

## REPORT OF THE AUDITOR GENERAL

# Value for Money Audit on Government of Uganda's Efforts Through Ministry of Education And Sports (MOES) to Support the Management of Menstrual Health and Hygiene in Primary and Secondary Schools

DECEMBER 2024

**THE REPUBLIC OF UGANDA**



**OFFICE OF THE AUDITOR GENERAL**

**VALUE FOR MONEY AUDIT REPORT ON GOVERNMENT OF UGANDA'S EFFORTS,  
THROUGH MINISTRY OF EDUCATION AND SPORTS (MoES), TO SUPPORT THE  
MANAGEMENT OF MENSTRUAL HEALTH AND HYGIENE IN PRIMARY AND  
SECONDARY SCHOOLS**



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## **AUDITOR GENERAL'S MESSAGE**

The Rt. Hon. Speaker of Parliament  
Parliament of Uganda  
**Kampala**

### **VALUE FOR MONEY AUDIT REPORT ON GOVERNMENT OF UGANDA'S EFFORTS, THROUGH MINISTRY OF EDUCATION AND SPORTS (MoES), TO SUPPORT THE MANAGEMENT OF MENSTRUAL HEALTH AND HYGIENE IN PRIMARY AND SECONDARY SCHOOLS**

In accordance with Article 163(3) of the Constitution, I hereby submit my report on the Value for Money audit undertaken on Government of Uganda's efforts, through the Ministry of Education and Sports (MoES) to support the Management of Menstrual Health and Hygiene in primary and secondary schools.

My office intends to carry out a follow-up at an appropriate time regarding actions taken in relation to the recommendations in this report.

I would like to thank the Staff of the Ministry of Education and Sports, selected local government and schools for the assistance offered to my staff during the period of the audit.



Edward Akol  
**AUDITOR GENERAL**

27<sup>th</sup> December 2024

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## **LIST OF ACRONYMS**

<b>Acronyms</b>	<b>Meaning</b>
<b>CSOs</b>	Civil Society Organizations
<b>DEO</b>	District Education Officer
<b>DIS</b>	District Inspector of Schools
<b>DLG</b>	District Local Government
<b>MH</b>	Menstrual Hygiene
<b>MHH</b>	Menstrual health and hygiene
<b>MHHM</b>	Menstrual Health and Hygiene Management
<b>MoES</b>	Ministry of Education and Sports
<b>MoFPED</b>	Ministry of Finance, Planning and Economic Development
<b>NDP</b>	National Development Plan
<b>NGOs</b>	Non-Government Organizations
<b>OAG</b>	Office of the Auditor General
<b>SMT</b>	Senior Man Teacher
<b>SWT</b>	Senior Woman Teacher
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund

## GLOSSARY OF KEY TERMS

Terms	Definition
Menstruation	The natural bodily process of releasing blood and associated matter from the uterus through the vagina as part of the menstrual cycle.
Menstrual Cycle	A natural recurring process that occurs in the female reproductive system, typically lasting about 28 days, though it can range from 21 to 35 days in adults. This cycle is regulated by hormonal changes.
Menarche	The onset of menstruation, the time when a girl has her first menstrual period.
Menstrual hygiene management (MHM)	The practice of women and adolescent girls using clean menstrual hygiene materials to absorb or collect menstrual blood that can be changed as often in privacy as often as necessary for the duration of a menstrual period, using soap and water for washing the body as required, and having access to safe and convenient facilities to dispose of used menstrual management materials. <sup>1</sup>
Menstrual Health and Hygiene (MHH)	Menstrual health and hygiene expands the definition of Menstrual hygiene management, to include the broader systemic factors that link menstruation with health, well-being, gender equality, education, equity, empowerment, and rights. These systemic factors include accurate and timely knowledge about menstruation, hygiene, and health; available, safe, and affordable materials; sanitation and washing facilities; safe and hygienic disposal; informed education professionals; referral and access to health services; positive social norms; and MHH advocacy and policy <sup>2</sup> .
Menstrual hygiene materials	The products used to catch menstrual flow, such as pads, cloths, tampons or cups.
Menstrual supplies	Other supportive items needed for MHH, such as body and laundry soap, underwear and pain relief items.
Sanitation facilities	Toilets or pit latrines.
Sanitary towel	Hygienic composite product with a porous top covering, an absorbent filler and a water-resistant protective bottom barrier used by women and girls to absorb menstrual flow.
Leakage	Any fluid not absorbed and retained within the absorbent filler.
Dysmenorrhea	The medical term for menstrual cramps, which are caused by uterine contractions.

<sup>1</sup> WHO/UNICEF Joint Monitoring Programme 2012

<sup>2</sup> UNICEF Guidance on Menstrual Health and Hygiene, 2019, <https://www.unicef.org/wash/files/UNICEF-Guidance-menstrual-health-hygiene-2019.pdf>

## **EXECUTIVE SUMMARY**

Menstrual hygiene entails the use of clean menstrual management products to soak menstrual discharge by adolescent girls and women, changeable in privacy as required, alongside access to water, soap, and disposable methods<sup>3</sup>. Menstrual health and hygiene (MHH) include the broader systemic factors that link menstruation with health, well-being, gender equality, education, equity, empowerment, and rights.

The Ministry of Education and Sports (MoES) through the gender unit is responsible for promoting Menstrual Health and Hygiene (MHH) in schools and provides guidance on programming for MHHM in schools.

However, several studies by academic scholars have cited challenges with menstrual health and hygiene management (MHHM) as the main reason for girls being absent from school. These included lack of sanitary pads, poor disposal mechanisms for menstrual materials, embarrassment and fear of teasing related to menstruation by mainly boys, absence of water and separate toilet facilities for girls in many schools.

In light of the above concerns, I undertook a Value for Money Audit to assess Government of Uganda's efforts, through the Ministry of Education and Sports (MoES), to support Menstrual Health and Hygiene Management (MHHM) in Primary and Secondary schools (both government and private).

### **Key Findings**

From interviews/surveys held, audit noted that 64% of the female learners (138 out of 216) indicated that they had been absent from school or class because of menstruation. The main reasons given include;

#### **i. Harmful myths and cultural beliefs**

There are harmful myths and cultural beliefs that have affected the menstrual health and hygiene of female learners leading to fear, stigma and use of unhealthy and unsafe practices during menstruation and shying away from schools. This is more prevalent in the Eastern and Northern regions of Uganda.

#### **ii. Lack of menstrual materials and sanitation facilities**

- There is non-prioritization of the establishment of water, sanitation and hygiene facilities in schools by the District Local Governments;
- A total of 22 schools, of the 48 visited (46%) did not provide any emergency pads and other MHHM support for female learners and they lacked access to water and appropriate sanitation and menstrual disposal facilities.

#### **iii. Ineffective governance and support structure**

Inter-Ministerial Committee on Menstrual Health and Hygiene (IMCMHH) which was formed to spearhead the MHHM agenda at the national level is ineffective as there are gaps in the resource mobilization and planning for MHHM at national,

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<sup>3</sup> UNICEF, 2019, Guidance on Menstrual Health and Hygiene, page 3

district and school levels including the following;

- The Gender Unit spends only 10% of its GoU budget and 0% of its donor budget on MHHM activities.
- There is limited parental involvement in the provision of MH support, whereby parents are not providing enough pads, underwear and guidance on menstrual hygiene, which leads to the girls being absent from school.

**iv. Lack of Capacity building and sensitisation**

- There is inadequate capacity building for senior women and senior men teachers (SMT) to provide adequate MHHM support to female learners. As a result of the limited capacity of the SMT to perform their role, there is also limited involvement of male learners in MHHM education and training.
- MoES has not conducted sensitisations for the Parents Teachers Associations (PTAs) and the School Management Committees (SMCs) for any of the schools visited. Similarly, there is no national and global knowledge hub for MH information in place, limiting access to accurate information about menstrual health especially on how girls prepare for and manage their periods. This further leads to the spread of harmful myths and misconceptions.

**v. Inadequate Monitoring, Supervision and Reporting**

- There is inadequate monitoring, supervision, and reporting of MHH in government primary and secondary schools. The monitoring and inspections were majorly in government schools. The district local governments (primary schools) and the Directorate of Education Standards (Secondary Schools) did not inspect private schools over the period under review.
- The school inspection tools used, have no MHHM specific indicators to allow school inspectors at the local Governments (undertaking inspections in primary schools) and at DES (undertaking inspections in secondary schools) to capture information on MHHM practices.

**Recommendations**

The Accounting Officer Ministry of Education and Sports should;

- i. Prioritise the dissemination of guidelines, policies and manuals on MHHM to district local governments, schools and other relevant key stakeholders as well as orientation of key stakeholders on these guidelines, policies and manuals in order to foster implementation.
- ii. Work closely with MoFPED and the National Curriculum Development Centre to ensure that funding is secured for the review of the primary curriculum and that the review process takes into account the integration of menstrual hygiene and hygiene messages.

- iii. Set up a mechanism of monitoring the functionality and effectiveness of the inter-ministerial committee for MHH in order to ensure that it achieves the key deliverables as per the Terms of Reference.
- iv. Work closely with the Ministry of Water and Environment and the District Local Governments, to ensure that projects that are implementing piped water systems in the country prioritize connections at schools and other education institutions in order to ensure that learners have a reliable access to water within the school premises.
- v. Provide specific guidance to the District Local Governments on how they can maximize the use of the education sector development grant to construct sanitation facilities, that are engendered and supportive of menstrual hygiene as per the revised construction designs for pit latrines in schools.
- vi. Follow up with DLGs and the Directorate of Education Standards on a regular basis to ensure that they plan for and conduct inspections in Private primary and secondary schools that comprehensively assess and provide feedback on the appropriateness of the water, sanitation and menstrual disposal facilities in those schools.
- vii. Ensure that the Gender Unit works closely with other departments of the MoES such as; the departments of Guidance and Counselling, Basic Education and Secondary, Special Needs Education, Health/HIV Unit, to continuously incorporate MHHM topics in the agenda for teacher trainings so as to build their capacity to take on the role of Senior Woman Teacher or Senior Man Teacher.
- viii. Prioritise the MHH awareness activities in the budgeting and planning process of the Ministry, especially the orientation sessions for the PTAs and SMC on MHH; the development of a social behaviour change communication strategy for MHH and; development of a national and global knowledge hub for menstrual hygiene.
- ix. Undertake review of the existing Basic Requirements and Minimum Standards and inspection tools and systems to provide for MHHM specific indicators and allow information and data collection, analysis and reporting on MHHM.

## **OVERALL AUDIT CONCLUSION**

Proper Menstrual health and hygiene management is key for ensuring a safe and conducive learning environment for learners at school. Government of Uganda, through the Ministry of Education and Sports, has made efforts to develop guidelines and manuals that govern menstrual health and hygiene in schools. However, there are still gaps in resource mobilization and planning for MHHM with no or poor sanitation facilities, lack of capacity building of senior women teachers and senior men teachers on MHHM; limited awareness creation and; inadequate monitoring and inspections of schools that is focused on MHHM. This has resulted in absenteeism amongst girls and reduced their learning time.



Addressing these gaps will go a long way in reducing absenteeism among female learners, improving their participation in learning activities at school and supporting them to achieve better learning outcomes.



Edward Akol  
**AUDITOR GENERAL**

27<sup>th</sup> December 2024.

## CHAPTER ONE

### 1.0 INTRODUCTION

#### 1.1. Background

Menstrual hygiene entails the use of clean menstrual management products to soak menstrual discharge by adolescent girls and women, changeable in privacy as required, alongside access to water, soap, and disposable methods<sup>4</sup>. Good menstrual hygiene plays a major role in enabling women and girls reach their full potential. Menstrual health and hygiene (MHH) expands the definition of menstrual hygiene management to include the broader systemic factors that link menstruation with health, well-being, gender equality, education, equity, empowerment, and rights. These systemic factors include accurate and timely knowledge about menstruation, hygiene, and health; available, safe, and affordable materials; sanitation and washing facilities; safe and hygienic disposal; informed education professionals; referral and access to health services; positive social norms; and MHH advocacy and policy<sup>5</sup>. Therefore, menstrual health and hygiene management (MHHM) is fundamental to the dignity and wellbeing of women and girls.

