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Students in the Philippines wash their hands at a tap installed at their school by Save the Children. Photo credit: Save the Children.

Operation and Maintenance Financing for School WASH Facilities in the Philippines

2016

This briefer is based on a 2014-15 global study by Save the Children and UNICEF on the Operation and Maintenance Financing of WASH (Water, Sanitation and Hygiene) facilities in schools. The study, which included the Philippines as a case-study country, was coordinated by Susan Davis, with assistance from Seung Lee, Mohini Venkatesh, and Stephen Sara at Save the Children USA; and Murat Sahin and Greg Keast from UNICEF.

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Philippines

The Republic of the Philippines in Southeast Asia has a land area of 300,000 sq. km. and a population of 100.1 million people (population density – 336 people per sq. km). It is a lower middle income country with a GDP per capita of 2,904.2 US$ (World Bank, 2015).

Administratively, the Philippines are divided into three island groups: Luzon, Visayas, and Mindanao. These are further divided into elected administrative divisions called local government units (LGUs) comprising 81 provinces; 144 cities and 1,491 municipalities; and 42,028 barangays (villages).

The Philippine education system is offered through formal and non-formal systems. Up until 2010, Philippines had a 10-year pre-university cycle comprising six years of compulsory elementary education and four years of secondary education. Since 2010, basic education in the Philippines is shifting to a K-12 system, with 13 years of basic education, from kindergarten to grade 12.

1. Executive Summary

In the Philippines, the Department of Education (DepEd) and local governments play significant roles in WASH in schools. The DepEd is the main agency investing in school infrastructure and maintenance, with the city/municipal government completing investments for infrastructure, providing utility and monitoring services. The Department of Health (DoH), Department of Public Works and Highways (DPWH), and Department of Environment and Natural Resources (DENR) also play supporting roles for WASH in schools. Development agencies provide occasional support for construction, repair and rehabilitation, and training for maintenance of WASH facilities. They also capacitate Parents-Teachers Association (PTA), student bodies and school governing boards to sustainably operate and maintain their facilities.

There are some good practices with respect to policy and financing mechanism for schools that support Operation and Maintenance (O&M) of WASH facilities. The newly issued DepEd policy for school WASH in 2016 highlights the standards for water, sanitation and hygiene, including responsibilities for schools, local and national government, and development partners. It also makes reference to the Maintenance and Other Operating Expense (MOOE) fund that schools received from the national DepEd, which can be used for janitorial services, utilities (electricity and water), and minor school repairs. The MOOE is based on student and teacher population and number of classroom, and is disbursed monthly through the DepEd division offices. Apart from the MOOE, local governments also contribute to O&M, while the DPWH undertakes major repairs that are needed. Besides the government, the PTA, NGOs, development agencies and private donors occasionally supported WASH O&M. Utility companies sometimes provide services to schools for free.

Despite these good practices, there are areas for improvement in policies and guidelines as well as in implementation. The new DepEd policy while referring to the MOOE does not suggest what amount of it should be used for school WASH O&M. The MOOE guidelines also do not include notes on how much to use for school WASH or mention a budget line for WASH. As found from visits to urban Caloocan City and rural Lake Sebu, few schools had soap and almost all schools reported problems with the functionality and cleanliness of toilets facilities in schools. Schools often did not even meet the minimum standards of separate toilets for boys and girls.

Recommendations made by key informants to improve the O&M of WASH facilities in schools were as follows:

- Strengthen school-level policies, plans and budgets that incorporate O&M to include specific requirements for WASH facilities.
- Schools to come up with operation and maintenance costs which are also reflected on a per WASH facility and per child per year basis.
- The latest Dep Ed policy and guidelines on school WASH are disseminated and adopted by schools, highlighting the role of schools in maintaining facilities.
- Increasing financing for school WASH O&M through recommended budget amounts in the MOOE allocations and through local government and community contributions.

