the Department of Education to appoint an EPWP worker to each school as the Health and Safety Officer. However, the budget fell through, and thus the responsibility was put on the shoulders of the school cleaners. Until budget is set aside for a designated HSO for the toilets, the ideal model will not be possible. With the ideal model being impossible, it is likely that schools will take the general attitude that if they cannot manage the ideal management programme, they will not do anything. This was the attitude of some schools in the pilot programme. However, those who were more flexible were able to adopt the model to their specific situation, leading to highly improved, though still not perfect, conditions in the school toilets.

Therefore, the model must be refined to reflect the current situation in schools, in which the school cleaner appointed by the Department of Education carries out the necessary cleaning activities in the toilets and is supported by the principal, HSM, other staff, and learners. Without an HSO dedicated to the toilets, the management model requires greater input and participation from the other actors. In refining the model in this way, the Department of Education and schools can implement the management practices immediately.

15.1 Specific Changes to the Model

The specific adjustments that have been made to the management model are as follows:

1. Roles and responsibilities must be more clearly defined, particularly for the HSM.
 2. A reduction in the duties of the HSO and refined definition of activities.
 3. The cleaning protocol is adjusted so that key hot spots are cleaned every day, and other tasks, such as mopping floors, take place less frequently.
 4. Adjustment of the HSM's role to include oversight of monitoring of school toilets, whether that involves: developing a roster of teachers to monitor the toilets; creating time in the HSO's roster to monitor the toilets; or creating a system of learners monitoring the toilets.
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5. Elaboration on learners' specific roles in management, including monitoring and, most importantly, reporting.
6. Adjustment of administrative tools to make them more user-friendly and reduce the amount of paperwork. The pilot programme had very little success with administrative reporting tools, and these need to be adjusted if they are to serve their true purpose.
 - a. Change toilet cleaning checklist to reflect actual activities done each day (with an estimated time requirement for each day)
 - b. Create an inventory sheet to assist the HSO/HSM to keep track of supplies; this activity was carried out by PID in the pilot programme, but schools must be able to do this, so that supplies are replaced in a timely fashion.
 - c. Combine the infrastructure monitoring and reporting checklists into a single form, to be kept by the HSM.
 - d. The finalised list of administrative tools will be as follows:
 - i. Daily Cleaning Checklist: to be filled out by the HSO and checked by the HSM daily.
 - ii. Log of Sanitation Problems: to be kept by the HSM as a log of all issues reported by others and observed by the HSM; this will provide a way of tracking issues as they come up and are resolved.
 - iii. Weekly Supplies Inventory: to be filled out weekly by the HSO and checked by the HSM and/or principal to make sure supplies do not run out.
 - iv. Monthly Infrastructure Inspection Sheet: to be filled out by the HSM/principal/SGB representative during a monthly inspection of the toilets; issues should be cross-checked with the Log of Sanitation Problems to make sure that they have been logged and are being addressed.
7. Creation of new tools:
 - a. Assembly topic and activity guide
 - b. Sanitation management planner (annual) – practical, key aspects for planning
 - c. Practical guidance for roster planning
8. The print version of the model will be adjusted to make it easier to navigate. For example, each chapter could have a cover page on a thicker piece of paper, allowing the users to quickly flip through the different sections.

In addition to the above specific adjustments to the piloted model, the following suggestions can assist with successful implementation of the programme in the future.

1. Willingness and commitment to participate must be firmly established up front. Particularly in the early stages of implementing this programme, selected schools (principals, HSMs, and HSOs) must commit to prioritising sanitation at their school. Should the Department of Education adopt this model as a requirement for schools, then all schools will be required to participate, but while it is still in a trial stage, it is important for participating schools to commit up-front, with full knowledge of what that entails.
 2. Training is a vital part of the model, and in a longer-term programme, follow-up training should be carried out in addition to the initial training. In addition to providing ongoing skills
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enhancement for the cleaners, these ongoing training sessions would help to establish a community of practice among the HSOs, in which they could begin to solve their problems together. This was a very effective aspect of the closing HSO workshop; the participants taught and supported one another, and most of them were encouraged afterwards.

3. While reporting is an important part of the programme, and the forms have been updated based on experiences in the pilot, the potential for mobile phone reporting methods should be further explored. This would reduce the sea of paperwork that most staff in schools find themselves in. An example of progress in this way is the School Management Solution, developed by Mezzanine Ware. This is “a mobile application that offers real-time management interaction between schools and the education department.” This app is available to all schools in Gauteng and Eastern Cape, and more information will be sought to see how this type of solution could be used to serve the same function for sanitation specifically.
 4. Ideally, if the model is adopted by a large organisation, such as the Department of Basic Education, the manual should be worked on by a graphic designer/illustrator to enhance its appeal. The manual currently contains the majority of content necessary for the programme, but the addition of more illustrations and a graphic designer’s touch would make it that much more interesting to read and “user-friendly”.
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16 The Department of Education's role in School Sanitation Management

While this pilot programme focused mostly on the management of school sanitation at the school level, it is important to consider the role of the Department of Education as well. The Department of Education provides schools with some of the most vital tools that they can use to better manage their sanitation, and some bottlenecks in the provision of these tools were observed during this pilot study. These bottlenecks provide some insight into areas where the Department of Education can better support management of school sanitation, with the motivation to ultimately cut down the DoE's costs for new infrastructure, as described below.

16.1 The Department provides funding to schools

Education is the South African government's largest budget item. Each year many hundreds of millions of Rands are spent on maintenance of school infrastructure, but this only addresses major maintenance needs. No-fee schools (the majority of state schools) obtain their funds for running costs from the Department's Norms and Standards grant (salaries are paid separately). As a guideline, schools are meant to spend 60% of their Norms and Standards grant on Learning Teaching Support Materials (LTSM) and the remaining 40% on everything else. This includes maintenance, which is meant to account for 5/40 of the "everything else" portion of the grant. Thus, maintenance of school toilets would be covered with this portion of a school's funding. It is unclear whether cleaning supplies would be accounted for within the 5% portion of the "everything else" budget or elsewhere, but these guidelines do give some indication of what would be affordable for a school in terms of supplies for managing school toilets.

The amount of funding in the Norms and Standards Grant is determined by the quintile that a school falls into. Schools in Quintile 1 are in the poorest areas, while Quintile 5 schools are in the wealthiest areas. Schools in Quintiles 1-3 are not allowed to charge fees to their learners, and they receive the largest government subsidy, a minimum which is set by the Education Minister each year. Schools in Quintiles 4 and 5 receive lower subsidies, because they are allowed to charge fees. In this pilot study, all 8 of the participating schools were in Quintile 3. Based on the figures for 2018 reported by the Education Minister, the minimum school allocations for Quintile 3 schools is R1 316 per learner per year. Based on the enrolment at each school in this pilot programme, the available amount in the Norms and Standards Grant is summarised in Table 20.

Table 20: Estimated Norms and Standards budgets and cost of sanitation management at pilot schools

| | Enrolment | Norms and Standards (R/yr) | Cost of Management Supplies (R/yr) | Cost of Management Supplies (R/learner/yr) | Percentage of Norms and Standards |
|-------------------|-----------|----------------------------|------------------------------------|--|-----------------------------------|
| School A/School D | 551 | R725,116 | R10,578 | R19.20 | 1.46% |
| School B | 500 | R658,000 | R10,195 | R20.39 | 1.55% |
| School C | 480 | R631,680 | R10,045 | R20.93 | 1.59% |
| School E | 470 | R618,520 | R9,970 | R21.21 | 1.61% |
| School F | 696 | R915,936 | R11,665 | R16.76 | 1.27% |
| School G | 406 | R534,296 | R9,490 | R23.37 | 1.78% |
| School H | 598 | R786,968 | R10,930 | R18.28 | 1.39% |

*NOTE: School A and School D were combined at the end of the 2017 schoolyear.

Overall, the management of school sanitation, estimated through this pilot programme, is approximately R6 445 per year for all cleaning supplies and equipment, including handwashing liquid, plus R1.50 per toilet paper roll, with approximately ½ a toilet paper roll allocated to each learner per month. At this cost, the management of school sanitation will cost, on average, R20 per learner per year, or 1.5 percent of the schools' Norms and Standards income each year. Eliminating the funds designated to LTSM, this amounts to approximately 3.7 percent of a school's budget for "everything else". Ensuring that this funding is available would require schools to ring-fence this portion of the budget at the beginning of the schoolyear, so that the necessary amount is available each month.