Failure to adhere to hygienic practices during menstruation significantly increases the risk of Urogenital Tract Infections (UTIs), including fungal or bacterial infections, skin irritation, dermatitis<sup>6</sup>, and in extreme cases, toxic shock syndrome and other vaginal diseases.<sup>7</sup>

Poor menstrual hygiene undermines the fulfilment of the Universal Declaration of Human Rights, particularly Article 25 that entitles everyone the right to a standard of living adequate for health, well-being, medical care and social services; Article 26 that entitles everyone to a right to education; and Articles 1 and 2 that entitle everyone to equality and freedom from discrimination<sup>8</sup>.

The Ministry of Education and Sports (MoES) has been at the forefront of current progress in MHHM made in schools through its Gender Equity, and Budgeting Unit that coordinates the Menstrual Health Coalition<sup>9</sup>. In 2015, the MoES issued a set of guidelines to all schools specifying the actions to take in a bid to respond to the needs of girls in schools, while in 2017, Menstrual health and hygiene management (MHHM) was integrated into the Planning and Implementation framework for Water, Sanitation and Hygiene (WASH) in schools<sup>10</sup>. In 2017, UNICEF in collaboration with MoES documented National Standards for WASH in schools to enable children stay in school, perform well, keep healthy and well, among other benefits<sup>11</sup>. In addition, menstrual hygiene initiatives have recently (2012 to date) gained momentum among development partners, Civil Society Organisations (CSOs) and individuals<sup>12</sup>.

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<sup>4</sup> UNICEF, 2019, Guidance on Menstrual Health and Hygiene, page 3

<sup>5</sup> UNICEF Guidance on Menstrual Health and Hygiene, 2019, <https://www.unicef.org/wash/files/UNICEF-Guidance-menstrual-health-hygiene-2019.pdf>

<sup>6</sup> A medical condition in which the skin swells, turns red, and at times becomes sore with blisters.

<sup>7</sup> Kalembe & Emojong, 2020, Situation Analysis Study On Menstrual Hygiene Management (MHM) in 14 districts of Uganda: Ministry of Education and Sports (MoES), p14

<sup>8</sup> WASH United & Human Rights Watch, August 2017, Understanding Menstrual Hygiene Management and Human Rights

<sup>9</sup> The Menstrual Health Coalition consists of the Ministry of Education and Sports, Ministry of Health, Ministry of Water and Environment, Private sector, and non-state actors-like civil society organizations.

<sup>10</sup> Menstrual Health Country Snapshot, page 1

<sup>11</sup> UNICEF, 2017, National Standards for WASH in schools in Uganda, page 3

<sup>12</sup> Kalembe & Emojong, 2020, Situation Analysis Study On Menstrual Hygiene Management (MHM) in 14 districts of Uganda: Ministry of Education and Sports (MoES), p14

## 1.2. Motivation

Menstrual health and hygiene (MHH) is integral to the attainment of the Agenda 2030 for Sustainable Development to which Uganda is signatory. More specifically, menstrual health and hygiene is linked to SDG 3 - ensure healthy lives and well-being for all at all ages, SDG 4 - ensure inclusive and equitable quality education and promote lifelong learning, SDG 5 - achieve gender equality and empower all women and girls, SDG 6 - ensure availability and sustainable management of water and sanitation for all and SDG 12 – ensure responsible consumption and production.

Menstrual health and hygiene has been a topical issue in the Parliament of Uganda. In 2014, Parliament passed a motion that required government to allocate resources to support menstrual health and hygiene initiatives in schools such as the provision of washrooms, painkillers, emergency pads, underwear and changing rooms for girls.<sup>13</sup> However, in 2020 the Minister of Education and Sports expressed regrets that the presidential pledge would not materialise in the near future as it would require a large amount of funds in order to cover the entire country and be sustainable<sup>14</sup>.

Furthermore, support for menstrual hygiene in primary and secondary schools affects a sizeable proportion of the population as approximately 3 million girls in the age group 10 – 19 years are enrolled in primary and secondary schools<sup>15</sup>. This represents 13.5% of the Ugandan female population, most of whom will menstruate each month for between 2 to 7 days.

Adolescent girls face heightened vulnerability, as the onset of menstruation, known as “menarche” is believed to be an indication that girls are ready for marriage or sexual activity, which leaves girls vulnerable to a host of abuses, including child marriage and sexual violence<sup>16</sup>.

However, to date, girls in low-income settings in Uganda, who are the majority in adolescent population, continue to face a challenge of affordability of menstrual hygiene materials. Several studies by academic scholars have cited challenges with menstrual health and hygiene management (MHM) as the main reason for girls being absent from school. This included lack of sanitary pads mainly because of their cost, inability to manage menstrual pain, poor disposal mechanisms for menstrual materials<sup>17</sup>, embarrassment and fear of teasing related to menstruation by mainly boys<sup>18</sup>, absence of water and separate toilet facilities for girls in many schools<sup>19</sup>.

Menstruation is a healthy and normal part of human life; however, there is a perception that it is a taboo to discuss menstrual issues in public. This barrier has resulted in inadequate planning, response and resource allocation to address menstrual

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<sup>13</sup> Motion for a resolution of parliament to urge government to come up with tangible solutions for menstrual hygiene management: <https://www.parliament.go.ug/cmris/browser/Sites/parliament/documentLibrary/Motions>

<sup>14</sup> Parliament news, 16<sup>th</sup> January 2020, “No funds for sanitary pads - Janet Museveni”, <https://www.parliament.go.ug/news/3961/no-funds-sanitary-pads-janet-museveni>

<sup>15</sup> Education Statistical abstract 2017

<sup>16</sup> <https://www.unfpa.org/menstruationfaq#menstruation%20and%20human%20rights>

<sup>17</sup> Kalembe & Emojong, 2020, Situation Analysis Study On Menstrual Hygiene Management (MHM) in 14 districts of Uganda: Ministry of Education and Sports (MoES), p12

<sup>18</sup> Miiró et al. BMC Women's Health (2018): Research Article; Menstrual health and school absenteeism among adolescent girls in Uganda (MENISCUS)

<sup>19</sup> FAWE. 2009. Lifting silence on menstruation to keep girls in school. [www.fawe.org](http://www.fawe.org)

challenges<sup>20</sup>. Stigmas related to menstruation therefore reinforce discriminatory practices against girls, as well as gender inequalities.

Since the above risk factors are a major contributor to school absenteeism among girls, they also point to a risk of government failing to achieve equitable access to relevant and quality education and training, Strategic objective 1 of the Education Sector Strategic Plan (2020/21-2024/25).

It is against this background that the Office of the Auditor General decided to undertake a value for Money audit to assess the adequacy and effectiveness of interventions by the MoES to support Menstrual Health and Hygiene Management (MHHM) in Primary and Secondary schools so as to come up with recommendations that, if implemented can improve the Ministry's efforts to promote Menstrual Health and Hygiene Management in both Primary and Secondary Schools in Uganda.

### **1.3. DESCRIPTION OF THE AUDIT AREA**

#### **1.3.1. General Description**

The Gender Unit in the MoES is responsible for promoting Menstrual Health and Hygiene (MHH) in schools and provides guidance on programming for MHHM in schools. The unit works hand in hand with the Directorate of Basic and Secondary Education. At local government level, the Unit works with the District Education Offices as well as the schools.

The MoES developed a number of standards, guidelines, manuals and implementation frameworks regarding MHHM. Generally, these cover the key aspects of Menstrual health and hygiene management such as providing access to accurate and timely information to both females and males about menstrual health and hygiene; providing access to menstrual health and hygiene materials and WASH facilities such as water facilities, sanitary facilities, and disposal facilities.

The Gender unit also works with other ministries (such as the Ministry of Health, Ministry of Gender, Labour and Social Development, Ministry of Water and Environment and Ministry of Local Government), development partners and Non-Government Organisations (NGOs) who are essential to supporting Menstrual Health and Hygiene in Schools.

#### **1.3.2. Legal framework**

The Government of Uganda has made an effort to put in place guidelines and regulations for menstrual health and hygiene management in schools.

The State commits itself in Section XI of The Constitution of the Republic of Uganda (1995), as amended, to ensure that all Ugandans enjoy rights and opportunities and access to education, health services, clean and safe water, among others.

While there is currently no specific law addressing MHHM in Ugandan schools, several policies, guidelines, and regulations that guide different aspects of MHHM have been developed. These are tabulated below.

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<sup>20</sup> Kalembe & Emojong, 2020, Situation Analysis Study On Menstrual Hygiene Management (MHM) in 14 districts of Uganda: Ministry of Education and Sports (MoES), p12

**Table 1: Policies, guidelines and tools for MHM**

<b>Policies, Guidelines and Regulations</b>	<b>Purpose</b>
The Gender in Education Sector Policy (Revised 2016)	It aims at promoting an enabling, protective and gender responsive learning environment for all persons, as well as enhancing equal access and participation for girls and women, boys and men in the education and sports sector.
The National Sexuality Education Framework (2018)	This Framework seeks to create an over-arching national direction for providing sexuality education in the formal education setting for young people specific to the Uganda context.
Menstrual health Guidelines for Schools and Education Institutions in Uganda (2023)	These guidelines provide programmatic guidance and standards for schools in line with the national, regional and global standards for menstrual health and hygiene.
Guidelines for Senior Women and Men Teachers (SWT/SMT)	These stipulate the roles and responsibilities of senior women and men teachers to the learners in both primary and secondary schools.
National Water and Sanitation Strategy (2019),	Thematic area 6: Menstrual health and hygiene management; To increase sustained access to quality and appropriate menstrual hygiene services through practices, facilities, and awareness
Training Manual for Teachers and other Stakeholders on Menstrual Health Management (2018)	To build capacity of teachers and other stakeholders to effectively promote Menstrual Health Management in schools and communities.
Circular on Provision of Menstrual Hygiene Management Facilities for Girls and Female Teachers in Primary and Secondary Schools (2015)	The circular provides measures to be observed by all educational institutions especially primary and secondary schools for Menstrual Hygiene Management.
Handbook for Operation and Maintenance of Water, Sanitation and Hygiene facilities in Schools in Uganda (2018)	The handbook provides brief descriptions of the water, sanitation and hygiene facilities that are commonly used by schools, likely causes of poor operation and maintenance, and necessary intervention or corrective actions.
Planning, Budgeting and Implementation Guidelines for Local Governments (2021-22, 2022-23 and 2023-24)	These guidelines are issued by the Ministry of Education and Sports (MoES) to Local Governments (LGs) to provide information about sector conditional grants, guide the preparation of local government budget estimates for the education sector, as well as the implementation of activities in the education sector.
Planning, Budgeting and Implementation Guidelines for Primary and Secondary Schools (2021-22, 2022-23 and 2023-24)	These guidelines are issued by the Ministry of Education and Sports (MoES) to Local Governments (LGs) and Schools to provide information about the Universal Primary Education (UPE) and Universal Secondary Education (USE) and UPOLET capitation grants and to guide preparation of work plans and budgets as well as implementation of activities at school level.

### 1.3.3. Key Activities of the Gender Unit in MoES in relation to MHHM

The Ministry of Education and Sports through the Gender Unit undertakes a range of activities to foster effective management of MHH in schools<sup>21</sup>. These include;

- Development and roll out of MHHM policies, guidelines, manuals and strategies to guide MHHM programming at the national level, local government level and school level.
- Mobilize resources for implementation of MHH activities.
- Conduct advocacy and sensitisation activities within communities to create awareness on MHHM and address harmful socio-cultural norms.
- Capacity building of key stakeholders at district and school level.
- Coordination of MHHM interventions in the MoES, across DLGs, MDAs and NGOs.
- Monitor, support supervise and report on MHHM interventions across the country.

### 1.3.4. Organization Structure

The organizational structure of the Ministry of Education and Sports in Uganda places the Permanent Secretary (PS) as the most senior technical officer, who also serves as the Accounting Officer. Directly below the PS is the Directorate of Basic Education and Secondary Education, which is led by a Director. Within this directorate is the Department of Primary and Pre-primary Education, under which the Gender Unit operates. The Gender Unit is headed by the Gender Technical Advisor. For a visual representation, the detailed organogram is attached as **Appendix V**.