- Ensure the Division Office responds directly to the WASH O&M needs of the school before turning to Local Governments for assistance.
- Develop a market or supply chain for parts and human resource needed for maintenance of school WASH facilities, particularly in rural and remote areas.
- Improve behavior of students or learners to properly use and maintain the facilities through in-class as well as peer-to-peer education activities.
- Encourage parents and the community to show active support to school sanitation and hygiene by participating in promotional activities and contributing in-kind or monetary resources.
- Have security as a minimum requirement for all schools to ensure to prevent theft of taps, and other parts of WASH facilities.

KEY INDICATORS FOR WASH, EDUCATION, FINANCE, AND GENDER

WASH Indicators	**Percentage**
Estimated urban population coverage, improved drinking water sources[1] (2015)	94
Estimated rural population coverage, improved drinking water sources[1] (2105)	90
Estimated urban population coverage, improved sanitation facility[1] (2015)	78
Estimated rural population coverage, improved sanitation facility[1] (2015)	71
Estimated water coverage in schools[2] (2013)	91
Estimated sanitation coverage in schools or percentage of schools with toilets[2] (2013)	53
Education Indicators	**Percentage**
Primary education attainment rate[3] (2010)	85
Total net enrolment rate, primary, both sexes[4] (2013)	92.15
Total net enrolment rate, lower secondary, both sexes[4] (2013)	91.67
Finance Indicators[4]	
Government expenditure on primary education as % of GDP (2009)	1.46
Government expenditure on secondary education as % of GDP (2009)	0.79
Expenditure on primary as % of total government expenditure (all sectors – 2009)	7.26
Expenditure on primary as % of total government expenditure on education (2009)	54.98
Government expenditure per primary student in US$ (2008)	173.6
Aid Indicators[3]	**US$**
Total aid to education (2012)- Philippines	132 million
Total aid to basic education (2012)- Philippines	78 million
Gender Parity Index (GPI) Indicators	**Integer**
Gender parity index of the primary attainment rate – poorest children[3] (2010)	1.36
Gender parity index of the primary attainment rate – richest children[3] (2010)	1.02
Total net enrolment rate, primary, gender parity index[4] (2013)	1.00

[1] UNICEF/WHO –Progress on sanitation and drinking water-2015
[2] UNICEF- Advancing WASH in Schools Monitoring- 2015
[3] UNESCO- EFAGMR- 2015
[4] UNESCO- education data set- 2015

2. Methods

- **Document review**: A desk review of relevant national government documents, websites, Save the Children Philippines responses during the desk review, and development partner documents and websites (see references for a detailed list).

- **Key Informant interviews** with government officials at the national level; and in two local administrations, one representing an urban while the other a rural context in 2014-15: Government officials from the National Department of Education and its Division Offices for the National Capital Region and South Cotabato were met. In the urban LGU of Caloocan representatives from the City Budget Office, City Health Department, and Engineering office were interviewed. In the rural LGU of Lake Sebu, officials from the Municipal Health Office and Engineering office were met.

- **School Visits**, comprising interviews, observation surveys and local shop visits in urban Caloocan City and rural Lake Sebu. Interviews and observations surveys at 20 government elementary schools (grades 1-6), 10 in urban areas of Caloocan City of Metro Manila, and 10 in the rural areas of Lake Sebu in South Cotabato (see map). All 10 urban schools were co-educational and operated in two shifts with a student population of between 1,196 and 8,346 (median = 4,222). Two schools in Lake Sebu were double-shift, while the remaining 8 were single shift schools; the median student population of the 10 schools was 472.

In Caloocan, schools had received WASH investments from the DepEd and government agencies in preceding years. In Lake Sebu, seven schools had received Save the Children support in WASH infrastructure, health promotion and education between 2011 and 2013. In all schools, it had been at least one year since the last WASH construction/rehabilitation operating and maintaining

facilities. The conversion rate used was 1 PHP to 0.022 USD (Source: Oanda Currency Converter).

3. Resource Setting for WASH in Schools

3.1 Agencies Investing in WASH in Schools

The Department of Education (DepEd) is the lead agency that invests in elementary and secondary schools. Local government agencies and units also provide funds, for infrastructure, and implementing laws and policies, which would encompass schools as well. When it comes to planning, designing, constructing, managing, maintaining, and monitoring school WASH facilities, national and local government agencies have distinct roles. Several NGOs such as Save the Children, provide occasional support for construction, repair and rehabilitation of WASH facilities, and organize SMCs and student bodies to operate and maintain their facilities.