It is important to note that a handful of schools in the pilot programme mentioned that they had struggled to gain access to their Norms and Standards Grant in the year. This delay in funding restricts a school in their ability to pursue certain endeavours, including sanitation management, because a budget without any funds means nothing. The delay could have been due to an administrative failure on the part of the school, as schools that are unable to account for their spending in a schoolyear have their funding withheld and disbursed by the Department using a different process. It is unclear whether this was the reasoning behind some schools' failure to access their funding. It could be argued that the provision of basic sanitation requirements like cleaning materials and toilet paper is so fundamentally important that arrangements should be made for supply directly by the Department, rather than leaving it up to the schools.

16.1.1 Why should the Department encourage schools to budget for sanitation management?

While the Department of Education allocates significant funding each year to new sanitation infrastructure at schools, this amount of funding cannot keep up with the demand for improvements to sanitation. While the common perception among school administrators and learners is that they need new toilets to solve their problems, many school toilet blocks could be salvaged through better cleaning and management. This does *not* include situations in which the school has toilets that are structurally unsafe or does not have enough toilets. In these cases, the Department must provide new infrastructure.

However, in many other cases, such as the schools included in this pilot programme, initiating an effective management plan can allow school toilets to last much longer without falling into disrepair.

Based on budget figures from the Limpopo Department of Education, the average cost for a new school VIP is approximately R88 340 per seat (adjusted to 2018 costs) (Limpopo DoE, 2014). This equates to over R1 million to build a new VIP block with 6 boys' stalls and 6 girls' stalls at a school. This is a significant investment in learners' health, safety, and dignity. However, if the new toilet block is not properly managed, the investment will lose its value within a matter of years. For instance, Figure 69 and Figure 70 show toilets at schools which, within just three to five years following their installation, had reached a state where they no longer protected learners' health, safety, and dignity. In fact, they posed a hazard to learners' health, safety, and dignity.

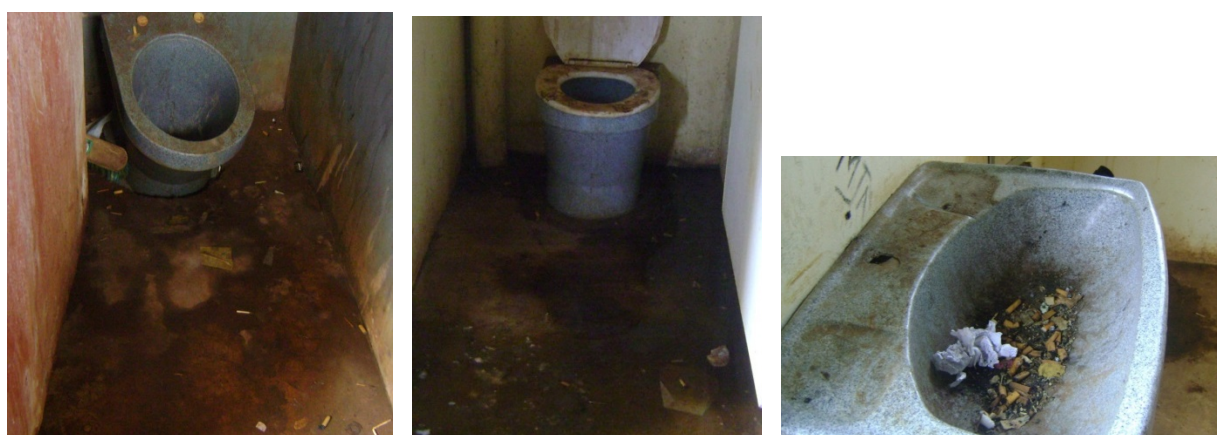


Figure 69: Toilets and basin at a KZN High School – photos taken 5 years after the toilets were built



Figure 70: Urinals and basins at a KZN Primary School – photos taken just 3 years after the toilets were built

In contrast, effective management of school sanitation can cost a school as little as R2 per learner per year and can ensure that the investment of R90 000 per seat, which is very substantial, is not wasted. The actual implementation of a sanitation management programme will not require additional investment from the Department of Education, beyond the existing Norms and Standards grants and ongoing small maintenance needs. However, it is clear that most schools and SGBs are not trained and encouraged to effectively budget for management of their sanitation.

It is in the best interest of the Department of Education to invest energy and funding into equipping schools to manage their sanitation properly. This would include making management tools widely available to all schools, similar to the management package used in this study. In terms of budgeting, this must include training and guidelines for principals and SGBs about how to prioritise sanitation in their budgets. With the limited funds available to schools, it is important that funds are set aside for this specific purpose, so that they are not always used up. This was observed in many schools prior to the pilot, where a designated amount of cleaning supplies would be purchased at the beginning of the year, only to find that by the time the cleaning supplies ran out in the middle of the year, the funding had also run out. Through the guidelines developed in this pilot programme, the Department of Education can encourage principals and SGBs to set aside a specific amount of money each year for necessary sanitation management supplies.

This should also include biannual training sessions for school cleaners. Training must include information about disease transmission, proper cleaning methods, and administrative skills, and should also provide a space for practical troubleshooting. In terms of skills development, these training sessions could also cover methods for addressing learners on behaviour issues, both individually and in assembly.

In addition to investing in capacity building among principals and cleaners, the Department of Education should: regularly monitor school toilets (at least annually) to ensure that management is effective; invest in learner behaviour change programmes; and consider providing some hygiene supplies, like hand soap and toilet paper, in the same manner that KZN DoE has begun providing sanitary pads to female learners. By regularly investing in small maintenance needs and monitoring, the DoE may save itself from regular, large investments in building brand new toilets and demolishing old toilets.

16.2 The Department employs the school cleaner and the principal

In the case of the pilot schools in KZN, each school had a school cleaner who has been appointed by the Department of Education. It is currently unclear whether all provincial Departments of Education are committed to providing schools with a school cleaner, so for this topic, the focus will remain on KZN Department of Education.

The KZN Department of Education has employed administrative clerks and school cleaners as support staff for each mainstream school in the province. This system has a number of potential benefits and hurdles to overcome. One of the main benefits is the potential for common standards and job descriptions for school cleaners, which can be enforced at the Department of Education level. Therefore, in theory, situations could be avoided where school cleaners insist that their job does not include cleaning toilets, as was observed in this pilot study. If school cleaners are appointed by the Department of Education, why was there discrepancy among the cleaners in this pilot programme about their roles and responsibilities?

A standardised job description was a relatively new development within the KZN Department of Education. Circular No. 55 of 2010 stated: "It has been noted that Administration Clerks and Cleaners at mainstream schools have varied job descriptions and as such the key responsibilities seem to differ from

school to school. In view thereof the Department has embarked on a process of reviewing job descriptions with the express intention of standardizing the functions allocated to the abovementioned category of staff.” This circular stated that workshops were conducted with relevant personnel from schools at a district level in order to draft an appropriate job description. A review of KZN HRM circulars after 2010 revealed no follow-up circular containing the final job description for school cleaners. The job description provided in this report was obtained from an official in the provincial DoE, who indicated in an e-mail communication that the job descriptions had been distributed to schools for performance management reasons. However, the schools in this pilot study did not appear to have these available on hand. Wherever the communication breakdown took place, this lack of knowledge of cleaners’ job descriptions, coupled with the fact that most cleaners have held this job for years, led to a failure of some schools to enforce the duties of the school cleaner.

Given that the Department of Education is the official employer of the school cleaners, while the principal is the official day-to-day supervisor, it is imperative that the DoE effectively communicates this information to the principal. In addition, as was observed by the varying rosters in this pilot programme, the job description should provide more detail, particularly when it comes to school toilets or “ablutions”, as listed on the job duties. Since toilets are key disease transmission areas, there is a large difference between mopping the floors with water once a week and disinfecting dermal contact areas each day, both of which could be classified as “cleaning”. In addition, while other parts of the school may only need to be cleaned when they appear dirty; the toilets should be cleaned daily. It is advised that this level of detail is included in the cleaner’s job description, with wording such as: “Cleaning ablutions daily, using disinfecting agents.”