### 1.3.5. Funding

The breakdown of funding to the MoES Gender unit over the three financial years 2021/22, 2022/23 and 2023/24 is as follows:

**Table 2: Showing the Funding Breakdown to the MoES Gender Unit**

<b>FY</b>	<b>Funding Type</b>	<b>Budget (UGX Mn)</b>	<b>Actual release (UGX Mn)</b>	<b>Expenditure on MHHM Initiatives (UGX Mn)<sup>22</sup></b>
2021/22	GOU	65	54	25
	Donor	94.6	94.6	0
	<b>Total</b>	<b>159.6</b>	<b>148.6</b>	<b>25</b>
2022/23	GOU	98	76.9	15
	Donor	103.4	103.4	0
	<b>Total</b>	<b>201.4</b>	<b>180.3</b>	<b>15</b>
2023/24	GOU	88.7	83.3	26.5
	Donor	224.5	224.5	0
	<b>Total</b>	<b>313.2</b>	<b>307.8</b>	<b>26.5</b>

**Source:** OAG analysis of the work plans and performance reports of the MoES Gender Unit, and MoES payment files

<sup>21</sup> MoES, Training Manual for Teachers and other Stakeholders on Menstrual Health Management (2018), p 63

<sup>22</sup> Although the donor support for MHM activities in the Gender Unit is indicated as zero, there is support provided by NGOs directly to primary and secondary schools for menstrual hygiene management such the provision of menstrual materials, construction of water tanks and boreholes, skilling female learners in the making of reusable pads and training of SWTs and SMTs in MHM.



## **CHAPTER TWO**

### **2.0 AUDIT DESIGN AND METHODOLOGY**

The audit was conducted in accordance with the International Organisation of Supreme Audit Institutions (INTOSAI) Performance Auditing Standards and the Performance Auditing guidelines prescribed in the Office of the Auditor General (OAG) Value for Money (VFM) audit manual. The standards require that the audit be planned in a manner that ensures that an audit of high quality is carried out in an economic, efficient, effective and timely manner.

### **2.1. AUDIT OBJECTIVES AND QUESTIONS**

#### **2.1.1. Overall Audit Objective**

"The overall audit objective was to assess Government of Uganda's efforts, through the Ministry of Education and Sports (MoES), to support Menstrual Health and Hygiene Management (MHHM) in Primary and Secondary schools."

#### **2.2. Audit Questions:**

- i. What is the current status of menstrual health and hygiene management (MHHM) in the selected primary and secondary schools?
- ii. To what extent have the existing legal and policy frameworks and institutional arrangements supported Menstrual Health and Hygiene management in Primary and Secondary Schools?
- iii. To what extent has the MoES mobilised resources and ensured proper planning for MHHM in primary and secondary schools?
- iv. Has the MoES developed the necessary capacities to support MHH management in primary and secondary schools?
- v. To what extent has the MoES raised awareness (through advocacy and sensitisation) within the communities on menstrual health and hygiene in primary and secondary schools?
- vi. Has the MoES put in place mechanisms to monitor, inspect and report on MHH management in primary and secondary Schools?

### **2.3. AUDIT SCOPE**

The audit assessed the status of MHHM in primary and secondary schools (both government and private) in Uganda and the factors contributing to the MHHM problems identified. The audit also assessed the Government of Uganda's efforts executed through the Ministry of Education and Sport to support MHHM in schools. It covered a period of three financial years (2021/22, 2022/23 and 2023/24) in order to show a trend and capture the most recent status of the performance problems and achievements.

## 2.4. Selection of Schools

The selection of schools was done at regional level (i.e. Central, East, North, and West). From each of the four (4) regions, 3 districts were selected randomly, giving a total of 12 selected District Local Governments (Wakiso, Kyankwanzi, Kampala Capital City Authority (KCCA), Buliisa, Kanungu, Bundibugyo, Nakapiripirit, Butaleja, Iganga, Madi-Okollo, Agago and Lira). Since the pre-study results indicated that the problems in menstrual health and hygiene were found to be the same across districts, the 12 districts selected were sufficient to assess government's interventions in managing menstrual health and hygiene.

From each district, one government primary school, one government secondary school, one private primary school and one private secondary school were selected for physical inspection, giving a total of 48 schools. This is because both categories are required to comply with the regulations around MHHM. The detailed list of schools visited per district is in **Appendix I**.

## 2.5 DATA COLLECTION METHODS

The audit team employed a combination of interviews, questionnaire, document review, focus group discussions, physical observation and inspections to address the specific audit objective as detailed in the table below. The list and purpose of documents reviewed, interviews conducted are attached as **Appendices II and III** respectively. Table 2 below describes the data collection methods used per audit question.

**Table 2: Data collection methods**

S/N	Audit Questions	Data Collection Methods
1	<b>What is the current status of menstrual health and hygiene management (MHHM) in the selected primary and secondary schools?</b>	<p>To address this audit question, a questionnaire was administered to both female and male learners at each of the selected schools, which was completed anonymously in written format by the learners. The questionnaires were completed by 5 female learners per school and 3 male learners per school. The selection of students was made from the different classes (primary 3 to 7 and senior 1 to 6), in order to take into account any differences in knowledge, physical maturation and experience with menstruation. The total number of respondents came to 240 female learners and 144 male learners. <b>Appendix IV</b> provides further details of the characteristics of these respondents.</p> <p>The purpose of the female learners' questionnaires was to collect data on the experience of these learners during menstruation, to ascertain whether they have access to accurate and timely information about menstruation; whether the female learners have access to safe menstrual materials, water and sanitation facilities; and whether menstruation has affected attendance among female learners. The purpose of the male learners' questionnaire was to ascertain whether they are knowledgeable about menstruation, how it has affected their female peers at school and how they can support them during menstruation.</p>

<b>S/N</b>	<b>Audit Questions</b>	<b>Data Collection Methods</b>
		<p>Physical inspections were conducted at the selected schools to verify the availability of emergency MHHM supplies in schools and access to water, sanitation and menstrual disposal facilities in schools.</p> <p>Interviews were conducted with Education and Inspection officers at the local government, head teachers, SWT and SMTs in the selected schools to ascertain the causes of the menstrual health and hygiene challenges faced by the female learners.</p> <p>Focus group discussions were held with the parents of female learners (both mothers and fathers) at selected primary and secondary schools. The purpose of these discussions was to ascertain the extent to which the parents are playing their role in supporting female learners during menstruation including providing safe menstrual materials and providing accurate MHHM information, and to obtain the challenges they are facing in providing that support.</p> <p>Document review of school budgets and work plans were reviewed to assess the planning for menstrual hygiene initiatives at school level.</p>
<b>2</b>	<b>To what extent have the existing legal and policy frameworks and institutional arrangements supported Menstrual Health and Hygiene management in Primary and Secondary Schools?</b>	<p>The team interviewed officers from the MoES Gender Unit, LGs, the head teachers, SWTs, SMTs to establish the existing legal and policy framework. Physical inspections were conducted in the selected schools to establish which manuals, policies or guidelines are available in these schools, and also conducted issued questionnaires to learners to establish which frameworks have been made available for them. The team also reviewed the existing manuals/guidelines to establish if there are any gaps with regard to menstrual hygiene and health management.</p> <p>The team further reviewed the existing implementation structures at the local level, ministry level and inter-ministerial level that have been set up to support with menstrual hygiene and health management.</p>
<b>3</b>	<b>iii. To what extent has the MoES mobilised resources and ensured proper planning for MHHM in primary and secondary schools?</b>	<p>The team reviewed work plans and the expenditure files for the gender unit including both the government of Uganda expenditure and donor expenditure to establish which activities have been supported within the review period that relate to menstrual health and hygiene management.</p>
<b>4</b>	<b>Has the MoES developed the necessary capacities to support MHH management in primary and secondary schools?</b>	<p>The team reviewed capacity building documents including the guidelines for SWTs and SMTs, the MHH training manual, conducted interviews with DEOs to establish what capacity building they have received from the MoES on MHHM for the period under review. The team also interviewed the SWTs and SMTs and conducted inspections to establish the existence of these guidelines in the selected schools, and whether they have participated in any trainings relating to MHHM for the period under review.</p>
<b>5</b>	<b>To what extent has the MoES raised awareness (through advocacy and sensitisation) within the</b>	<p>The team reviewed the guidelines for management of menstrual hygiene in education institutions, MHH day commemoration report and interviewed officials from gender unit regarding the development of the SBCC strategy. The team also interviewed</p>

<b>S/N</b>	<b>Audit Questions</b>	<b>Data Collection Methods</b>
	<b>communities on menstrual health and hygiene in primary and secondary schools?</b>	the LG officials and parents to establish existence of sensitisation initiatives on menstrual health and hygiene management.
<b>6</b>	<b>Has the MoES put in place mechanisms to monitor, inspect and report on MHH management in primary and secondary Schools?</b>	The team reviewed the monitoring reports, annual budget performance reports for MoES, approved budget estimates, staffing structure (monitoring and supervision component) to establish the effectiveness of the interventions in monitoring MHHM. Additionally, the team conducted interviews with gender unit and LG officials in charge of monitoring and inspection of schools to establish causes to the identified performance gaps under monitoring.

## CHAPTER THREE

### 3.0 **SYSTEMS AND PROCESS DESCRIPTION**

#### 3.1 **Roles and Responsibilities of Key Players**

The key players in the support of menstrual health and hygiene in primary and secondary schools and their roles are detailed in the matrix below.

**Table 3: Roles and Responsibilities of Key players**

<b>Key players</b>	<b>Key Responsibilities</b>
Ministry of Education and Sports	<ul style="list-style-type: none"> <li>• Provide adequate access to MHHM products, services and facilities in learning institutions.</li> <li>• Ensure that all education institutions/schools design, plan and implement appropriate MHHM activities targeting learners, educators and school communities.</li> <li>• Supervise, monitor and evaluate the Gender in Education policy implementation process including development of specific programs to address the existing gender gaps.</li> <li>• Develop and maintain a gender responsive information and management system including development of targets and indicators, generating and use of sex and gender disaggregated data to inform decision-making.</li> <li>• Incorporate MHHM reproductive health and menstrual hygiene into the curriculum in professional training institutions for relevant sectors (e.g. WASH, protection, health, community development)</li> </ul>
Gender Unit	<ul style="list-style-type: none"> <li>• Mobilize resources for implementation of MHH activities.</li> <li>• Conduct advocacy activities within communities to create awareness on MHHM and address harmful socio-cultural norms.</li> <li>• Capacity building of key stakeholders at district and school level.</li> <li>• Coordination of MHHM interventions in the MoES, across DLGs, MDAs and NGOs.</li> <li>• Monitor, support supervise and report on MHHM interventions across the country.</li> </ul> <p><b>Roles of key staff within the Gender Unit:</b></p> <p><b>Gender Technical advisor</b></p> <ul style="list-style-type: none"> <li>• Supports in the development and implementation of MHHM policies, manuals, guidelines and programs.</li> <li>• Inform and support Senior Management of MoES in monitoring and evaluation efforts to achieve gender equality, keeping abreast of opportunities to improve the status of women, men, girls and boys in the various education institutions.</li> <li>• Engage and build capacity of staff on local governments and education institutions in budgeting for, implementing, monitoring and reporting on menstrual health and hygiene management.</li> </ul> <p><b>Finance and Administrative officer</b></p> <ul style="list-style-type: none"> <li>• Oversees budgets to guarantee the efficient distribution of financial resources and creates regular</li> </ul>