Construction and rehabilitation

- The Department of Education (DepED) along with Public Works and Highways (DPWH), which is in charge of construction, are responsible for the construction of new government primary and secondary schools including their drainage and sewerage systems (DepEd, 2010). The DepEd maps schools and provides the designs while the DPWH

implements constructions. Funds for these activities come from the national education budget. Dependent on the local context, a city or municipal LGU may also provide funds for construction. The Department of Environment and Natural Resources tasks the city or municipal environment and natural resource office (CENRO or MENRO) with overseeing implementation of environmental laws in local governments.

- School repairs are classified as minor or major repairs; minor repairs, which are less than 10% of the school funds (comprising the maintenance and other operating expense – MOOE – and canteen funds), are undertaken by the school, but with little oversight of an LGU department. Major school repairs and rehabilitation, including to its WASH facilities approved by the DepEd are managed by its divisional office (DepEd, 2010). Funds from the DPWH are used for major repairs done under supervision of the district/city engineer. LGUs also sometimes with approval of local school boards provide special education fund (SEF) grants or allocate budgets to supplement school MOOE to repair or rehabilitate WASH facilities.
- The DepEd also encourages stakeholders such as NGOs, foundations, private sector and others to contribute to WASH construction and rehabilitation through its Adopt a School program to support public schools with their infrastructure, learning, health, nutrition and other needs (DepEd, 2010). Other than this, bilateral agencies, such as JICA and AusAID also support construction and rehabilitation of school buildings.

Water, waste disposal and hygiene services

- Water utilities are generally provided by private concessionaires within metro Manila, including Caloocan City. Maynilad Water Services Inc. (Maynilad) is the water and wastewater service provider for Caloocan City; the water is treated before supply, and schools pay for this supply monthly using their school maintenance allocation from the DepEd called Maintenance and Other Operating Expense (MOOE). Maynilad also provides free desludging (including septage/sewage treatment) to accessible schools and communities. Those schools without access of Maynilad's services contract other private desludging companies for desludging services.
  In Lake Sebu, water supply is typically from a protected spring, handpump, piped supply directly to the schools or public stand-pipe managed by either water districts or local community.
- The City or municipal government is responsible for solid waste collection and disposal services using local government funding from tax collections to provide this service (Government of Philippines, 1991). In some instances the local governments provides direct services to communities including schools, while in other instances these services are contracted to private service providers (DENR 2000). For far flung schools in rural areas, sometimes on site disposal (e.g. pit, open dumping) is practiced due to no collection.

Maintenance and Monitoring

- Schools are responsible for routine operation and **maintenance** of WASH facilities, which includes paying utility bills, conducting minor repairs, proper water storage especially for schools without regular supply, and cleaning of WASH facilities (DepEd, 2010). The key personnel responsible for maintenance of school WASH facilities include principals and teachers, and janitors/school utility where present. Schools are encouraged by the DepEd to organize a cleaning drive during *Brigada Eskwela* (or National Schools Maintenance Week) every year before the start of school in May. In this drive, parents, the PTA and local volunteers support the school to undertake minor repairs and maintenance over a week, by contributing materials in-kind, and their time.
- The DoH sets national standards for ensuring water quality, which also extends to schools (DoH, 2007). To monitor water quality, the City/municipal health office or rural health units conduct water sampling and water quality analysis as recommended, at least twice per year. Private water companies such as Maynilad, support with regular water quality testing, complying with government requirements under the Philippines National Standards for Drinking Water (PNSDW 2007) and sanitation laws. Testing results

are sometimes published in local newspapers. If the LGU provides the water testing service, it is typically free. Some schools pay for the testing as a requirement also for sanitary permits of canteens, and in rural areas mostly water quality monitoring is not frequently done (or services not available within the locality).