In addition, as pointed out during the workshop with school principals, the fact that school cleaners are employed by the Department of Education often led to a lack of clarity and disempowerment of principals to act as the supervisor of the cleaners. While most cleaners recognise that they report directly to the principal, it is clear that principals must also be trained in how to supervise the school cleaner. This includes education on the cleaner’s duties in their official job description, but it also includes providing methods for monitoring the cleaner’s work and planning a roster that prioritises sanitation. Furthermore, training for the principal in sanitation management could include responding to minor maintenance needs and developing strategies for monitoring school toilets. Establishing a monitoring protocol is advantageous from a safety standpoint as well as a bullying-prevention point of view. Clarity on job descriptions and adequate training of the principals will reduce the discrepancies during performance management, as was described by the principal of School D.

16.3 Infrastructure

The Department of Education provides the sanitation infrastructure, which must be properly managed. Funding for major repairs and new toilet blocks comes from the Department of Education, and design of these facilities can be done in a way that will encourage management and the long-term functionality of facilities. A few practical ideas for designing with management in mind include:

1. Using taps that are resistant to breakage, such as ProClose taps, which are designed in such a way that overtightening is not possible.
2. Providing pedestals and seats that are easy to use by small learners at primary schools, which will avoid urination and defecation on the floor as well as hygiene and safety concerns for small learners.
3. Providing locks for doors which are sturdy and resistant to breakage and theft.
4. Providing trough urinals rather than wall mounted urinals. More children can use a trough urinal at the same time, and they are far less vulnerable to breakage.
5. Ensuring that trough urinals are painted with a water-resistant epoxy and avoid cracks and edges which could be difficult to clean.

The number of schools that continuously requested that the research team communicate to the DoE about their infrastructure needs highlights some breakdown in communication. The Department of Education must be responsive to large maintenance issues raised by SGBs, in order to encourage continued engagement of SGBs and schools. When the Department of Education fails to address issues and communicate after many queries, the SGB becomes less empowered to actively monitor and report. This can lead to issues being ignored, including extremely dangerous situations. A regular system of communication between the DoE and SGBs, coupled with annual infrastructure inspections by the DoE, can help combat this disempowerment.

17 Conclusions

One of a child's most basic needs is the need to defecate and urinate. If a child cannot meet this need in safety and dignity at school, learning is compromised. In order for the rights of learners to HEALTH, SAFETY and DIGNITY to not be undermined by the sanitation at their school, appropriate infrastructure must not only be provided but must also be successfully managed. The ability to effectively manage sanitation is simply absent in most schools. The major barriers to effective management of school sanitation include: lack of clarity of roles of principals and other stakeholders in sanitation; lack of resources and funding for sanitation; principals, cleaners, and teachers who are overworked and overwhelmed; lack of understanding of disease transmission and necessary techniques; lack of accountability at all levels; and a lack of vision and empowerment to manage school sanitation.

An effective sanitation management programme must address and provide for all of the following tools:

1. Cleaning supplies to get the job done and safety equipment to get the job done *safely*
2. A cleaning protocol to get the job done *efficiently*
3. Regular monitoring of the work to ensure that the job is done *effectively and a* reporting structure to ensure that any inhibitors of getting the job done are dealt with in a *timely* manner
4. Regular monitoring of learners to ensure that the HSO's hard work is not quickly overshadowed by mess or destruction

The pilot programme determined that the principal and the Health and Safety Officer are the most vital members of a school sanitation team. The principal must recognise the benefit of effective sanitation management prior to the initiation of a management programme. The key motivators for school principals in managing school toilets include improved attendance and performance of learners at school, which can lead to better results, especially at the high school level; as well as overall improved state of infrastructure at the school. The principal must be empowered to share this value for sanitation with staff and learners at the school, so that a vision for improved sanitation can be pursued by everyone. The HSO must be empowered with proper training and tools to do the job and must be held accountable for cleaning the toilets at least once each day. When an HSO is empowered in his or her job, he or she is much more likely to take on responsibilities of monitoring and teaching learners how to properly use the school toilets. This pilot also identified the Health and Safety Manager as a helpful resource, especially in terms of building a bridge from the HSO to the principal, the learners, and other teachers. It is valuable to share the load and passion of sanitation among these three people, so that the vision can be carried on through years and staff changes.

Learners are the other key member of the school sanitation team. When learners are not educated and held accountable for their behaviour in the toilets and at the school in general, toilets quickly fall into an unhealthy, unsafe, and generally offensive state. Efforts must be made to establish learners' ownership for their toilets, incorporating them in reporting issues in the toilets and ensuring that bad behaviour does not go unnoticed and is dealt with. Teaching should be proactive, rather than reactive.

In order for better management of sanitation to be a reality among more schools in South Africa, the Department of Education must adopt a sanitation standard and actively support schools in transitioning to this standard. The reality is that new infrastructure quickly falls into disrepair when it is not properly managed. This, in turn, results in greater infrastructure costs to the Department of Education down the line. At an estimated cost of R90 000 per seat, new toilets for 500 learners costs the Department R1 800 000. As described above, cleaning and hygiene supplies for an effective management programme for these toilets will cost only R10 195 annually, which is an insignificant amount (less than 0.5%) compared to the cost of a brand new toilet block. Thus, from a financial point of view, proper management of school toilets is extremely advantageous.

The Department of Education should adopt this sanitation management model and disseminate the tools and principles to schools throughout South Africa. Ideally, adoption of this model should first include professional design services to make the manual more appealing and interesting. The important first step for implementation will involve annual training for the HSOs and principals. Training should include information about disease transmission, why management of toilets is so important, and practical considerations such as planning one's roster. Secondly, this will involve providing support to SGBs in the form of tools for effectively budgeting for sanitation specifically. Funds should ideally be ring-fenced for sanitation to avoid shortages of cleaning supplies during the year. The ability for SGBs to budget for sanitation will require that Norms and Standards funds are made available to schools on time, so that there are no delays in providing the necessary supplies. The alternative is that the Department should take responsibility for providing cleaning supplies and toilet paper, but if this is managed poorly it could make things worse.

Raising the profile and value for sanitation at the Department level will increase awareness of its importance among school-level actors. Sanitation is important from an educational point of view and also from the simple point of view of protecting the many rights of learners. Unhygienic and unsafe sanitation in schools should no longer be tolerated, and establishing management practices can provide a practical solution, which will bring improvements now. While many schools are waiting for brand new toilets to solve their sanitation problems, they could be managing their existing toilets and realising benefits to the learners and staff that are there now. It is acknowledged that establishing effective management systems is a process, but as was observed in this pilot study, even a small amount of progress is progress nonetheless.

ANNEXURE A: Baseline data collection tools

BASELINE INTERVIEW WITH PRINCIPAL

SCHOOL:**PRINCIPAL:****INTERVIEWER:****DATE:**

The purpose of this interview is to get a more detailed picture of the history, status and issues with sanitation at your school before we implement the management program. We can complete this over several sessions if necessary.

Do you have any questions? May we begin?

1. PROFILE OF SCHOOL: First, could you provide me with some general background about the school

- 1.1. What year was the school built?
- 1.2. What is the capacity it was designed for?
- 1.3. How long have you been at the school?
- 1.4. How long as principal?
- 1.5. How many staff?
- 1.6. No of men (including all grounds/kitchen staff?
- 1.7. No. of women (including all grounds/kitchen staff?)
- 1.8. Do you have any learner who has a disability?
- 1.9. What disability do they have?

2. PROFILE OF SANITATION: Now could you tell me about the sanitation at your school

- 2.1. To begin with, can you tell me the story of sanitation at your school? If you have different kinds of toilet, what they are, when they were built, the issues or successes you've experienced with them, things you have tried, and so on.