Key players	Key Responsibilities
	<p>financial reports and statements to update management and stakeholders.</p> <p><b>Monitoring and Evaluation Officer</b></p> <ul style="list-style-type: none"> <li>Tracks project activities in relation to plans and timelines, gathers data on inputs and outcomes, and sets performance indicators to assess success, while also conducting evaluations to pinpoint areas for improvement.</li> </ul> <p><b>Research officer</b></p> <ul style="list-style-type: none"> <li>Responsible for planning and designing research projects, collecting data, analysing and interpreting that data, and writing and sharing reports.</li> </ul> <p><b>Programme Assistant</b></p> <ul style="list-style-type: none"> <li>Responsible for facilitating program activities through multiple functions, including Program Support, Administrative Support, Financial Support, Communication and Liaison, Event and Logistics Management, Monitoring and Evaluation (M&amp;E) Support, Capacity Building, and Compliance and Reporting.</li> </ul>
Directorate of Education Standards	<ul style="list-style-type: none"> <li>Set standards that are gender responsive.</li> <li>Identify unique needs for boys, girls, women and men with special needs for incorporation into sector monitoring programs.</li> <li>Incorporate gender responsive indicators in all monitoring tools and reporting mechanisms.</li> <li>Inspection and monitoring of government and private secondary schools</li> </ul>
Civil society/ NGOs	<ul style="list-style-type: none"> <li>Participate in the processes of establishing MHHM policies and performance standards and indicators, financing of programs, and of other structural challenges such as stigma and discrimination and gender-based inequalities that constitute barriers to an effective response to MHHM.</li> <li>Conduct advocacy at local and national levels aimed to hold accountable duty bearers for MHHM services, products and facilities.</li> <li>Ensure that women and girls in the most vulnerable situations are supported to manage their menstrual hygiene.</li> </ul>
Schools	<ul style="list-style-type: none"> <li>Provide water, soap, clean washrooms and changing rooms.</li> <li>Provide emergency changing dresses, pairs of knickers and sanitary pads.</li> <li>Make talking environments on MHHM.</li> <li>Provide guidance and counselling to both girls and boys.</li> <li>Appoint senior woman teacher (SWT) and a senior man teacher (SMT).</li> <li>Ensure that the school environment is gender responsive and conducive for learning for all learners; female and male.</li> </ul>



Key players	Key Responsibilities
District local governments	<ul style="list-style-type: none"> <li>Integration of MHHM in district development Planning and budgeting cycle.</li> <li>Inspection and monitoring of government and private primary schools</li> <li>Integration of WASH and MHHM indicators into the district local government monitoring tool</li> <li>Ensure reporting and follow up on MHHM</li> </ul>
Parents/ Care givers	<ul style="list-style-type: none"> <li>Teach their children personal hygiene,</li> <li>Share with their children correct information on menstrual health and hygiene,</li> <li>Provide their girls with sanitary pads and knickers</li> <li>Teach girls how to make and use sanitary pads</li> </ul>
Learners / Adolescents	<ul style="list-style-type: none"> <li>Sole beneficiaries</li> <li>Popularize MHHM information through clubs and school leaders</li> <li>Utilization of services and facilities provided at school to improve menstrual hygiene</li> </ul>
Community	<ul style="list-style-type: none"> <li>Ensure that budgets address gender concerns</li> <li>Mobilize resources for sanitary facilities</li> <li>Organize meetings for community awareness on understanding and managing menstruation.</li> </ul>
Ministry of Finance, Planning and Economic Development	<ul style="list-style-type: none"> <li>Ensure that MHM is provided for under the government annual budget estimates at national and local levels.</li> <li>Provide a certificate of financial implication prior to the approval of a policy by a Minister.</li> </ul>

### **3.2 Process Description**

#### **3.2.1 Development of Policies, Strategies and Guidelines**

The MoES through the Gender unit develops policies, strategies and guidelines on menstrual health and hygiene management in order to provide direction in MHHM programming at the national level, local government level and school level and to address the emerging challenges that affect female learners of menstrual age. The process begins when the gender unit, through the gender technical advisor and research officer, carries out comprehensive research and situation analyses in order to collect data that can inform the policy development process. From the findings of this research, these officers prepare initial drafts of the policies and guidelines.

Thereafter the gender unit conducts consultations on the draft policies and guidelines with District Local Government Officials, school teachers, girls (in and out of school), boys (in and out of school), parents/ community men and women, cultural and religious leaders, CSO representatives, and key sector key informants from Ministries of Health, Education and Sports, Gender, Labour and Social Development and Water and Environment, among others. The purpose of these consultations is to collect information on MHHM issues, gaps and recommendations for improving MHHM for female learners.

The gender technical advisor refines and incorporates the ideas from these consultations into the policies and guidelines, after which they submit the final drafts to the Minister of Education and Sports for approval. The gender unit then disseminates the final documents approved by the MoES to the relevant stakeholders through training workshops arranged with the relevant stakeholders at district level in order to sensitize them about the policies and guidelines and how to implement them.

### **3.2.2 Review of MHHM Policies, Strategies and Guidelines**

The review process incorporates feedback from all relevant stakeholders and aims at ensuring that MHHM policies, strategies, and guidelines are not only aligned with the national educational goals and the National Development Plan but that these documents remain responsive, dynamic and capable of addressing new challenges.

The initiation of policy reviews begins with the Gender unit, which plays a critical quality assurance role in the review or development process as technical leads.

To start the review of a policy, the user department develops terms of reference, which are then shared with key departments for input. These terms of reference are subsequently endorsed by the Monitoring and Evaluation Working Group to formalize the review process.

The user department undertakes consultative meetings with key education stakeholders at the school level, local government level, and national level. This consultative process informs the review by highlighting key issues that need to be considered in the document under review. After gathering input, the user department reviews and finalizes the draft policy.

Once the policy is reviewed and a draft is finalized, the document undergoes validation. This involves presenting the draft to key stakeholders to obtain their final input and ensure the document is comprehensive and accurate. After validation, the policy document is submitted to the top management of the Ministry and then to the cabinet for their respective approvals. A certificate of financial implication is obtained from the Ministry of Finance, Planning and Economic Development (MoFPED) if it is a policy.

For a strategy, after validation, the document is submitted to the senior management of the Ministry of Education and Sports (MoES) for approval. If it is a guideline, the document is submitted to both senior management and top management of the MoES for their approvals, and it is eventually signed off by the Minister.

Policies are reviewed every 10 years, while strategies are reviewed every 5 years, in line with the National Development Plan.

### **3.2.3 Mobilization of resources**

The Gender Unit is responsible for mobilizing resources for gender mainstreaming initiatives. Resources are usually mobilized from development partners and CSOs through the MHHM steering committee meetings. Prior to the start of a new financial year, the Gender unit prepares its work plan for the coming FY including all gender equality initiatives including initiatives for the promotion of menstrual hygiene in schools. The Gender Technical Advisor then presents the work plan during the MHHM steering committee meetings that are attended by officials from MoES, MoH, MoLGSD, MoWE, development partners and CSOs. The latter then decide on which exact initiatives they wish to fund. The Partners procure consultants to conduct particular MHHM activities in schools and collaborate with MoES/ Gender Unit to undertake technical support activities by meeting the travel costs such as fuel and per diem.

### **3.2.4 Planning**

The planning process for MHHM activities begins with the MoES allocating resources in its annual budgets through the Department of Pre Primary and Primary, under the Education, Sports and Skills sub programme, in the Human Capital Development Programme. This is done in collaboration with MoFPED to ensure the availability of resources for MHHM interventions.

District Local Governments (DLGs) prepare annual budgets and work plans where the District Education Office includes planned construction of school infrastructure. From the development grant, the DEO allocates funds for the construction and maintenance of gender-segregated sanitation facilities in schools, selecting schools based on district.

At the school level, all schools prepare an annual school budget derived from the annual work plan with inputs from all key stakeholders namely; pupils, teachers, Parents & Teachers Association (PTA), School Management Committees (SMC)/Board of Governors (BoG) and local authorities. This budget is discussed, approved by the SMC/BoG and submitted to the relevant local government authorities and to MoES for approval before the start of the academic year. All planned expenditures must align with the approved budget and the Budgeting and Implementation Guidelines for Primary and Secondary Schools that mandate schools to budget for and maintain a stock of emergency sanitary pads for their female learners. Schools also prioritize other MHHM support in their annual budget such as emergency uniforms, wrappers, underwear, painkillers and soap for menstruating learners ultimately ensuring comprehensive MHHM support and improved educational outcomes for female learners.

### **3.2.5 Capacity Building**

The capacity building process aims to equip key stakeholders with the knowledge, skills, and resources necessary to effectively manage and promote MHHM within the education sector. This process addresses the need for improved MHHM practices to enhance the educational experience and well-being of female learners.

The Ministry of Education and Sports (MoES) conducts a comprehensive needs assessment to identify gaps in MHHM knowledge and practices among key stakeholders. This involves interacting with senior women teachers (SWTs), senior men teachers (SMTs), head teachers, district education officers, and inspectors of schools, analysing school reports and inspection findings to highlight areas requiring support and engaging with local communities and students to understand their challenges and needs related to menstrual hygiene.

Based on the needs assessment, the MoES allocates resources for capacity building in its annual budget. This involves collaborating with the Ministry of Finance, Planning, and Economic Development (MoFPED) to secure funding and ensuring the Gender Unit has adequate resources to conduct training and support activities.

The Gender Unit develops and updates training materials to be used during capacity building sessions. This includes utilizing the Training Manual for Teachers and other Stakeholders on Menstrual Health Management (2018), MHHM reader for Learners (2013), incorporating the latest research and best practices in MHHM among others and preparing additional resources such as reusable pad-making guides.

The Gender Unit, in collaboration with District Education Offices, plans and schedules training sessions. This involves creating a detailed work plan highlighting the districts in need of support, predetermining the number of districts and participants based on allocated resources and developing a concept note to inform and guide the preparations for the capacity building activities. Training sessions are conducted for selected participants, typically including 40-50 teachers (senior women teachers and senior men teachers) and Local Government representatives per session. The MoES conducts regular monitoring and evaluation of the capacity building process to ensure effectiveness and continuous improvement. This involves using feedback from participants to refine training materials and methods, conducting follow-up visits to schools to assess the implementation of MHHM practices and measuring the impact of training on MHHM knowledge, attitudes, and practices among stakeholders.

The Gender Unit documents all capacity building activities and their outcomes. This includes preparing detailed reports on each training session, including participant feedback and lessons learned, sharing findings with relevant stakeholders to inform policy and practice and maintaining records of trained individuals to facilitate future support and networking.

### **3.2.6 Advocacy and Sensitization**

The advocacy and sensitization process aims to build awareness and address harmful socio-cultural norms related to menstrual health and hygiene management (MHHM) within communities. This process ensures that the importance of MHHM is understood and supported, contributing to the education and development of girls.

The Ministry of Education and Sports (MoES) Gender Unit first identifies key stakeholders who will be involved in advocacy and sensitization efforts. These stakeholders include community leaders, Local Government officials, Teachers and school administrators, parents and guardians, health workers and media representatives. The Gender Unit then develops comprehensive advocacy materials to support the sensitization process. This includes; information booklets and brochures on MHHM, posters and flyers highlighting the importance of menstrual hygiene, radio and TV scripts for awareness programs and social media content to reach a broader audience.

The Gender Unit then plans advocacy campaigns at both national and local levels. This involves; creating a detailed campaign plan outlining objectives, key messages and target audiences; scheduling radio and TV programs to discuss MHM and its impact on girls' education and well-being; organizing community meetings and workshops to engage directly with the public.

The Gender Unit leverages various media platforms to disseminate MHHM information. This includes broadcasting educational programs on national and local radio and TV stations, featuring interviews with experts, educators, and community leaders discussing MHHM and using social media platforms to share informative posts, videos, and live sessions on MHHM topics.

Additionally, each year in May, the Gender Unit organizes events to commemorate Menstrual Hygiene Day. This includes, hosting a celebratory event with activities such as speeches, panel discussions, and exhibitions, inviting key stakeholders to speak on MHHM issues and share success stories and distributing educational materials and reusable sanitary pads to participants.

The Gender Unit conducts community engagement activities to build awareness and address cultural stigmas associated with menstruation by holding workshops and seminars in schools and communities to educate girls, boys, parents, and teachers about menstrual health, collaborating with local NGOs and community organizations to reach a wider audience and providing training for community health workers to support ongoing sensitization efforts.

The Unit then monitors and evaluates the effectiveness of advocacy and sensitization activities by collecting feedback from participants and stakeholders to assess the impact of the campaigns, measuring changes in knowledge, attitudes, and practices related to MHHM within the community and using the evaluation data to refine and improve future advocacy strategies.

### **3.2.7 Monitoring and Supervision**

The monitoring and supervision process aims to ensure the effective implementation of menstrual health and hygiene management (MHHM) interventions in schools by measuring performance against established standards and objectives. This process is critical for achieving the desired outcomes of improved menstrual health and educational experiences for female students.

The MoES sets clear standards and objectives for MHHM interventions in schools. These include; availability of gender-segregated sanitation facilities, provision of sanitary materials; implementation of MHHM education programs, adequate water and hygiene facilities.