- DepEd's Basic Education Information System (BEIS) collects annual information on schools including presence of water and sanitation facilities, however these do not assess the quality of these facilities, including the ratio of toilets to students, or the presence of soap for handwashing (WinS country profile, 2011). This system is however being updated to include information on the quality of facilities (see section 3.2).
- The divisional superintendent provides instructional advice for periodic monitoring of school facilities, which is done by a physical facilities staff in each division and the school custodian. The physical examination of facilities includes WASH infrastructure.

Gerald, nine, collects water for his family at his village in Dulag, Leyte province, Philippines. He is a member of the WASH Club and helps to promote hygiene in their school and community. Photo credit: Save the Children.

3.2 Policies and Plans for WASH in Schools

The main guide for the construction and maintenance of education facilities is the DepEd's Education Facilities Manual of 2010, which refers to many national codes, such as the National Building Code, the Code on Sanitation of the Philippines, and the National Standards for Drinking Water as guiding documents. In addition, the Ecological Solid Waste Management Act of 2000 and the Local Government Code specifically look at waste management in communities. The latter states that local government units (LGUs) are responsible for waste disposal services for all homes and building, which includes schools (Government of Philippines, 1991).

The Education Facilities manual recommends toilets, handwashing facilities and drinking water attached to classrooms as well as those that are detached. The standards for WASH facilities are also outlined, however these are largely hardware focused. There are also inconsistencies in some of the standards mentioned in the manual with the national Code on Sanitation it refers to (see figure 1). There is no mention of maintenance, such as presence of soap at handwashing stations, or for a maintenance personnel to manage WASH facilities. It includes the principal's overall responsibility of management of school facilities, however does not make specific reference for WASH facilities. Similarly it refers to the MOOES (Maintenance and Other Operating Expenses) as a source of maintenance funding for schools, but does not make specific reference to WASH.

In 2016, the DepEd issued a new policy on comprehensive water, sanitation and hygiene which clarifies that requirements and standards for water, sanitation and hygiene. It also clarifies the roles and responsibilities of different offices from national to school level and partners; and highlights that the MOOE will be used for proper use, maintenance and repair of WASH facilities (DepEd, 2016). Amounts to be used from the MOOE for this purpose have not been mentioned.

Also in 2016, the DepEd and its partners in the national WASH technical working group developed indicators to assess the achievement of these standards using UNICEF and GIZ's Three-star Approach. These indicators will be used from 2017 and will be linked to the school awards and accreditation system.

Table 1: Excerpts of WASH in Schools Standards listed in the Educational Facilities Manual (2010) and the Code on Sanitation of the Philippines (Chapter 6 – School Sanitation and Health Services)

DepEd Education Facilities Manual 2010	Code on Sanitation of the Philippines
Toilets/Urinal: 1 detached urinal per 50 pupils/students, or 1.00m urinal trough per 100 pupils/students; 1 seat per 50 girls and 1 seat per 100 boys, both with 1 seat for disabled girls and for disabled boys; 1 lavatory per toilet seat.	Toilets/Urinal: 1 toilet for 30 girls with 1 seat designed for disabled students and 1 for female staff, 1 toilet for 50 boys and 1-meter urinal (optional) with 1 seat designed for disabled students and 1 for male staff. Lavatories shall be installed inside toilet rooms and shall be provided with water and soap.
Handwashing: 2 taps per 100 students; with proper drainage; in proximity to playgrounds, gardens, school canteens and toilets.	The school shall provide facility for the brushing of teeth of students/pupils after each meal.
A potable water supply in the school premises. The quality of drinking water from meteoric, surface or underground sources shall conform to the National Standards for Drinking Water Standards.	Water supply shall be adequate and potable whether from public or private supply, with quality in accordance to the Philippine National Standards for Drinking Water.
1 faucet per 75 students, with height adjusted to mean height of population	Drinking fountains or equivalent drinking facilities with a ratio of 1:100 pupils/students per session shall be provided. If not from piped supply, drinking water should be handled, transported, dispensed in a sanitary manner.
The school shall provide rainwater catchment systems wherever and whenever applicable to supply water for drinking, hygiene and sanitation practices during emergencies. The system tank can also serve as water storage reservoir during normal times	Schools without piped water system are provided: Two (2) large pitchers or pots, or bucket and dipper for pouring water with a minimum of 100 liters of water for every 50 pupils/students
Proper garbage disposal shall be practiced. Waste segregation policy stipulated in R.A. No. 9003 (ESWM Act) shall be followed by providing separate garbage cans for dry waste, wet waste, and hazardous, toxic wastes. Burning of garbage shall be discouraged in compliance to the said Act.	Every room in the establishment shall be provided with at least two (2) refuse receptacles or containers with swing cover and made of impervious material, one for biodegradable and one for none-biodegradable wastes.