Ask any of the following questions that they have not already covered:

Infrastructure

- | | | |
|----------------------------|----------|-------------|
| 2.2. Type of sanitation 1: | Serving: | Year built: |
| 2.3. Type of sanitation 2: | Serving: | Year built: |
| 2.4. Type of sanitation 3: | Serving: | Year built: |
- 2.5. What do you think about the type of sanitation system itself? What are its strengths and weakness?
 - 2.6. Is the number of toilets adequate for Girls Y / N
 - 2.7. If any are considered inadequate, what problems are you encountering:
 - 2.8. Boys Y / N
 - 2.9. Men Y / N
 - 2.10. Women Y / N
 - 2.11. Are there any toilets that are used by both boys and girls? Y / N If yes, describe:
 - 2.12. Are there any toilets that are used by both staff and learners? Y / N If yes, describe:
 - 2.13. Are there any toilets that can accommodate learners with physical challenges? Y / N If yes, describe:
 - 2.14. Are there toilets on the grounds that are no longer in use? Y / N If yes, describe:

Water

- 2.15. What is your water source?
- 2.16. Is it reliable? Y / N
- 2.17. If no, explain
- 2.18. Is it adequate? Y / N
- 2.19. If no, explain
- 2.20. Do you have a rainwater harvesting system or other system to save or recycle water?
- 2.21. If yes, describe:

Are handwashing facilities adequate? If no, explain.

Rubbish

- 2.22. Do you have municipal rubbish collection? Y / N
- 2.23. If Y, how often is it collected?

3. INSTITUTIONAL ROLES

Now I would like to find out about who is involved with sanitation at your school.

- 3.1. What role does the SGB play in sanitation? With regard to general health and safety at the school?
- 3.2. What role do you as the principal play in sanitation? With regard to general health and safety at the school?
- 3.3. What role does the cleaner play in sanitation? With regard to general health and safety at the school?
- 3.4. Have you allocated any roles to staff (teaching staff, as well as cooking, cleaning, security, grounds and maintenance staff) with regard to sanitation? With regard to general health and safety at the school?
- 3.5. Have you allocated any roles to learners with regard to sanitation? With regard to general health and safety at the school?
- 3.6. Have you allocated any roles to parents with regard to sanitation? With regard to general health and safety at the school?
- 3.7. What role has the circuit manager played with regard to sanitation?
- 3.8. What role has the department played?
- 3.9. What is your opinion of how the circuit and department deal with sanitation?
- 3.10. What is your opinion of how the roles and responsibilities should work with regard to sanitation?
- 3.11. What direction has the department given you about how to manage sanitation?
- 3.12. Has the Dept given you any training for managing sanitation?
- 3.13. Has the Dept given you a model budget for sanitation?
- 3.14. Does the Dept provide training materials for a cleaner or guidelines for proper cleaning?
- 3.15. How often does someone from the Dept come to inspect the school?
- 3.16. Does he/she check the toilets?
- 3.17. Do you get feedback, warnings etc. re the toilets?
- 3.18. Has the Department given you a protocol for repairs – what is your responsibility, what is theirs, how to report, turn around times?
- 3.19. Does this work?
- 3.20. What do you think the Department should do differently?
- 3.21. What has been your history with the municipality with regard to water and sanitation?

4. PERCEPTION OF SANITATION

Now I would like to find out more about your perspective on the sanitation situation at your school.

- 4.1. How would you describe the current state of sanitation at your school?
- 4.2. What do you see as the most serious issues or most urgent needs?
- 4.3. What do you believe drives these issues?
- 4.4. What have you tried to do to address these?
- 4.5. What have been the outcomes?
- 4.6. What do you believe is required to solve these?
- 4.7. What do you consider to be the basic standard for health and safety in the toilets?
- 4.8. Is there anything that you think is a threat to safety the toilets?
- 4.9. What could be done to address this?
- 4.10. Is there anything else you consider a threat to safety on the school grounds?
- 4.11. What could be done to address this?
- 4.12. Is there anything else that you think is a threat to health in the toilets?
- 4.13. What could be done to address this?
- 4.14. Is there anything else you consider a threat to health anywhere else at the school?
- 4.15. What could be done to address this?
- 4.16. Is there anything that you think is a threat to dignity in the toilets that you haven't mentioned?
- 4.17. What could be done to address this?
- 4.18. Is there anything else you consider a threat to dignity anywhere else at the school?
- 4.19. What could be done to address this?
- 4.20. Do you think the situation in the toilets affects learning in any way?
- 4.21. Do you experience any threats to your safety, health or dignity in the staff toilets?

5. PERCEPTION OF LEARNER EXPERIENCE

- 5.1. How do you think learners feel about the toilets?
- 5.2. Is there anything that you think that learners are afraid of with regard to the toilets? Which learners and why?
- 5.3. Is there anything that you think is uncomfortable for learners in the toilets that you haven't mentioned?
- 5.4. What could be done to address this?

Special needs of users

- 5.5. Do you know of any learners who face particular problems in the toilets, for any reason?
- 5.6. What does the school do to support these learners?
- 5.7. What else do you think could help to solve this problem?
- 5.8. **At primary schools:** Are you aware of any special problems that smaller learners face in the toilets?

- 5.9. What do you think could help to solve this problem?
- 5.10. What issues do girls face when they are menstruating?
- 5.11. Do you know of any problems which girls face during their periods specifically related to the toilets?
- 5.12. Do you think that any girls stay at home during their periods? What do you think are the reasons?
- 5.13. What do you think could help to solve this problem?
- 5.14. What do girls do with the used pads?
- 5.15. Do any girls use cloths? Y / N How do they clean these at school?
- 5.16. Is there anything else that girls need during their periods in order to feel comfortable at school?
- 5.17. Have you ever had learners with physical challenges at your school? Y / N
- 5.18. What issues did they face with regard to school sanitation?
- 5.19. Are there other learners with physical challenges in the community who are not at a local school? Y / N
- 5.20. Why do you think they are not at a local school?
- 5.21. If they needed to come to your school how would you accommodate them in terms of the toilets?
- 5.22. Do you have any children who won't use the toilets?
- 5.23. What do you think is the reason?
- 5.24. What do they do instead?
- 5.25. Do children ever leave school to find a toilet? Please explain.
- 5.26. Do you ever have a child urinate or defecate in his or her clothes?
- 5.27. What do you think is the cause?
- 5.28. Do you ever have children urinate or defecate on the floor or outside? What do you think is the reason?

6. MANAGEMENT

Now could you describe how you manage the toilets?

(Allow them to say as much they want to say, then probe further, asking any of the following questions that hasn't been answered)

Maintenance:

- 6.1. How do you determine if something needs to be repaired?
 - 6.2. What do you do when you identify something that needs to be repaired? (Who do you contact, who does the repairs, how do you pay for it?)
 - 6.3. Have you ever had a situation where you felt there was a safety emergency in terms of the toilet infrastructure? What happened?
 - 6.4. Is there anything which needs to get repaired currently in the toilets?
- (don't prompt them based on what you saw in the toilets; let them demonstrate how well they know the situation in the toilets)*
- 6.5. If yes, what process are you following to address this?
 - 6.6. What has been the outcome?

Pit filling:

- 6.7. Have your toilets ever gotten full? Y / N
 - 6.8. What did you do?
 - 6.9. Who emptied the pits/septic tank?
 - 6.10. How much did it cost?
 - 6.11. Where was the sludge disposed of?
 - 6.12. How will you know when they need desludging again?
 - 6.13. What will you do next time? Have you budgeted for this? Y / N How much?
 - 6.14. Do you use any additive to reduce the sludge? Y / N? What is the name of it?
 - 6.15. How do you use it?
 - 6.16. Does it work? Y / N If yes, how do you feel it helps?
-
- 6.17. How do you collect and dispose of rubbish?
 - 6.18. If burned, when?
 - 6.19. What do you do regarding sanitation, handwashing and meal preparation if there is water shedding?
 - 6.20. Do you ever have to close the school due to water shedding?
- Cleaning:
- 6.21. Do you have a system for cleaning the toilets? Y/N
 - 6.22. If Y, please describe what it is
 - 6.23. (Allow them to say as much as they want to. Then ask the following questions if not answered above)
 - 6.24. Who usually does the cleaning?
 - 6.25. How often do they clean?
 - 6.26. What cleaning materials are they given? (tools and products)
 - 6.27. Are they given any specific instructions for how to clean? If so, what?
 - 6.28. What protective equipment are they given?
 - 6.29. Are they supervised? How?