The Gender Unit, in collaboration with relevant stakeholders, develops comprehensive monitoring tools to assess MHHM implementation. These tools include; a gender monitoring tool to evaluate gender-specific needs and interventions, a good school checklist to ensure all necessary MHHM facilities and practices are in place.

The Gender Unit plans annual monitoring activities, taking into account available resources and prioritizing districts based on previous inspection reports and identified needs. This involves; scheduling joint monitoring visits with gender focal point officers and other relevant officials and preparing a detailed monitoring plan outlining the districts and schools to be visited.

The Gender Unit conducts monitoring visits to selected districts and schools to assess MHHM implementation. These visits involve; observing the availability and condition of sanitation facilities, checking the provision and usage of sanitary materials, evaluating the effectiveness of MHHM education programs and gathering feedback from students, teachers, and school administrators.

During monitoring visits, the Gender Unit collects data on various aspects of MHHM implementation. This data is then analysed to identify gaps and areas for improvement, measure progress against the set standards and objective and assess the impact of MHHM interventions on female students' school attendance and performance.

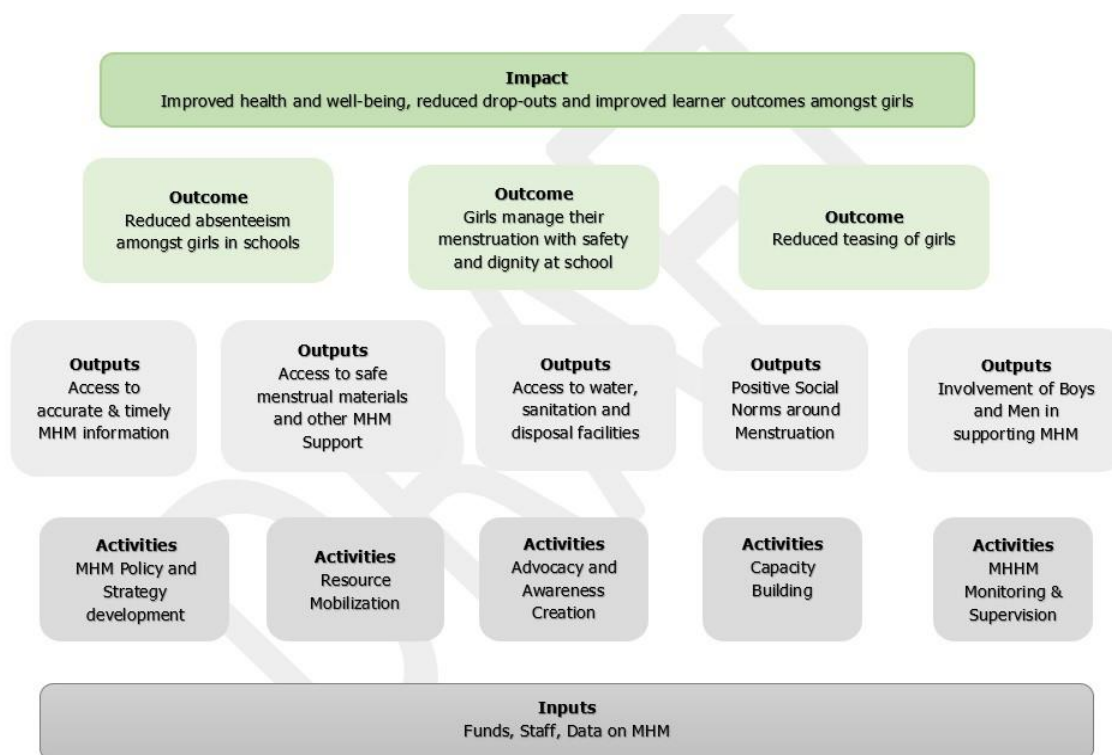
The findings from the monitoring visits are compiled into comprehensive reports. The reports are shared with relevant stakeholders, including school administrators, local

government officials, and policymakers, to inform decision-making and resource allocation.

### 3.3 Theory of Change

The above processes are necessary for the achievement of key outputs and outcomes in menstrual health and hygiene management at schools. The figure below illustrates this.

**Figure 1: Theory of Change for Menstrual Health and Hygiene**



**Source:** Adapted from UNICEF Guidance for Monitoring Menstrual Health and Hygiene, 2020, page 134.



## CHAPTER FOUR

### 3.0 **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

This chapter examines the state of menstrual hygiene practices in schools involving female learners having access to MHHM knowledge, sanitation facilities, menstrual materials and support. It further assesses the initiatives and interventions by the Ministry of Education and Sports to spearhead good Menstrual Health and Hygiene Management MHHM in schools. The chapter also offers conclusions and recommendations to improve good menstrual hygiene practices in schools

In order to achieve these elements of good MHHM, a number of interventions and activities have been undertaken by the Ministry of Education and Sports and these include commemoration of the Menstrual Hygiene Day and development of various policies and guidelines on menstrual hygiene in schools. However, despite the interventions, some gaps were identified during audit.

#### 4.1 **THE STATUS OF MENSTRUAL HEALTH AND HYGIENE MANAGEMENT IN PRIMARY AND SECONDARY SCHOOLS**

The audit team undertook an assessment of the status of MHHM in schools across regions that focused on establishing the following:

- i. The nature of menstrual materials used by the female learners;
- ii. Whether there are myths and cultural beliefs affecting menstrual health and hygiene in schools;
- iii. The state of water, sanitation and menstrual disposal facilities in schools;

##### 4.1.1 **Nature of menstrual materials used by the female learners**

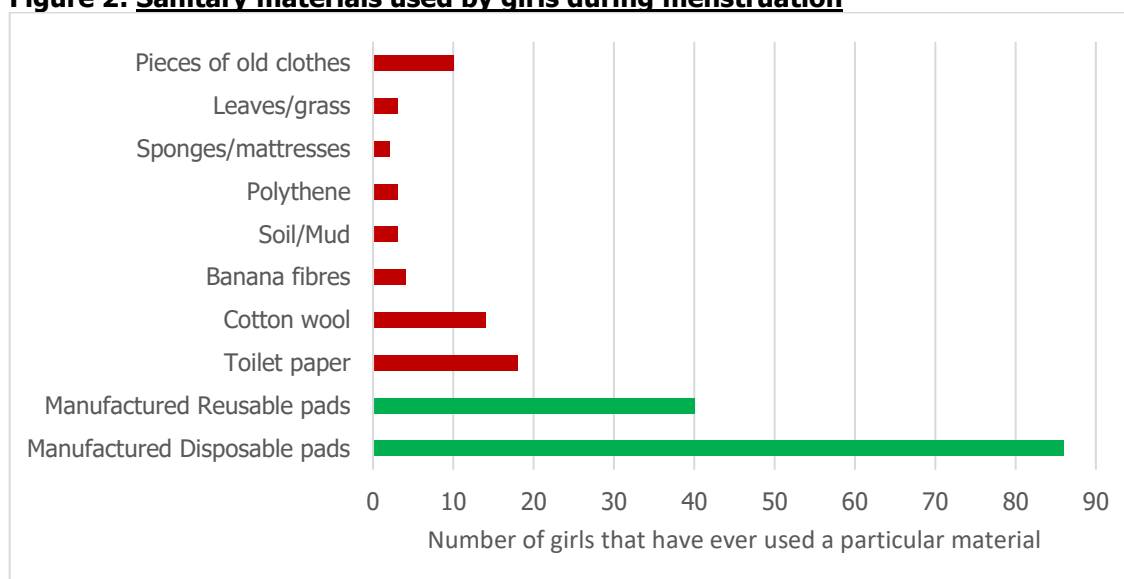
Good menstrual materials are those that absorb blood and help in maintaining good hygiene. These include manufactured disposable pads, manufactured reusable pads, cotton wool wrapped in gauze, menstrual cups and tampons.<sup>23</sup>

I conducted a survey where questionnaires were administered to 240 female learners and noted that 216 of these female learners had experienced menstruation. Through this survey, it was noted that the female learners use a range of menstrual materials, some of which are unsafe. The figure below presents the different types of materials that they have ever used during menstruation.

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<sup>23</sup>Training Manual for Teachers and other stakeholders, 2018, page 39-40

**Figure 2: Sanitary materials used by girls during menstruation**



*Source: OAG analysis of female learners' interview responses*

**Key: The first eight categories of materials (the bars in colour red) are unsafe.**

It should be noted that 156 out of the 216 female learners (72%) have ever used manufactured disposable pads. However, these same girls indicated that they also resort to the use of other menstrual materials in times of scarcity such as; toilet paper, grass or leaves, cotton wool, banana fibre, soil or mud, polythene paper, sponge or mattress, pieces of cloth among others, as indicated in the figure above. These materials are categorised as unsafe as they do not absorb the blood, they irritate and burn the skin and can cause both fungal and urinary tract infections<sup>24</sup>.

#### **4.1.2 Myths and cultural beliefs affecting menstrual hygiene in schools**

Menstrual health and hygiene management (MHM) is crucial for the health, well-being, and educational success of female learners. However, various myths and cultural beliefs negatively impact the effective management of menstrual hygiene in schools. Within societies and communities across the country, there are myths and misconceptions about menstruation, mostly rooted in culture, which have resulted in fear, stigma and unhealthy practices around menstruation.

Through interviews, 42 out of 48<sup>25</sup> SWTs explained that there are cultural beliefs and myths hindering effective management of menstrual hygiene among female learners. These included:

- **A notion that a girl's used pad can be used for casting spells or performing witchcraft:** The SWTs indicated that this belief can lead to fear and anxiety about managing used menstrual materials. Girls avoid proper disposal practices such as disposing and burning in the incinerator and resort to disposing in latrines that contribute to environmental and health issues.
- **A belief that menstruation signifies a girl is prepared for marriage:** The SWTs indicated that this belief has led to some parents pulling their daughters

<sup>24</sup> Training Manual for Teachers and other stakeholders, 2018, page 39-40

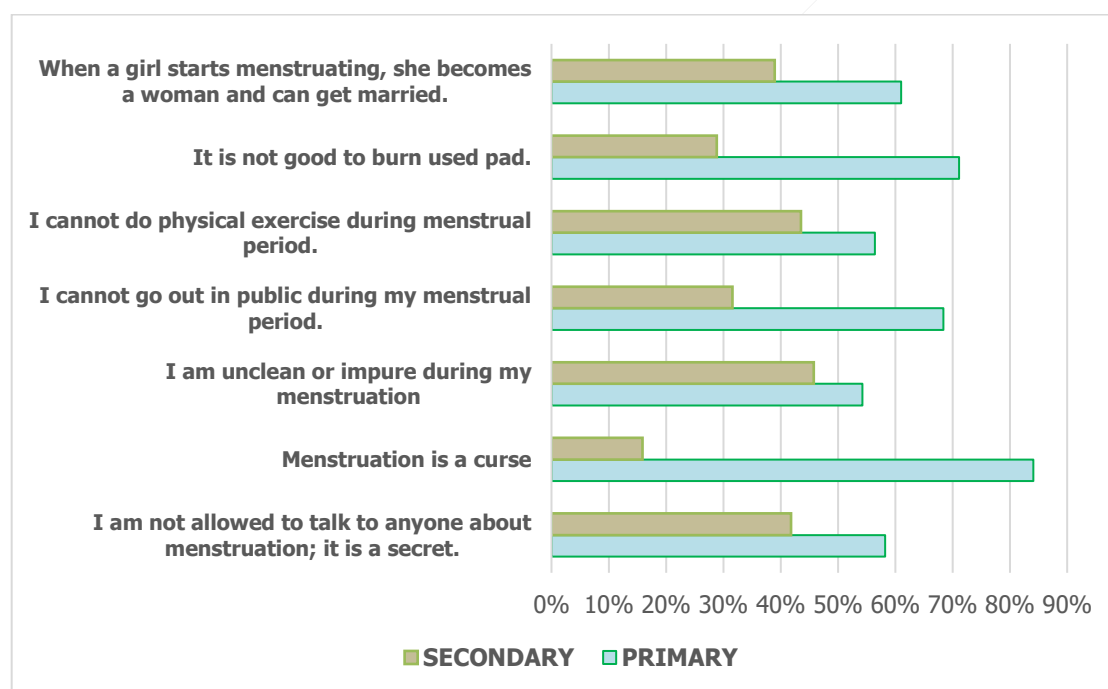
<sup>25</sup> Appendix VII provides details of the schools and most common beliefs as shared by the SWT

out of school so that they can marry them off. It has also diverted attention from educating girls about menstrual health and hygiene management, as the focus shifts to societal expectations.