8.73.3 Financial Allocations for WASH O&M in Primary Schools

The principal sources of funds for public elementary school facilities are the national, provincial, city and municipal governments. National funds for education facilities appropriated by the DepEd each calendar year are allocated towards capital outlays, maintenance and other operating expenses (MOOE), and sundries. While the MOOE is the main allocation that can be used for school WASH O&M, a portion of all three allocations can be used for the same purpose. For example:

- capital outlays for major school repairs may include WASH facilities;
- MOOE for travel, purchase of supplies and materials, utilities, security and janitorial services, minor repairs, training and other activities in the annual improvement plans of school would all contribute to operating and maintaining WASH facilities and hygiene promotions.
- The allotments for sundries which include miscellaneous expenses such as repair of equipment and freight (transport) can include small WASH repairs.

The DepEd's central office allocates the MOOE to its divisional offices, which then advances funds to schools on a monthly basis and reports on its utilization to the Central Office, through the Basic Education Information System. A formula is used to compute the school MOOE funds, which is based on the number of students, teachers, and classrooms in each school. Based on the 2014-15 BEIS records, per school MOOE allocation for a median school of 2,675 students in Caloocan City was PhP 1.04 Million (23,686 US$); or 384 PhP (8.77 US$) per student per year. Per school MOOE allocation for a median school of 277 students in Lake Sebu was PhP 153,500 (3,416US$) or 524 PhP (11.68US$) per student per year. Guidelines on how much of this amount is to be used for school WASH do not exist and neither is there a budget line item dedicated to WASH. However officials in case study schools in Caloocan City, a subset of the schools from the BEIS, reported the following amounts from the national allocations were used towards WASH. This by itself may not have been sufficient to meet school needs, looking by the estimated costs reported by authorities (see table 2).

- A median amount of 49 PhP (1.09 US$) per student per year (13% of MOOE) towards water utilities bills and minor maintenance in 10 schools,
- A median amount of 6 PhP (0.14 US$) per student per year (2% of MOOE) towards maintenance of the handwashing station in 8 schools
- A median amount of 32 Php (0.72 US$) per student per year (8% of MOOE) towards toilet cleaning, maintenance and materials in 7 schools.

Local governments support public schools with funds depending on local ordinances or resolutions of municipal and city councils. Other sources of funds to help finance public elementary facilities include the following. These may also be a source of financial allocation for WASH O&M in elementary schools:

- Special Education Funds derived from national tax revenues; which are administered by city and provincial school boards
- Voluntary contributions - typically, school parent-teacher associations must request the Department of Social Welfare and Development for permission before collecting voluntary contributions for school maintenance and repairs. The funds collected need to be reported to the DSWD.

Lastly, as mentioned before, contributions for *Brigada Eskwela* or the annual school maintenance week are purely voluntary and come from the school PTA, local governments, school boards, and private companies, in the form of cash, kind or time.

Jessa is an active Child Health Promoter in her school. She recalls that before becoming a child health promoter they did not observe regular handwashing and tooth brushing. She says she feels proud being part of the Child Health Promoters. She feels good helping her co-students be more proactive in hand washing and in cleanliness. Photo credit: Save the Children.

4. Situation in Schools

4.1 School Resources and Systems for O&M of WASH facilities

All schools in Caloocan City and Lake Sebu reported having annual school improvement plans and an MOOE budget, which most said was also used for WASH O&M. All schools had a Parent Teacher Association (PTA) and student clubs, in seven schools in each location these bodies support WASH O&M. Hygiene promotion took place in all schools as part of the school curriculum.