6.30. Are learners ever required to clean the toilets?

If yes:

6.31. Which learners are required to clean the toilet (*look for gender, age and punishment*)?

6.32. How often do they clean?

6.33. What instructions are they given?

6.34. What equipment are they given?

6.35. Are they supervised? How?

6.36. What do you think are the places in the toilets that could have the most germs?

6.37. Do you feel that your current cleaning programme is adequate to protect the health of learners? Y/N

6.38. If not, what would you recommend should be done to make it adequate?

Provision of hygiene materials

6.39. Does the school provide toilet paper to the learners?

6.40. How do they get it?

6.41. Are there ever times toilet paper is not available to the learners? Please explain.

6.42. What do the learners do then?

6.43. Do all learners have access to handwashing facilities?

6.44. Is there always soap available?

Budget

6.45. Where do you get funds from for sanitation?

6.46. Does the Department give you any guidelines or requirements for how you should budget for sanitation?

6.47. Do you have a monthly, per term or annual budget specifically for sanitation?

6.48. How much is it?

Let's try to work out what you currently spend on sanitation per month or per year. For each of the following, can you tell me: How much you spend; how you determine how much to buy; if this is adequate; if not, how much more is needed.

6.49. How much do you pay the cleaner per month?

6.50. Is there any equipment (safety equipment and cleaning equipment) you buy for the cleaner?

6.51. What cleaning supplies do you buy and how much do you spend per month or year?

6.52. Are you able to provide toilet paper, soap, sanitary pads? If so, how much do you spend?

6.53. Are there any other things you buy – bins, rubbish bags, etc?

6.54. Do you budget for repairs?

6.55. Do you budget for new construction?

Monitoring and support

6.56. Do you have any system for supervising or monitoring learners in the toilets?

6.57. How do you find out if there are any behavioural problems in the toilets during breaks and between breaks?

6.58. When are the times during the day that children are allowed to use the toilet?

6.59. Is this the same for all children?

6.60. What happens when a child needs to use the toilet during classtime?

6.61. Are there any children that are escorted to the toilets by their teacher or assisted by a staff member to use the toilet?

Who and why?

User behaviour

6.62. What behaviour problems do you currently experience?

6.63. How do you deal with these?

6.64. What do you think is the cause of these?

6.65. Have you had any problems with vandalism or theft in the toilets?

6.66. What do you think was the motivation?

6.67. What did you do?

6.68. Have you had any problems with substance abuse – smoking, drugs – in the toilets?

6.69. What do you think drives these problems?

6.70. What did you do?

6.71. Have you had any problems with bullying, aggression or intimidation in the toilets?

6.72. Who was responsible and who was targeted?

6.73. Have you had any cases of sexual harassment or abuse that occurred in or around the toilets?

6.74. What did you do?

6.75. What happens if learners are found loitering in the toilets during class?

6.76. What do you think drives these problems?

6.77. What did you do?

6.78. Have you had any problems with learners damaging the toilets unintentionally – maybe out of curiosity or not understanding how they work?

6.79. Have you had any problems with other kinds of behaviours, such as smearing faeces on the walls, defecating on the floor?

6.80. What do you think drives these problems?

6.81. What did you do?

- 6.82. What do you think is needed in order to solve behaviour and user problems you still experience?
6.83. Do learners generally report problems they experience in the toilets? Who do they usually report to?

7. HEALTH AND HYGIENE EDUCATION

- 7.1. Do you do any education with learners around health and hygiene besides what is in the school curriculum? Y / N
7.2. What is covered?
7.3. How is it implemented (how often)?
7.4. Could I have a copy of the materials you use?
7.5. Do you feel it is effective? Y / N If No, explain:
7.6. Do any outside organisations provide health and hygiene education at the school?
7.7. How could you have a greater impact on learners' hygiene behaviour and knowledge of health issues?

8. General: closing

- 8.1. Is there anything else you would like to mention that relates to the toilets – problems or ideas?

LEARNER SURVEY (AUDIO RECORDED)

(Fieldworker: Please read the participant's research number onto the recording before beginning. After each Yes/No answer, probe for descriptive information with "Why?" or "Would you like to tell me more?")

1. General

- 1.1 What can you tell me about the situation in the school toilets at the moment?
- 1.2 Do you use the school toilets? Y/N

2. Experience of safety

- 2.1 Is there anything that you think is dangerous or scary about the toilets?
- 2.2 What could be done to make the toilets safer?

3. Experience of health

- 3.1 Is there anything that you think is unhealthy in the toilets?

4. Experience of dignity

- 4.1 Is there anything that makes you feel uncomfortable in the toilets that you haven't mentioned?
- 4.2 What could be done to address this?
- 4.3 A. Do boys/girls (indicate opposite sex of the interviewee) ever come into your toilets?
If Yes:
B: Why?
- 4.4 Do you think the situation in the toilets affects your schoolwork and learning in any way?

5. Special needs

- 5.1 A. Do you know of any learners who face particular problems in the toilets, for any reason?
B. What does the school do to support these learners?
C. What else do you think could help to solve this problem?
- 5.2 **At primary schools**
A. Have you noticed any problems that the smaller kids face in the toilets? Y / N
B. If Yes: What do you think could help to solve this problem?
- 5.3 **A. At high schools:** Do you know of any problems which girls face during their periods?
B. If Yes: What do you think could help to solve this problem?

6. User behaviour and management

- 6.1 Have you seen any learner do something in the toilets recently which was against the rules?
- 6.2 Have you seen or heard of anyone being teased, bullied, threatened or attacked in the toilets lately?
- 6.3 Who did it and who was targeted?
- 6.4 Why do you think this person/people did this?
- 6.5 How did you feel about this?
- 6.6 Did you tell any staff about this?
- 6.7 What did the school do about this?
- 6.8 What else do you think could help to change this?
- 6.9 Is there anything else that other learners do in the toilets which has made you uncomfortable recently?
- 6.10 Did you tell any staff about this?
- 6.11 What does the school do about this?
- 6.12 What else do you think could help to change this?

7. Management

- 7.1 Is there a staff person available around the toilets during break?
- 7.2 Do you feel comfortable with this person in the toilets, or asking him/her for help?
- 7.3 Do staff check the toilets during class?
- 7.4 Does the school give you toilet paper?
- 7.5 How do you get it?
- 7.6 Are there ever times you can't get toilet paper? Please explain.
- 7.7 What do you do then?
- 7.8 Do you have somewhere to wash your hands?
- 7.9 If No: What do you do?
- 7.10 If Y: Do you usually wash your hands?
- 7.11 Is there soap available?
- 7.12 Does the school provide pads to girls? If Y, how?
- 7.13 Can you tell me how the toilets are cleaned at the school?
- 7.14 Do any learners ever have to clean the toilets these days? Who and when/why?
- 7.15 Is there anything you think should be changed about the way they are cleaned?
- 7.16 What do you think is the PRINCIPAL's job in keeping the toilets in good condition?
- 7.17 What do you think is YOUR job in keeping the toilets in good condition?
- 7.18 What do you think is the CLEANER'S job in keeping the toilets in good condition?
- 7.19 Do any staff ever come to check the toilets? Who?
- 7.20 Is there anything that needs to be fixed in the toilets? Have you told anyone?