- **A belief that during menstruation a girl should sit on sand or a big stone to prevent the flow of blood, instead of using menstrual materials:** The SWTs indicated that practicing this belief is harmful for menstrual health and hygiene because it exposes one to the risk of infection and physical irritation in the genital area. It has also led to low self-esteem and isolation amongst girls of menstruating-age as it prevents them from engaging in normal daily activities during menstruation, including attending school.

Additionally, a review of the responses of the female learners indicated that 117 out of the 240 female learners interviewed (49%) expressed at least one of the myths or misconceptions about menstruation listed in the figure below. Further categorization of the female learners who expressed misconceptions about menstruation revealed that they are majorly at the Primary Level. The figure below illustrates this.

**Figure 3: Proportion of Female learners who expressed misconceptions about menstruation by Education level**



**Source: OAG analysis of female learner's survey responses**

These misconceptions contribute to the perpetuation of harmful practices and beliefs, adversely affecting the health and education of female learners.

#### **4.1.3 State of Water, Sanitation and menstrual disposal facilities in schools**

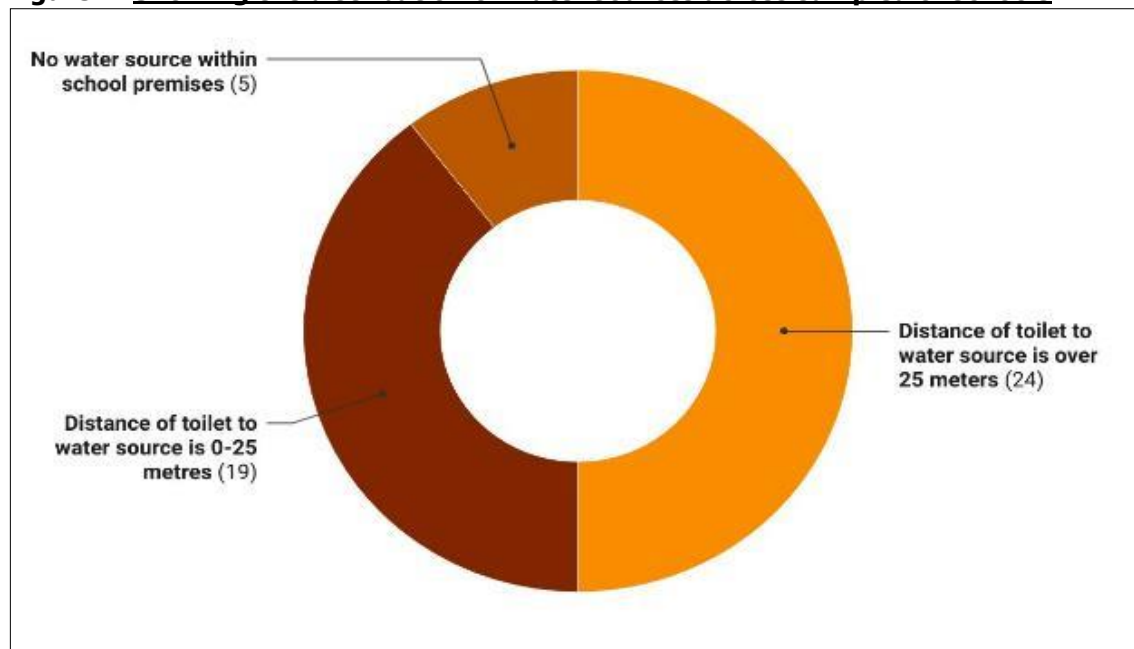
##### **a) State of water facilities in schools**

The MHHM circular No. 1/ 2015 issued by the MoES directs all schools to ensure regular supply of water for learners near the toilet facilities<sup>26</sup>.

<sup>26</sup> The circular does not specify a recommended maximum distance between the water source and the toilet.

It was noted that 40% (19) of the 48 schools visited had a water source near the toilet facilities at distances ranging from 1 metre to 25 metres. 50% (24) of the 48 schools had water sources that were not located close to the toilet facilities i.e. distances in the range of 40 – 500 metres. The other 5 schools had no water source within the school premises<sup>27</sup>. This is illustrated in figure 6 below.

**Figure 4: Showing the distribution of water sources across sampled of schools**



**Source: interviews and Physical inspections at the selected schools**

The details of five schools without a water source within the school premises are indicated in the table below. Details of the remaining 43 schools are in **Appendix VIII**.

**Table 4: Schools without a water source on the school premises and the challenges faced**

S/N	Region	District	Name of School:	Comment on the challenges with the water supply
1.	East	Iganga	God's Care Junior School	Use Community borehole located 200metres from the school
2.	East	Butaleja	Wanyama Primary School	Community borehole used which is approximately 5km from the school
3.	Central	Kyankwanzi	Kiteredde Community School	Use Community borehole located 1 km from the school
4.	West	Buliisa	Nyamukuta Primary School	Students fetch water from lake Albert which is approximately 2 kilometres from the school. The DEO indicated that this also exposes learners to the risk of being attacked by crocodiles from the lake.
5.	North	Lira	Amach Complex Secondary School	Community borehole used which is located 500 meters from the school

**Source: Interviews and Physical inspections at the selected schools**

Additionally, the regularity of the water supply was dependent on the type of water source. Through interviews with head teachers and learners in the 48 schools visited, it was revealed that although 43 schools had water points within their premises, in 20 (47%) of these schools, access was affected by frequent breakdown of the water

<sup>27</sup> Details of the schools are indicated in Appendix VIII

systems due to poor/ no maintenance and the dry season especially for the schools that had water harvesting tanks and boreholes. Details in **Appendix VIII**.

The lack of water affected the cleanliness of the available toilet facilities and exposed the female learners to a risk of contracting urinary tract infections (UTIs).

## **b) State of Sanitation Facilities in schools**

The MHHM circular No. 1/ 2015 issued by the MoES directs all education institutions, especially primary and secondary to provide separate toilet facilities for male and female learners, as well as changing rooms or washrooms for girls. Schools are to provide for the privacy of those facilities. The national standards for WASH require 1 toilet for every 40 learners. Inspection of the sanitation facilities in the schools visited revealed the following:

### **i) Learner to stance ratio**

Through interviews and school inspections, audit team noted that 47 out of the 48 selected schools had separate toilet facilities for the female and male learners within the school. Only one school out of the 48 did not have a separate toilet for male and female learners<sup>28</sup>. The school has 4 stances that are shared amongst the boys and girls. Out of the 48 schools visited, it was noted that 73% of schools (35 out of 48) had a learner: stance ratio above the national standard of 1:40, with an average of 1:110<sup>29</sup>. The table below categorises by region the number of schools with a learner stance ratio above the national standard of 1:40. The high learner stance ratio were mostly found in the northern and eastern regions.

**Table 5: Number of Schools by region with a learner stance ratio above 1:40**

<b>Region</b>	<b>Number of schools</b>
North	11
East	10
Central	8
West	6
<b>Total</b>	<b>35</b>

*Source: OAG Inspections*

Not having the recommended pupil-stance ratio means the girls queue up for the latrine services hence thereby losing time and missing out on some lesson content.

### **ii) Privacy of the sanitation facilities**

Through inspections, the team noted that 87% (252) of the 291 toilet stances inspected had doors, while the rest (42) had no doors for privacy. Stances with no doors were located in 13 of the 48 schools as detailed in **Appendix IX** and the table 3 below provides the proportion of the stances without doors by region. The schools with sanitation facilities that lacked privacy were mostly found in the eastern and western regions. **Picture 1** below also shows an example of a sanitation facility without doors.

<sup>28</sup> Patongo Integrated Nursery and Primary school in Agago district.

<sup>29</sup> Details of the learner stance ratios per school are in Appendix IX.

**Table 6: Proportion of the stances without doors by region**

Region	Number of schools
East	19
West	15
North	7
Central	1
<b>Total</b>	<b>42</b>

**Source:** OAG Inspections

Furthermore, 26% of those stances that had doors (i.e. 66 out of 252) had no locks for privacy. Stances without locks were located in 14 of the 48 schools as detailed in **Appendix IX. Picture 1** also refers.

In addition, it was noted that 77% of the 48 schools inspected (i.e. 37 schools) had no changing rooms for the female learners. Details of these schools are in **Appendix IX.**

**Picture 1: Showing Toilets for female learners without doors and locks for privacy**

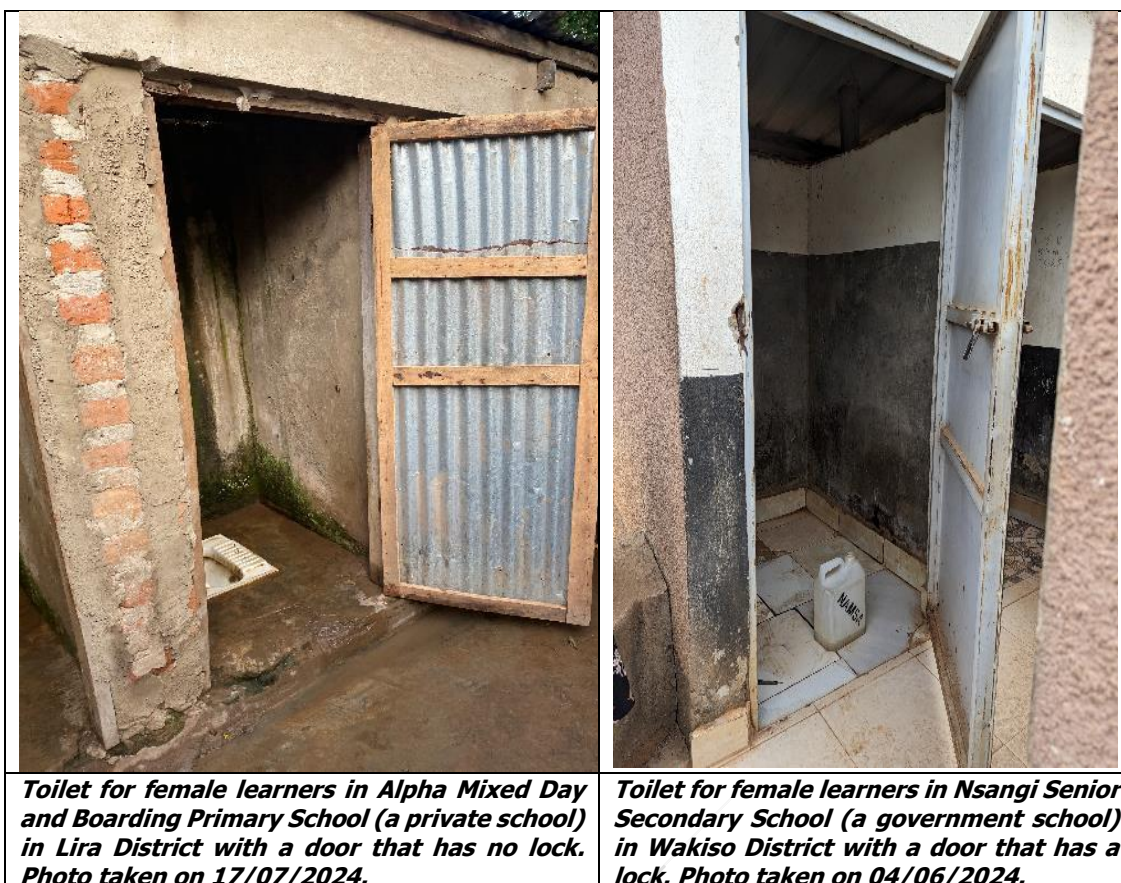


*Toilet for female learners in God's care primary school (a private school) in Iganga district without a door. Photo taken on 15/07/2024.*



*Toilets for female learners in Okollo Seed Secondary School (a government school) in Madi-Okollo District with doors and locks. Photo taken on 17/10/2024.*





*Source: Photos taken during OAG Inspections*

### c) **Disposal of used menstrual materials**

The Training manual for teachers and other stakeholders on MHM<sup>30</sup> indicates that used menstrual materials should be disposed of in the incinerator.