- All 10 schools in Caloocan City reported having annual **school improvement plans**; nine of which stated that components of WASH was included in the plans. However only one school clarified the activities in WASH plans – handwashing activities, cleaning and maintenance of school facilities. All 10 schools in Lake Sebu also noted having school improvement plans, seven of which stated that WASH was in the plan.
- All 10 case study schools in Caloocan City and 10 schools in Lake Sebu reported having an **MOOE budget**. Nine schools in Caloocan reported using between 15-25% of this budget for WASH O&M, while in Lake Sebu 9 schools reported using 10% of the MOOE for WASH. In Caloocan, budgets and reports were prepared annually and submitted to the school board or PTA and occasionally to the Dep Ed divisional office for approval. In Lake Sebu, the principal prepared the budget quarterly or annually, and submitted to the Dep Ed divisional office for approval. Other than the MOOE, case study schools also reported receiving limited funds from their LGU (for toilet cleaning and some repairs), PTA (repair of water supply), and NGOs and private sector (for water purchase, soap, cleaning materials, training of teachers and SMC, hygiene promotion through student clubs, repairs).
- All schools in Caloocan City and Lake Sebu were found to have a **PTA**, but only 7 schools in both sites reported that the PTA supported school WASH O&M. Support mainly involved providing labour, support in cleaning and repairing facilities, occasional financial support, and providing security at WASH facilities.

- All schools reported having **student-led clubs**, of these only 7 in Caloocan while all in Lake Sebu reported their student body was involved in WASH. Activities mainly included handwashing and toothbrushing promotion, promoting cleanliness, and assisting in information campaigns about cleanliness and sanitation.
- All schools reported having responsibilities for ensuring **water system O&M**. These included monitoring functionality, cleaning and conducting occasional maintenance of water systems (e.g. replacement of taps and fixing leaks). In Caloocan, maintenance also included payment of water bills, as the schools received their water supply from the Maynilad Water company. Maynilad had tested the water in the last 12 months. Nine schools in Caloocan and 8 in Lake Sebu noted there was enough water and of good or acceptable quality to meet the needs of the school. Schools generally did not treat their water supply.
- In Caloocan, school maintenance of **handwashing facilities** included procuring soap, detergent, and supplies, checking and undertaking maintenance, providing security of facilities, monitoring cleanliness and water use, and managing contractors. In Lake Sebu, the maintenance was lesser, and included ensuring water, soap and occasional repairs.
- In Caloocan, three schools reported that cleaning or custodial staff are responsible for cleaning **toilet facilities**, while 7 schools reported that utility workers fulfil this responsibility. In Lake Sebu, the teachers and/or the students cleaned the toilets. Schools reported purchasing cleaning supplies such as trash bags, detergent, chlorine, brushes, brooms, mops.
- In Caloocan, five of the schools had local hardware **shops** within two kilometres of the school; while for four schools the local hardware shop was between 8 and 12 kilometres. In Lake Sebu, the median distance to hardware shops was 4.25 kilometers. Schools reported various personnel responsibilities for purchasing supplies; in Caloocan it was the Finance and Purchasing Officer, Custodian, and Bids and Awards Committee, while in Lake Sebu it was the teachers, students and PTA. The median monthly travel time for purchase of supplies was 5 hours in Caloocan and 3-4 hours in Lake Sebu. Visits to the shops confirmed they were stocked with handwashing (soap, tissue paper), sanitary pads, cleaning (detergents, mops, scrubber, broom), repair (elbow pipe, downpipe, cement, sand mortar, taps, toilet flush, door latch, door hinge, iron sheeting, vent screen, and vent pipe) supplies.
- In Caloocan, schools reported disposing their waste by using local government units (LGU) waste collection and disposal services. The responsibility for it is either the utility worker or the janitorial staff. Nine schools confirmed that garbage receptacles and trash bags are available for disposal of sanitary pads. This trash is collected along with other trash by way of waste disposal services. In Lake Sebu, waste collection and disposal was in compost and open pits and this was commonly done by teachers or students. The schools did not have a budget for waste disposal.
- All schools in Lake Sebu and Caloocan City reported conducting health and hygiene education including promotional activities in past year. However none of them budgeted resource for these activities.