8. General: closing

- 8.1 Is there anything else you would like to tell us that relates to the toilets – problems or ideas?
-

WRC school sanitation management project: BASELINE VISUAL ASSESSMENT

| | |
|--------------------|--|
| School name | |
| Researcher | |

Walk around everywhere at the school and make sure you know where everything is before you begin. Note all the sanitation blocks you find and document the number of seats + urinals here. Group same type of sanitation/same user group together. Give them a number on the table and map and use this number for the following sheets. M and F staff can be grouped together.

| Block no. | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|-------------------------------|---|---|---|---|---|---|---|---|---|
| Type | | | | | | | | | |
| User | | | | | | | | | |
| Original no. seats+urinals | | | | | | | | | |

| Draw a diagram of the layout of the infrastructure at the school. Check (X) that you have labelled the following | | | |
|--|--|-----------------------------|-------------------------------------|
| Admin block | | Outdoor taps (T) | Boys toilets (B) – type (VIP/UD/EL) |
| Classrooms | | Jojo tank (J) | Girls toilet (G) - type |
| Playground (P) | | Septic tank | Female staff toilets (F) |
| Kitchen | | Pit | Male staff toilets (M) |
| Perimeter fence | | Rubbish burning/burial site | Disabled toilets (D) |
| Indicate estimated distances between toilets and classrooms, toilets and admin and toilets and playground | | | |

Notes:

ANNEXURE B: Monitoring data collection tools

HEALTH AND SAFETY OFFICER: Monthly monitoring interview

DATE: _____ SCHOOL: _____ HSO NAME: _____

INTRODUCTION: *Hello, I'd like to get an update on how the school sanitation management programme has been over the past month. Please help us by answering the following questions about the programme's progress since we last interviewed you. We would especially like to learn about any changes that have occurred since then, any adjustments you have made to the programme, and any challenges you've had. Thank you very much for your input!*

- 1) Please give a brief update on how things have been going with the programme over the past month.
 - 2) How often do you clean the toilets?
 - 3) How do you clean the toilets?
 - a. Describe how specific areas are cleaned and what equipment/chemicals are used
 - b. Floors, door handles, taps, pedestals, seats, etc.
 - c. Please get specifics – e.g. which areas is Domestos used to clean and what about Handy Andy?
 - 4) Where are the most difficult areas to clean?
 - 5) Have you run out of cleaning or hygiene supplies over the past month? What did you do?
 - a. What else do you need as far as supplies goes?
 - 6) How has communication been between you and the other actors in the programme? How often and in what way do you communicate with them?
 - a. HSM
 - b. Principal
 - c. SGB
 - 7) Are you using the forms provided? How could the forms be adjusted to serve the purpose of improving communication and accountability?
 - 8) Does the HSM check your work?
 - a. If yes, how often and what does he/she do? If no, why not?
 - 9) Has the principal come to see the toilets?
 - 10) Has an SGB member come to see the toilets?
 - 11) Has anyone from the department come to see the toilets?
 - 12) Do you think that the different people are fulfilling their responsibilities?
 - a. What could be better?
 - 13) Are the toilets monitored by anyone during usage – who, when, and how?
 - 14) How do you think the learners feel about the toilets?
 - a. Do you see any threats to their safety? Health? Dignity?
-

15) Have any problems been reported to you by the learners?

- a. How did they report them?
- b. How did you respond?

16) Have you reported any problems to the HSM or principal?

- a. How did you report them?
- b. How did they respond?

17) What is your approach when something needs to be repaired? Is budget set aside for it? Who carries out the repair?**18) Please describe any behaviour issues you've had in the toilets in the past month and how these were handled.**

- a. Bullying, teasing, threatening (elaborate on who, why, etc.)
- b. Breaking and/or stealing things
- c. Smoking and/or doing drugs
- d. Pooing or peeing on floor

19) Has learner behaviour in the toilets improved? Why do you think it has or hasn't improved?**20) Have you addressed the learners during assembly about the toilets?****21) How do you feel about your role as HSO?****22) What issues do you have with your job?****23) Has the management programme helped your job? How?**

- a. Cleaning protocol?
- b. Reporting forms and communication with others?
- c. Availability of cleaning materials?

24) Has the management programme made your job more difficult? How?

- a. Reporting forms?
- b. Cleaning protocol?

25) What recommendations do you have for improving this programme?**26) Is there anything you need from us?**

HSM: MONTHLY MONITORING SEMI-STRUCTURED INTERVIEW

DATE: _____ SCHOOL: _____ HSM NAME: _____

INTRODUCTION: *Hello, I'd like to get an update on how the school sanitation management programme has been over the past month. Please help us by answering the following questions about the programme's progress since we last interviewed you. We would especially like to learn about any changes that have occurred since then, any adjustments you have made to the programme, and any challenges you've had. Thank you very much for your input!*

- 1) Please give a brief update on how things have been going with the programme over the past month.
- 2) Have you monitored the HSO's work in the toilets?
- 3) How often do you check the toilets?
- 4) Did any cleaning or hygiene supplies run out over the past month? How did you respond?
- 5) How has communication been between you and the other actors in the programme? How often and in what way do you communicate with them?
 - a. HSO
 - b. Principal
 - c. SGB
- 6) Are you using the forms provided? How could they be improved to serve the purpose of accountability and communication?
- 7) Has the principal or an SGB member come to see the toilets?
- 8) Has anyone from the department come to see the toilets?
- 9) Do you think that the different people are fulfilling their responsibilities?
 - a. What could be better?
- 10) How are the learners feeling about the toilets?
 - a. Are they experiencing any threats to safety? Health? or dignity?
- 11) Are the toilets monitored by anyone – who, when, and how?
- 12) Have any problems been reported to you by the HSO?
 - a. How did they report them?
 - b. How did you respond?
- 13) Have any problems been reported to you by the learners?
 - a. How did they report them?
 - b. How did you respond?

14) Have you reported any problems to the principal?

- a. How did you report?
- b. How did they respond?

15) What is your approach when something needs to be repaired? Is budget set aside for it? Who carries out the repair?

16) Please describe any behaviour issues you've had in the toilets in the past month and how these were handled.

- a. Bullying, teasing, threatening (elaborate on who, why, etc.)
- b. Breaking and/or stealing things
- c. Smoking and/or doing drugs
- d. Pooing or peeing on floor

17) Has learner behaviour improved? Why do you think it has or hasn't improved?

18) Have you addressed the learners during assembly about the toilets? What methods are used to address them and what topics have been covered?

19) How do you feel about your role as HSM?

20) What issues do you have with your job as HSM?

21) Has the management programme helped the situation in the toilets? How?

- a. Cleaning protocol?
- b. Reporting forms and communication with others?

22) Has the management programme made your job more difficult? How?

- a. Reporting forms?
- b. Cleaning protocol?

23) What recommendations do you have for improving this programme?

24) Is there anything you need from us?

PRINCIPAL: MONTHLY SEMI-STRUCTURED INTERVIEW

DATE: _____ SCHOOL: _____ NAME: _____

INTRODUCTION: *Hello, I'd like to get an update on how the school sanitation management programme has been over the past month. Please help us by answering the following questions about the programme's progress since we last interviewed you. We would especially like to learn about any changes that have occurred since then, any adjustments you have made to the programme, and any challenges you've had. Thank you very much for your input!*

- 1) Please give a brief update on how things have been going with the programme over the past month.
 - 2) Based on your agreements, how often should the HSO clean the toilets?
 - 3) How often does the HSO clean the toilets?
 - 4) If possible, please provide a copy of the HSO's job description and/or cleaning roster for the week. If you cannot now, can we please have access to it in the coming month?
 - 5) Based on your agreements, how often should the HSM check the toilets?
 - 6) Have you seen the toilets in the past month?
 - a. How often?
 - 7) Did any cleaning or hygiene supplies run out over the past month? How did you respond?
 - 8) How has communication been between you and the other actors in the programme? How often and in what way do you communicate with them?
 - a. HSO
 - b. HSM
 - c. SGB
 - 9) Are the provided forms being used?
 - 10) Has an SGB member come to see the toilets?
 - 11) Has anyone from the department come to see the toilets?
 - 12) Do you think that people are fulfilling their responsibilities?
 - a. What could be better?
 - 13) How are the learners feeling about the toilets?
 - a. Are they experiencing any threats?
 - b. Threats to safety, health or dignity?
-

14) Are the toilets monitored by anyone – who, when, and how?

15) Have any problems been reported to you by the HSO or HSM?

- a. How were they reported?
- b. How did you respond?

16) Have any problems been reported to you by the learners?

- a. How did they report them?
- b. How did you respond?

17) What is your approach when something needs to be repaired? Is budget set aside for it? Who carries out the repair?

18) Please describe any behaviour issues you've had in the toilets in the past month and how these were handled.

- a. Bullying, teasing, threatening (elaborate on who, why, etc.)
- b. Breaking and/or stealing things
- c. Smoking and/or doing drugs
- d. Pooing or peeing on floor

19) Has learner behaviour in the toilets improved? Why do you think it has or hasn't improved?

20) Have learners been addressed in assembly about the school toilets? What methods have you used to address them and what topics have you addressed?

21) Has the management programme helped the situation in the toilets? How?

- a. Cleaning protocol?
- b. Reporting forms and communication with others?

22) Has the management programme made managing the toilets more difficult? How?

- a. Reporting forms?
- b. Cleaning protocol?