However, it was noted through physical inspections that 15 out of the 48 schools (25%) inspected had an incinerator while the remaining 33 schools (75%) had no incinerators. The details of these schools are in **Appendix IX**.

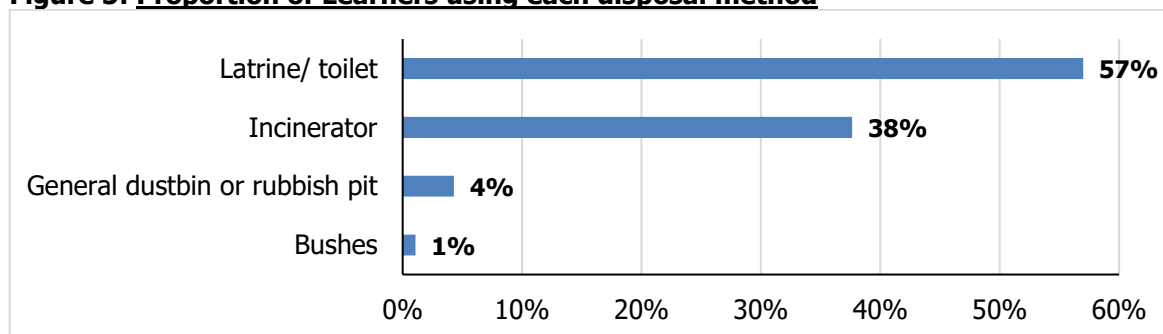
**Table 7: Schools without incinerators categorised by region**

Region	Number of schools without an incinerator
East	10
North	9
Central	8
West	6
<b>Total</b>	<b>33</b>

*Source: OAG Survey*

In the absence of incinerators, toilets, rubbish pits and bushes were used as alternative disposal facilities. This deprives learners of a safe and clean environment critical for delivering quality education. Details are in the figure 8 below.

**Figure 5: Proportion of Learners using each disposal method**



*Source: OAG analysis of interviews and field inspections*

It was also noted in Odokomit Primary School in Agago district and Kibimbiri Primary School in Kanungu district that although the mentioned schools had incinerators, they were not being used for disposal of sanitary material. The 2 SWTs interviewed in these schools partly attributed this to the cultural beliefs where the learners and teachers believed that burning of used sanitary material result into bareness. In Alpha Mixed day and boarding Primary School and Amach Complex Secondary School, used pads were disposed of in the school and compound. The **picture 2** below refers;



**Picture 2: Showing disposal of used sanitary material**



**Disposal of used sanitary pads in the school compound at Amach Complex Secondary School in Lira District**



**Disposal of Sanitary pads at Alpha Mixed day and boarding Primary School in Lira District (circled in red are poorly disposed pads)**

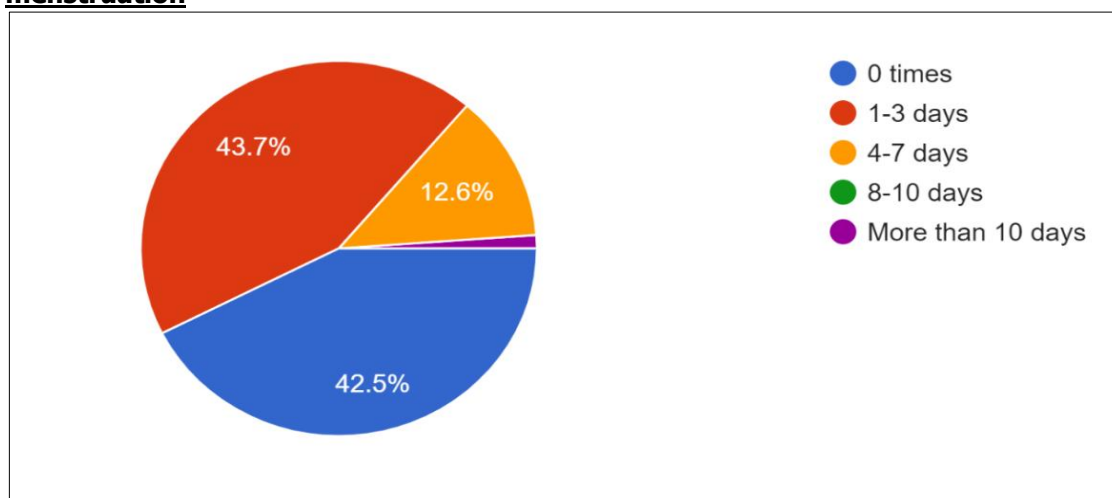
*Source: Field Photos taken by auditor's camera in July 2024*

Improper disposal of used sanitary materials can lead to significant environmental harm and increase the risk of infections. Throwing pads into pit latrines can be particularly problematic because they do not decompose, contributing to environmental pollution and potential health hazards. Even where pit latrines are to be emptied, the disposed sanitary pads can block the evacuation pipes.

Because of the above-mentioned issues, absenteeism due to menstruation was reported amongst female learners during the survey. 64% of the female learners (138 out of

216) indicated that they had been absent from school or class because of menstruation. The number of days absent ranged from 1 day to more than 10 days per month. The graph below illustrates the level of absenteeism due to menstruation.

**Figure 6: Showing the level of absenteeism among female learners due to menstruation**

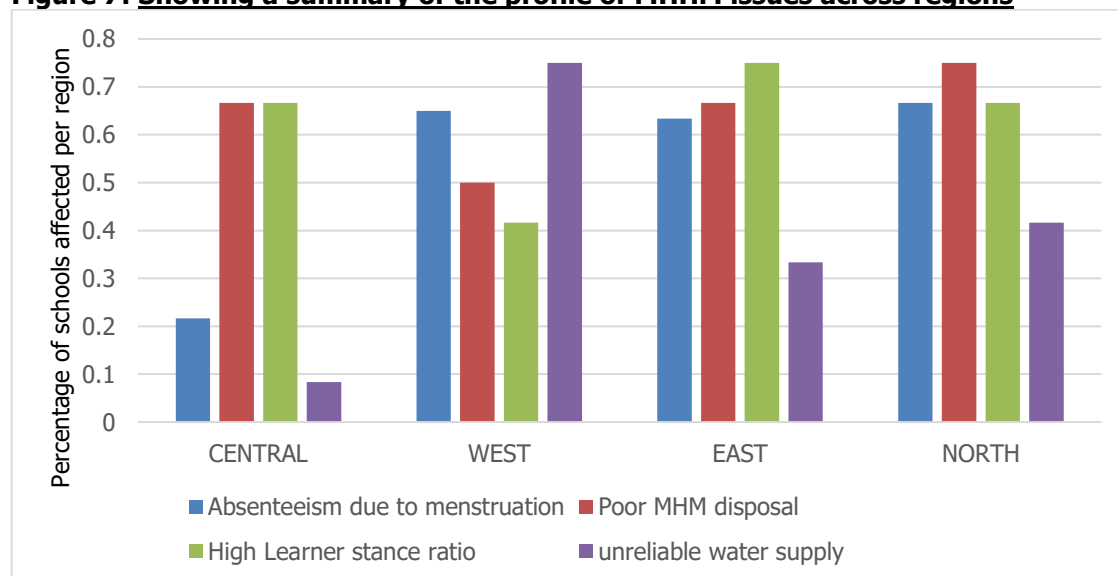


Source: OAG analysis on interview responses with the female learners

Regular absenteeism can lead to gaps in learning, lower academic performance, and ultimately, reduced educational attainment. For girls, this can be especially detrimental as it limits their future potential to break cycles of poverty.

Analysis of the data collected on the status of MHHM in schools indicated that overall, the MHHM gaps are more prevalent in the districts in the Eastern and Northern regions as indicated in the graph below.

**Figure 7: Showing a summary of the profile of MHHM issues across regions**



Source: OAG data collected during interviews and physical inspections conducted at selected schools

## **Conclusion**

The status of Menstrual health and hygiene management in the selected schools<sup>31</sup> was that there are harmful myths and cultural beliefs that have affected the menstrual health and hygiene of female learners, female learners at times use unsafe menstrual materials, and they lack of access to water and appropriate sanitation and menstrual disposal facilities. This has resulted in absenteeism amongst girls and reduced their learning time.

The MoES plays a key role in ensuring schools have proper menstrual health and hygiene management systems through a number of activities such as: development of policies, guidelines and strategies, resource mobilization, capacity building, awareness creation through sensitisation and, monitoring and supervision. The audit assessed the effectiveness of these activities as causes to the observed status detailed in section 4.1 above. The findings of this assessment are detailed below in sections 4.2 to 4.6 below.

### **4.2 Provision of Legal and Policy Frameworks and Institutional Arrangements for MHHM in Schools**

According to the Training Manual for teachers and other stakeholders on menstrual health and hygiene management the role of the MoES is to develop, disseminate and implement policy guidance that protects children especially girls.

#### **4.2.1 Development and Roll out of Manuals and guidelines**

The Ministry of Education and Sports, through its Gender Unit, has made notable strides in supporting menstrual health and hygiene management (MHHM) in schools by developing relevant policies, manuals and guidelines, and ratifying a number of international commitments in order to provide technical guidance to stakeholders in MHHM. The table below refers:

**Table 8: International Commitments and Policy Frameworks governing Menstrual Health and Hygiene Management in Uganda**

<b>S/N</b>	<b>International Commitments</b>
1.	Convention on the Rights of the Child (CRC)
2.	Sustainable Development Goals (SDGs)
	<b>National Laws and policies</b>
1.	Menstrual Health Guidelines for Schools and Education Institutions in Uganda, 2023.
2.	Understanding and Managing Menstruation; A reader for Learners, 2013
3.	Training Manual for Teachers and other Stakeholders on Menstrual Hygiene Management, 2018
4.	Circular on Menstrual Hygiene Management for Schools and Education Institutions, 2015.
5.	Menstrual Hygiene Management Charter – Uganda 2015.
7.	Guidelines for the Implementation of the Roles and Responsibilities of Senior Women and Senior Men Teachers (2020)

Whereas, MoES registered significant milestones on provision of policies, manuals and guidelines for MHHM over the years 2013 to 2023, the roll out and operationalisation of these guidelines and manuals is minimal.

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<sup>31</sup> As detailed in Appendix I

Interviews with the District Education Officers of the twelve (12) districts visited<sup>32</sup>, the head teachers, Senior Women Teachers (SWTs) and Senior Men Teachers (SMTs) at the forty-eight (48) schools revealed that six out of the 48 schools had received at least one of the above policies, guidelines and manuals. The table below provides the details. One (1) out of the 48 schools (representing 2%)<sup>33</sup> had received Okollo Seed secondary school received the Training Manual for Teachers and other Stakeholders on Menstrual Hygiene Management, 2018 which was used by the Senior Woman teacher in performing her role. The rest of the senior women teachers indicated that they use their own knowledge of menstruation from personal experience to perform their role.

**Table 9: Schools which received at least one of the MHHM manuals or guidelines**

S/N	Region	District	Name of school	Policy, guideline or manual received
1	North	Madi-Okollo	Okollo Seed secondary school	Training Manual for Teachers and other Stakeholders on Menstrual Hygiene Management, 2018
2	West	Kanungu	Kibimbiri Parents Primary School	Understanding and Managing Menstruation; A reader for Learners, 2013
3	West	Kanungu	Makiro Hill Girls Vocational Secondary School	
4	East	Iganga	Bulubandi Primary School	
5	Nakapiripirit	Nakapiripirit	Namalu Seed Secondary School	
6	Nakapiripirit	Nakapiripirit	Namalu Mixed Primary School.	

**Source:** OAG Inspections

Additionally, the MHH readers developed for use in schools were found to be in only five<sup>34</sup> (10.4%) of the 48 schools visited. In these schools that had the books, they were kept with the senior women teachers and, interviews with the girls indicated that they were unaware of the existence of these books and thus had neither used nor seen them.

The failure to disseminate these guidelines created gaps in implementation in the various schools visited, undermining the purpose of establishing them. For instance, without the guidelines and manuals, the SWTs, SMTs and HTs lack guidance on how to counsel the female learners on MHHM and how to integrate MHHM in the school programs.