4.2 School WASH Costs

District records, school plans, and expense records could not be inspected during the study. WASH related costs were quoted by school authorities and these were treated as estimated costs per year, presented as median values in Table 7. These do not reflect a cost estimates for an ideal O&M situation, rather what school perceive as the costs for O&M. The costs are considered as simple maintenance costs and do not include one off repairs or emergency maintenance which are managed by district department of education.

Table 7 shows a summary of reported school WASH O&M costs. The highest cost item was for water O&M, both in Caloocan (PhP 46.65 or 1.04 US$) and Lake Sebu (PhP 46.21 or 1.01 US$), which may be due to the purchase of materials for maintenance and paying the water bill in Caloocan. No costs were reported for water treatment. The cost for toilet cleaning labour was the next highest costing item in Caloocan (PhP 37.03 or 0.84 US$), however in Lake Sebu this cost was much lower, may be because teachers and students normally cleaned the toilets. The costs where higher for every WASH-related item than schools had

budgeted for. Additionally, many of the items were not budgeted for but were reported to have associated annual costs. Overall, the WASH O&M and hygiene promotion costs for Caloocan (199PhP or 4.38 US$ per child per year) was close to 50% of the MOOE allocation per student per year. However given the other costs that need to be covered with the MOOE, the schools relied on funds from their district government and parents to pay for WASH O&M. In Lake Sebu as well, schools relied on parents, their district government and private or NGO support to help cover their WASH O&M costs.

Table 2: Median costs of WASH items reported by school authorities in Caloocan City and Lake Sebu

School WASH O&M items	Number of schools reporting (s= median school size)	Reported Cost PHP (US$) per student per year	Reported annual cost PHP (US$) per median school size
Water purchase (drinking water from private suppliers) in Caloocan	7 (s = 3,108)	41.99 (0.93)	122,000 (2,715)
Water O&M (utility bill, fixing leaks) in Caloocan Lake Sebu	5 (s = 4,156), 10 (s=497)	46.65 (1.04), 46.21(1.01)	200,000 (4,452), 22,700 (505)
Handwashing materials (e.g. soap, bucket, dipper) in Caloocan, Lake Sebu	9 (s =4,287), 9(s=426)	1.20 (0.03), 3.76 (0.08)	5,000 (111) 1,000 (22)
Handwashing O&M, in Caloocan, Lake Sebu	10 (s=4,222), 10(s=497)	11.80 (0.26), 4.98 (0.11)	60,000 (1,336), 2,000 (44)
Toilet cleaning labor in Caloocan, Lake Sebu	10 (s = 4,222), 10 (s=497)	37.30 (0.83), 4.74 (0.11)	132,000 (2,938), 2,200(49)
Toilet cleaning materials in Caloocan, Lake Sebu	10 (s = 4,222),	3.71 (0.08), 5.61(0.12)	15,000 (334), 2,750 (61)
Toilet O&M in Caloocan, Lake Sebu	10 (s = 4,222), 9 (s=512)	35.67 (0.79), 25.98 (0.58)	131,500 (2,927) 13,250 (295)
Waste disposal in Caloocan Lake Sebu	9 (s = 4,287), 10 (s=497)	0.92 (0.02) 1.37 (0.03)	4,000(89) 600 (13)
Hygiene promotion materials in Caloocan	9 (s = 4,287)	0.48 (0.01)	1,700(38)
Teacher/SMC training in Caloocan	9 (s = 4,287)	18.85 (0.41)	85,000 (1,892)
Health club activities in Caloocan	6 (s = 6,484)	0.45 (0.01)	2,500 (56)

4.3 Condition of WASH facilities in schools

Although the facilities in schools in Caloocan City were more advanced in providing piped water supply, running water for handwashing and flushing toilets with water than the rural schools of Lake Sebu, schools in both locations had challenges with functionality and cleanliness of facilities.