23) What recommendations do you have for improving this programme?

24) Is there anything you need from us?

LEARNER SURVEY (AUDIO RECORDED)

(Fieldworker: After each Yes/No answer, probe for descriptive information with “Why?” or “Would you like to tell me more?”)

1. General

- 1.1 Do you use the school toilets? **Y/N** If no, why not?
- 1.2 What can you tell me about the situation in the school toilets at the moment?
- 1.3 Have you noticed any change during this school year? **Y/N** If yes, what?

2. Experience of safety

- 2.1 Is there anything that you think is dangerous or scary about the toilets?
- 2.2 What could be done to make the toilets safer?

3. Experience of health

- 3.1 Is there anything that you think is unhealthy in the toilets?

4. Experience of dignity

- 4.1 Is there anything that makes you feel uncomfortable in the toilets that you haven't mentioned?
- 4.2 What could be done to address this?
- 4.3 Do you think the situation in the toilets affects your schoolwork and learning in any way?

5. User behaviour and management

- 5.1 Have you seen any learner do something in the toilets recently which was against the rules or made you feel uncomfortable? Please describe if you feel comfortable.
- 5.2 Did you tell someone about it? Who? What did they do?
- 5.3 What do you think could be done to change this?
- 5.4 Have you seen or heard of anyone being teased, bullied, threatened or attacked in the toilets lately? Please describe.
- 5.5 Why do you think this person/people did this?
- 5.6 Did you tell any staff about this?
- 5.7 What did the school do about this?
- 5.8 What else do you think could help to change this?
- 5.9 Have the learners been addressed during assembly about using the toilets?
Please describe when, how, what was discussed and who did it? – Probe.

6. Management

- 6.1 Are there any rules about when and how you can use the school toilets? **Y/N** Please explain.
- 6.2 Is there a staff person available around the toilets during break?
 - 6.2.1 If no: How would you feel if there was a staff person available?
 - 6.2.2 Would you ask for help if you have a problem?
 - 6.2.3 How would you feel about having a learner monitor?
- 6.3 Do you feel comfortable with this person in the toilets, or asking him/her for help?
- 6.4 Does anyone check the toilets during class?
- 6.5 Does the school give you toilet paper?
- 6.6 How do you get it?
- 6.7 Are there ever times you can't get toilet paper? Please explain.
- 6.8 What do you do then?
- 6.9 Do you have somewhere to wash your hands?
- 6.10 If No: What do you do?
- 6.11 If Y: Do you usually wash your hands?
- 6.12 Is there soap available?
- 6.13 Does the school provide pads to girls? If Y, how do girls get them?
- 6.14 Can you tell me how the toilets are cleaned at the school?
- 6.15 Do any learners ever have to clean the toilets? Who and when/why?
- 6.16 Is there anything you think should be changed about the way they are cleaned?
- 6.17 What do you think is the PRINCIPAL's job in keeping the toilets in good condition?
- 6.18 What do you think is YOUR job in keeping the toilets in good condition?
- 6.19 What do you think is the CLEANER'S job in keeping the toilets in good condition?
- 6.20 Do any staff ever come to check the toilets? Who?
- 6.21 Is there anything that needs to be fixed in the toilets? Have you told anyone?

7. Special needs

- 7.1 Do you know of any learners who face particular problems in the toilets, for any reason?
- 7.2 What does the school do to support these learners?
- 7.3 What else do you think could help to solve this problem?
- 7.4 **At primary schools:** Have you noticed any problems that the smaller kids face in the toilets?
 - If Yes: What do you think could help to solve this problem?
- 7.5 **At high schools:** Do you know of any problems which girls face during their periods?
 - If Yes: What do you think could help to solve this problem?

8. General: closing

- 8.1 Is there anything else you would like to tell us about the toilets – problems or ideas?

ANNEXURE C: Outlines of final HSO and Principal/HSM workshops

HEALTHY TOILETS ARE POSSIBLE

FINAL WORKSHOP – PRINCIPALS AND HSMs

WHAT WE NEED:

- Food
- Drinks (juice)
- Dessert (brownies?)
- Recording devices/microphone...?
- Thank-you gifts
- Tables – at Bhekizizwe
- Hand-outs: supplies required, notes, hopes and dreams for the future

Agenda:

1. Introductions (JEANETTE)
 - a. Everyone say your name and where you are working
 - b. What we are here for today: Today, we wanted to bring everyone together for a few reasons. First, we want to say thank you for your hard work this year and for putting up with our constant visits and questions, and really being open to growing a greater value for sanitation at schools this year. We appreciate it. We also wanted to bring you all together in order to share experiences, reflect over the year, and think forward about how we can take what we've learned this year into the coming years. We would ask that you would all participate and share your experiences so that we may all learn from each other. As we said when the programme started, this is about developing an effective programme for managing school toilets. We want your input so that we can improve the programme we've developed.
2. Focus group discussion: Begin with an open discussion, where you will share experiences. Ask that everyone participates (KHOLEKA AND THABANI)
 - a. How did the programme change the way you approach your job, specifically when it comes to the toilets?
 - i. Have you developed any special systems (method, approach, routine) that were helpful for you?
 - b. What were your major challenges?
 - i. Here, I want one challenge to be raised at a time. When someone explains a challenge, ask if anyone else had that challenge. See who raises their hands. Then, ask for ways that people addressed the challenge.
 - ii. Challenges may be related to learner behaviour, communication with others, broken equipment, things that need to be fixed, hygiene supplies, etc.
 - c. Has anything changed with regards to the principal and/or staff people's involvement in sanitation at school?
 - d. Has anything changed with regards to the HSO's involvement in sanitation?
 - e. How would you define the HSO job when it comes to sanitation?
 - f. How can you participate in increasing awareness about sanitation and improve learners' behaviour?

- g. Going forward, what can you do better with regards to the toilets?
 - 3. Now, looking at the original management model (show the model with the protocol and the forms and everything), what should we change? We noticed hardly anyone used our forms – how could we improve this? What other ideas are there for improving communication between everyone as well as accountability? (ALL)
 - a. Why should we have reporting forms or something like it?
 - 4. AWARDS (Just to inform them who got what)
 - a. Give them their gifts (if we have them)
 - b. Specific awards – Thabani to announce:
 - i. Msimude HSO: Overcoming obstacles award
 - ii. Mabane: Getting the job done award
 - iii. Bhekizizwe: Getting the job done award
 - iv. iMbubu: Problem-solver award
 - v. Shayabantu: Best cleaner award
 - 5. LUNCH
-

ANNEXURE D: Department of Education job description for school cleaners

JOB DESCRIPTION

Cleaner

1. JOB INFORMATION SUMMARY

| | |
|---------------------------|------------|
| Job Holder: | |
| Persal Number: | |
| Job Title: | Cleaner |
| CORE: | |
| Job Evaluation: | |
| Post level: | |
| Salary Range: | |
| Location &Component: | |
| Reporting to: | |
| Date completed/ reviewed: | 11/12/2001 |

2. CAREER PATHING:

2.1 PROMOTION TO NEXT HIGHER POST:

| | |
|---|--|
| Next Higher Post: | |
| Nature of work in the Higher Post: | |

2.2 PROGRESSION TO NEXT HIGHER SALARY RANGE:

Standard text to be provided by Department

3. JOB PURPOSE:

To effectively provide cleaning services in a specific environment to ensure hygienic work conditions

4. KEY CUSTOMERS:

| Category | Customer |
|-----------------|-----------------|
| Internal | Supervisor |
| Internal | KZN Personnel |