- All schools in Caloocan City and half the schools in Lake Sebu had a piped water system in to the school building for drinking and handwashing purposes. The remaining schools in Lake Sebu either had a protected dug well, or a public standpipe or protected spring. In 9 of 10 Caloocan schools the system was functional on the day of the visit; however only 6 of the 10 school in Lake Sebu were functional and three of the four non-functional facilities were piped connections. This indicated that maintenance of more advanced WASH systems in rural Lake Sebu was a problem.

- Across all 10 schools in Caloocan, of the 160 handwashing taps visited, 92 (58%) were either inside or very close to toilet blocks. However only 38 (24%) handwashing points – piped running water systems – were functional. Only four schools had soap present in some stations. In Lake Sebu, of the 83 handwashing stations visited across the 10 schools, 76 (or 91%) were functional, however in four schools amounting to 32 stations (39%) the stations were basins in which handwashing was done and water was not running or poured. In only 20 (24%) of the visited facilities across half of the schools was soap available.
- All 10 schools in Caloocan had flush or pour flush toilets; and all of them had water supply for flushing. None of the toilets had a posted schedule for cleaning. 301 toilets were surveyed, majority were found to be partially functional, including those exclusively for girls (49% of 89 toilets), boys (48% of 82 toilets). Student toilets were mostly either somewhat clean or unclean across the 10 schools; while teachers' toilets were mostly clean or somewhat clean. Some of the other problems were that toilets lacked privacy, either due to lack of locks or lack of doors. None of the schools provided facilities (e.g. showers or disposal of pads) for menstruating girls. In Lake Sebu as well all 10 schools had flush or pour flush toilets, but only eight of them had water for flushing. Six of the schools had a posted schedule for cleaning the toilets. Three schools did not have girls-only toilets, while four schools did not have boy-only toilets. Of the seven that had girls' toilets, in only five schools were they fully functional. The boys' toilets in the six schools were mostly only partially functional. The teachers' toilets were generally more functional and mostly clean. As in Caloocan, student toilets were mostly either somewhat clean or unclean, with five schools having no clean toilet at all.

This girl is from a family of 8 siblings in Lake Sebu. Photo credit: Save the Children.

5. Conclusion and Recommendations

In the Philippines, the Department of Education and local government play significant roles in WASH in schools. The DepEd is the main agency investing in school infrastructure and maintenance, with the city government providing utility and monitoring services. Schools receive significant funding for O&M from national and local government, while SMCs and private organizations also contribute. Besides the government, NGOs and SMCs occasionally supported WASH O&M. Utility companies sometimes provide services to schools for free. DepEd's recenty policy on WASH in schools includes specific standards, and responsibilities for different agencies in order to ensure facilities are functional and well-maintained.

Despite the resource and policy environment for school WASH, the DepEd policy on school WASH does not provide specific guidelines on how much for the MOOE must be used for daily operation and maintenance. The MOOE guidelines also do not include information on how much funding to allocation for school WASH O&M or mention a budget line for WASH. As found from school visits, few schools had soap, and the water supply in rural Lake Sebu was not functional where there were piped facilities. There were issues with cleanliness and functionality of toilets facilities in schools in both urban and rural sites. Schools

did not meet the minimum standards of separate toilets for boys and girls, and in some cases the toilets did not have locks or doors to ensure they were secure for use.

Recommendations made by key informants to improve O&M of WASH facilities in Filipino schools were as follows:

- Improving the attitude and behavior of students or learners to properly use and maintain the facilities, through hygiene promotion sessions with teachers and child health promoters.
- Strengthen school-level policies, plans and budgets that incorporate or support O&M to include WASH. Schools to come up with operation and maintenance costs which are also reflected on a per-WASH facility and per-child per-year basis.
- Ensure the latest DepEd policy on school WASH is disseminated and adopted by schools, emphasizing that school principals play an important role in overseeing the maintenance of WASH facilities.
- Increasing financing for school WASH O&M through recommended budget amounts in MOOE allocations and through local government and community contributions.
- Availability of market or supply chain for parts and human resource needed for maintenance
- The Division Office should respond directly to the needs of the school rather than turning to the Local Government for assistance
- Increase security of school to prevent theft and vandalism

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