5. JOB CONTENT:

| | |
|-------------------------|--|
| Job Output: | Provide Cleaning Service |
| Output Criteria: | <ul style="list-style-type: none"> • Cleaning support is provided in line with standards and procedures to ensure productivity and completion of allocated tasks • Cleaning support is provided within agreed upon time frames • Equipment is operated correctly in line with manufacturer's specifications and standards |

| | | |
|--|---|---|
| Key Responsibilities: | • Perform Cleaning Duties | |
| Range: | <ul style="list-style-type: none"> • Ablution Facilities • Offices • Boardroom • Staff room • Stores • Visitors rooms • Furniture • Kitchen • Waste Removals | |
| Performance Standards: | Performance Indicators: | Competencies: |
| <ul style="list-style-type: none"> • Cleaning material and equipment are obtained according to received instruction or identified need • Cleaning is performed according to set guidelines and cleaning standards • Cleaning material and equipment are stored after cleaning duties is performed to minimise material and equipment losses • Feedback is provided to relevant role player within agreed upon time frame | <ul style="list-style-type: none"> • Visual Inspection • Written feedback • Verbal feedback | <ul style="list-style-type: none"> • Tools & Equipment • Cleaning |

| | | |
|---|---|---|
| Key Responsibilities: | • Operate Machinery | |
| Range: | <ul style="list-style-type: none"> • Electric Polisher • Vacuum Cleaners | |
| Performance Standards: | Performance Indicators: | Competencies: |
| <ul style="list-style-type: none"> • The machinery is operated within its mechanical and performance specifications • Proper judgment is executed in the application of the machine's capabilities • The machine is maintained according to specifications and maintenance procedures • Unnecessary machinery running times are avoided • Machinery is operated within the safety limits and procedures as specified | <ul style="list-style-type: none"> • Machine condition • Machine operating procedures • Maintenance intervals • Verbal feedback | <ul style="list-style-type: none"> • Tools & Equipment • Safety |

6. LEARNING INDICATORS:

List "Generically" Tert ed., NQF Indicator etc.

7. COMPETENCIES:

| | | |
|---|--|--|
| Competency | Tools and equipment | |
| Level | Level A | |
| Definition: | Knowledge of the identification and utilisation of related tools or equipment according to the functionality, capability and limitations of related tools or equipment | |
| Understanding: | Applying: | Integrating: |
| Basic understanding of the functionality of specific tools or equipment | The basic ability to identify and utilise the functionality of specific tools and equipment to ensure acceptable productivity | To be able to utilise specific tools or equipment correctly, safely and effectively applying basic functionality to ensure acceptable productivity |

| | | |
|---|---|--|
| Competency | Cleaning | |
| Level | Level A | |
| Definition: | Knowledge of the functionality, capabilities and limitations of relevant cleaning equipment, materials, methods and the application thereof | |
| Understanding: | Applying: | Integrating: |
| Understanding of the functionality, capabilities and limitations of a limited range of basic cleaning equipment, materials and methods on specific environments | The ability to utilise a limited range of basic cleaning equipment, methods and materials in specific environments to keep specific work areas clean and tidy | To be able to utilise basic cleaning equipment, methods and materials, integrating basic functionality, capabilities and limitations in daily cleaning operations to keep specific work areas clean and tidy |

| | | |
|--|--|---|
| Competency | Safety | |
| Level | Level A | |
| Definition: | The knowledge and application of safety measures in the execution of duties | |
| Understanding: | Applying: | Integrating: |
| To understand the implications of unsafe use and operation of tools, equipment and machinery and have knowledge on basic safety measures | The ability to apply and adhere to basic safety measures in the use of tools/equipment and in the operation of machinery as stipulated | Able to implement and adhere to basic safety measures in the use of tools/equipment and in the operation of machinery as stipulated without causing risk or harm to oneself or others |

8. AGREEMENT:

The undersigned parties understand, have been informed and agree to the content of the Job Description for a **Cleaner** as contained herein:

9. SIGNATURES:

| Job Holder: | Promoter / Manager |
|------------------------------|------------------------------|
| | |
| Date: __ / __ / 200__ | Date: __ / __ / 200__ |

ANNEXURE E: Cleaning rosters for HSOs at School B and School D

SCHOOL B

DUTY ROOSTER

MONDAY

| | | |
|---------------------------------|----------|----------|
| Office Cleaning | 7:05 | 7:45 |
| Computer Lab | 7:47 | 8:50 |
| Replace toilet papers all class | 8:51 | 9:15 |
| Refilling liquid soap all class | 10 mints | 10 mints |
| Cleaning Verandah office | 9:25 | 10:00 |
| BREAK | | |
| Sweeping Verandah all school | 11:00 | 12:00 |
| Cleaning Toilet | 12:05 | 13:25 |
| Cleaning Classrooms | 13:30 | 14:50 |
| Emptying dirt Bins | 14:50 | 15:00 |

TUESDAY

| | | |
|---------------------------------|----------|----------|
| Office Cleaning | 7:05 | 7:45 |
| Computer Lab | 7:47 | 8:50 |
| Replace toilet papers all class | 8:51 | 9:15 |
| Refilling liquid soap all class | 10 mints | 10 mints |
| Cleaning Verandah office | 9:25 | 10:00 |
| BREAK | | |
| Mops Verandah all school | 11:00 | 13:30 |
| Cleaning Classrooms | 13:30 | 14:50 |
| Emptying dirt Bins | 14:50 | 15:00 |

WEDNESDAY

| | | |
|---------------------------------|----------|----------|
| Office Cleaning | 7:05 | 7:45 |
| Computer Lab | 7:47 | 8:50 |
| Replace toilet papers all class | 8:51 | 9:15 |
| Refilling liquid soap all class | 10 mints | 10 mints |
| Cleaning Verandah office | 9:25 | 10:00 |
| BREAK | | |
| Sweeping Verandah all school | 11:00 | 12:00 |
| Sweeping Toilets | 12:05 | 13:25 |
| Cleaning Classrooms | 13:30 | 14:50 |
| Emptying dirt Bins | 14:50 | 15:00 |

SCHOOL B

DUTY ROOSTER

THURSDAY

| | | |
|------------------------------|-------|-------|
| Office Cleaning | 7:05 | 7:45 |
| Cleaning Toilets | 08:00 | 10:00 |
| BREAK | | |
| Sweeping Verandah all school | 11:00 | 12:00 |
| Cleaning Hall sweeping | 12:05 | 13:25 |
| Cleaning Classrooms | 13:30 | 14:50 |
| Emptying dirt Bins | 14:50 | 15:00 |

FRIDAY

| | | |
|---------------------------------|----------|----------|
| Office Cleaning | 7:05 | 7:45 |
| Computer Lab | 7:47 | 8:50 |
| Replace toilet papers all class | 8:51 | 9:15 |
| Refilling liquid soap all class | 10 mints | 10 mints |
| Cleaning Verandah office | 9:25 | 10:00 |
| BREAK | | |
| Sweeping Verandah all school | 11:00 | 12:00 |
| Cleaning windows grade R-3 | 12:05 | 13:25 |
| Cleaning Classrooms | 13:30 | 14:50 |
| Emptying dirt Bins | 14:50 | 15:00 |

SCHOOL D

CLEANER'S DUTY ROOSTER

| | 07:45-08:10 | 08:10-09:00 | 09:00-10:00 | 10:00-10:30 | 10:30-11:00 | 11:00-11:30 | 11:30-12:30 | 12:30-13:00 | |
|-----------|-----------------|-------------------|--------------------|-------------------------|-------------|-------------------|------------------|-------------------|---------------------|
| MONDAY | CLEANING OFFICE | CLEANING VERANDER | CLEANING PHATHWAYS | BREAK BREAK BREAK BREAK | | PICKING UP PAPERS | CLEANING STEPS | CLEANING VERANDER | CLEANING CLASSROOMS |
| TUESDAY | CLEANING OFFICE | CLEANING VERANDER | CLEANING TOILETS | BREAK BREAK BREAK BREAK | | PICKING UP PAPERS | CLEANING STEPS | CLEANING VERANDER | CLEANING CLASSROOMS |
| WEDNESDAY | CLEANING OFFICE | CLEANING VERANDER | CLEANING TOILETS | BREAK BREAK BREAK BREAK | | PICKING UP PAPERS | CLEANING STEPS | CLEANING VERANDER | CLEANING CLASSROOMS |
| THURSDAY | CLEANING OFFICE | CLEANING WINDOWS | CLEANING WINDOWS | BREAK BREAK BREAK BREAK | | PICKING UP PAPERS | CLEANING STEPS | CLEANING VERANDER | CLEANING CLASSROOMS |
| FRIDAY | CLEANING OFFICE | CLEANING VERANDER | CLEANING TOILETS | BREAK BREAK BREAK BREAK | | PICKING UP PAPERS | CLEANING TOILETS | CLEANING VERANDER | CLEANING CLASSROOMS |