Consequently, many girls were left uninformed about menstruation before they experienced their first period, increasing the risk of encountering misinformation and potentially harmful practices when they do begin menstruating.

In addition, the review of the guidelines also showed gaps for instance, whereas the policies acknowledge the significance of effective menstrual management in schools and the consequences of neglecting it, they lack clear guidance on how schools should allocate budgets for these needs or any penalties for non-compliance. The Ministry of Education and Sports outlines that from the annual grants allocated of UGX.20,000 per learner per year, 35% is designated for instructional materials, 20% for co-curricular activities, 15% for school management, 10% for administrative expenses, and 20% for

<sup>32</sup> The 12 districts include Lira, Agago, Madi-Okollo, Buliisa, Bundibugyo, Kanungu, Kyamkwanzu, KCCA, Wakiso, Butaleja, Iganga, Nakapiripirit.

<sup>33</sup> Okollo Seed secondary school received the Training Manual for Teachers and other Stakeholders on Menstrual Hygiene Management, 2018

<sup>34</sup> Kibimbiri Parents Primary School, Makiro Hill Girls Vocational Secondary School, Bulubandi Primary School, Namalu Seed Secondary School and Namalu Mixed Primary School.



other expenditures, which may include MHHM costs. This implies that the schools then budget for menstrual health and hygiene management depending on the level of priority given to it.

Therefore, depending on the priority per term, there were instances where schools were not consistently providing budgetary allocations for menstrual products including emergency pads, emergency uniforms, repair and maintenance of WASH facilities, among others. For instance; out of the 48 schools visited, 22 schools (representing 46%) did not provide only emergency pads. Interviews with the head teachers of the 22 schools. Without clear and specific allocation for MHHM in the Planning, Budgeting and Implementation Guidelines for Primary and Secondary Schools (2021-22, 2022-23 and 2023-24), they are reluctant to prioritise MHHM initiatives in their budgets.

#### **4.2.2 Implementation of policy guidance on the Integration of MHH in the Primary Curriculum<sup>35</sup>**

According to the National Sexuality Education Framework (2018)<sup>36</sup>, learners are to be taught about menstruation and how to handle it by 9 years old. This framework, developed by the MoES, emphasizes menstrual hygiene as one of the key topics that need to be covered across the educational levels. The developmental messages on menstruation that are to be taught at Primary Level are detailed in the table below:

**Table 10: Expected Coverage of Developmental Messages on Menstrual Health and Hygiene at Primary Level**

Level	Class Range	Age Range (In Years)	Areas To Be Covered By Developmental Messages Under The Topic of Menstrual Health and Hygiene
Lower Primary	Primary 1 to Primary 4	6 – 9	<ul style="list-style-type: none"> <li>Understanding the term menstruation and its importance.</li> <li>Understanding menstruation as a normal phase of female development into womanhood.</li> </ul>
Upper Primary	Primary 5 to Primary 7	10 – 12	<ul style="list-style-type: none"> <li>Understanding how the body feels before the on-set of menstruation.</li> <li>Preparing appropriately for one's monthly menstrual periods.</li> <li>Myths, misconceptions, and misinformation about menstruation.</li> <li>How to maintain personal and environmental hygiene during menstruation.</li> <li>Importance of good nutrition and rest during menstruation.</li> <li>Knowing the signs of poor menstrual hygiene.</li> <li>When and where to seek medical attention in case of a</li> </ul>

<sup>35</sup> Menarche is the onset of menstruation, the time when a girl has her first menstrual period.

<sup>36</sup> National Sexuality Education Framework (2018), MoES, p16

Level	Class Range	Age Range (In Years)	Areas To Be Covered By Developmental Messages Under The Topic of Menstrual Health and Hygiene
			menstrual hygiene health issue.

**Source: National Sexuality Education Framework (2018)**

Review of the primary curriculum, developed by the National Curriculum Development Centre, indicated that it covers personal and general hygiene within the subject of Integrated Science from Primary 1 to Primary 7. However, it does not include menstruation and menstrual hygiene, despite the prescriptions of the National Sexuality Education Framework. Additionally, interviews with Senior Woman Teachers (SWTs) in 24 Primary schools revealed that 20 (representing 83%<sup>37</sup>) discuss MHHM with girls aged 14 years and above, which does not align with the framework's objective of educating learners by age 9.

The audit team conducted a survey where questionnaires were administered to 240 female learners and noted that 216 of these female learners had experienced menstruation across the 48 selected schools<sup>38</sup>. Analysis of the data revealed that 39% of those who experienced menstruation between the ages of 10 to 16 years (85 out of 216)<sup>39</sup> were not aware of what was happening when it first occurred. The majority of these girls began menstruation while in primary school. Details in the table below.

**Table 11: Characteristics of girls who expressed no knowledge of menstruation at menarche**

Number of girls who expressed no knowledge of menstruation at menarche	Age range at menarche (years)	Modal age at menarche (years)	Estimated class range at menarche
85	10 to 16	12	Primary 3 to Senior 1

**Source: Analysis of OAG Survey data**

Without prior knowledge about menstruation, 81% of the girls indicated that they felt confused, anxious and fearful when they first experience it. They indicated that this lack of understanding led to feelings of shame or embarrassment, and affected their confidence and ability to manage their menstrual hygiene effectively. Additionally, the absence of accurate information exposes them to misinformation or myths perpetuating negative attitudes towards menstruation and hindering proper self-care practices (as highlighted in 4.1.2).

#### **4.2.3 Functionality and Effectiveness of the Inter-Ministerial Committee on Menstrual Health and Hygiene**

A key part of the institutional arrangements for MHHM is the establishment of the Inter-Ministerial Committee on Menstrual Health and Hygiene (IMCMHH). This committee was established to address the issues surrounding menstrual health and hygiene in Uganda. The Committee comprises the Ministry of Health (MoH), Ministry of Gender, Labour, and

<sup>37</sup> Appendix VII provides details of the schools and the age at which the SWT begins to talk to the female learners about MHHM

<sup>38</sup> As listed in appendix I

<sup>39</sup> Appendix VII provides details of how many girls per school expressed no knowledge of menstruation at menarche

Social Development (MoLGSD), Ministry of Water and Environment (MoWE), Ministry of Local Government (MoLG), Civil Society Organizations and Development Partners (such as UNICEF, UNFPA, UNESCO, among others) and is chaired by the Ministry of Education and Sports (MoES). The IMCMHH has specific deliverables such as<sup>40</sup>:

- i. Develop and implement a comprehensive national policy on menstrual health and hygiene.
- ii. Integrate MHH education into the school curriculum and conduct community awareness campaigns.
- iii. Ensure the availability and affordability of menstrual health products, particularly for disadvantaged groups.
- iv. Upgrade water and sanitation facilities in schools and communities to support menstrual hygiene.
- v. Conduct regular surveys and studies to gather data on MHH and inform policy decisions.
- vi. Regularly monitor and report on global MHH indicators to assess progress and identify areas for improvement.

According to the Terms of Reference of this committee, the IMCMHH will convene quarterly meetings, with the MoES serving as the main convener, to review progress towards achievement of these deliverables, address challenges, and plan future activities.

Review of meetings minutes of the committee as provided by the MoES, it was noted that over the three FYs 2021/22 to 2023/24, the committee held 3 meetings in FY 2021/22, 4 meetings in FY 2022/23, and 1 meeting in FY 2023/24. This gives a total of 8 meetings held over the three year against a target of 12. Review of the meeting minutes indicated that for 7 out of 8 meetings, discussions focused on arrangements for the commemoration of MHH day while one meeting was a post-event debrief on the MHH day.

While these discussions are key as it contributes to the deliverable on community awareness, it was noted that there was no evidence that the committee discussed the progress towards achievement of the other deliverables listed above and how to achieve them, as per the ToRs. This affected the effectiveness of the committee to achieve some of these deliverables. Although the committee has made efforts in creating awareness, and mobilising for menstrual products for disadvantaged groups, minimal progress has been made on other deliverables. For instance; a comprehensive national policy on menstrual health and hygiene is yet to be developed and the committee has not conducted regular surveys and studies to gather data on MHH and inform policy decisions over the last three financial years.

It was also noted that the ToRs do not specify targets for any of the deliverables, therefore, making it difficult to track the progress of the committee towards achievement of those deliverables.

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<sup>40</sup> Terms of Reference of the Inter-Ministerial Committee on MHH

Review of the attendance of the Meetings also indicated that the meetings were attended by representatives from the Ministry of Education and Sports, civil Society Organisations and Development Partners. However, the representatives from MoGLSD, MoH, MoWE and MoLG have not attended any of the committee meetings in the last three financial years (FY 2021/22 to FY 2023/24). This also undermines the effectiveness of the committee as its deliverables require a multi-sectoral approach and involvement of these other ministries would fast-track achievement. For instance: the upgrade water and sanitation facilities in schools and communities to support menstrual hygiene requires the involvement of the MoWE and MoLG; development of a national policy on menstrual health and hygiene requires the involvement of the MoH and; effective community awareness campaigns also require the support of MoGLSD.

Interviews with representatives from the MoGLSD, MoWE and MoLG indicated that meeting notifications are often communicated late, causing some committee members to overlook the meetings in favour of other commitments.

This hampers the committee's ability to coordinate and implement effective menstrual hygiene programs and prevents the development of plans and partnerships needed to improve menstrual health and hygiene management in primary and secondary schools.

## **Conclusion**

The MoES has made notable efforts to developing policies and guidelines on menstrual health and hygiene management in schools. However, there is room for improvement in the roll-out and implementation of these which limits their effectiveness. The MoES has also set up Inter-Ministerial Committee on Menstrual Health and Hygiene (IMCMHH) to spearhead the MHHM agenda at the national level, however, gaps have been noted in the functionality of this committee which hampers its effectiveness in fostering MHHM improvements in schools.

## **Management Response**

*We take note of the observations. The Ministry of Education and Sports will develop a comprehensive dissemination strategy for all its policies, including those related to Menstrual Health and Hygiene Management (MHHM). In addition, the Ministry of Education and Sports has initiated the development of the Policy on Compulsory Free Education for both primary and secondary levels, which was approved by Cabinet under Minute 209 (CT 2023). Once finalized, the policy will provide clear guidance on the utilization of capitation grants, with a deliberate focus on ensuring proper provisions and support for Menstrual Health and Hygiene Management (MHHM) in schools.*

*It is true that the current primary curriculum does not include menstruation and menstrual hygiene, as it was developed before the introduction of the National Sexuality Education Framework. The Ministry initiated the process of reviewing the Primary Curriculum; however, the program was hindered due to resources. We remain optimistic that, once funding is secured, the review will incorporate critical issues such as menstrual health and hygiene, climate change and ICT. In the meantime, the Ministry will continue utilising the readers for learners and training manuals and guidelines for teachers for both primary and secondary to improve the knowledge level on menstrual Health.*

*The Ministry of Education and Sports (MoES) acknowledges the challenges raised regarding the functionality and effectiveness of the Committee responsible for*



*coordinating Menstrual Health and Hygiene Management (MHHM) initiatives. To address these challenges, the Ministry commits to make budgetary provisions to support the Committee's regular operations, including meetings, monitoring, and reporting on MHHM programs. The Ministry will work closely with the Ministry of Gender, Labour and Social Development (MoGLSD), the Ministry of Health and the Ministry of Water and Environment (MoWE) to prioritize the Committee's activities during annual planning and budgeting processes. The Ministry of Education and Sports will officially write to the Permanent Secretaries of the three sectors to nominate officers that will be permanent members of the Inter-Ministerial Committee on Menstrual Health and Hygiene.*

### **Recommendations**

I advise the Accounting Officer of the MoES to:

- i. Prioritise the dissemination of guidelines, policies and manuals on MHHM to district local governments, schools and other relevant key stakeholders as well as orientation of key stakeholders on these guidelines, policies and manuals in order to foster implementation.
- ii. Provide clear guidance to schools on the minimum budgetary allocations for MHHM initiatives in their schools like the provision of emergency sanitary pads, operation and maintenance of WASH facilities.
- iii. Work closely with MoFPED and the National Curriculum Development Centre to ensure that funding is secured for the review of the primary curriculum and that the review process takes into account the integration of menstrual hygiene and hygiene messages.
- iv. Coordinate with ministries of health, water and environment, local government, gender, labour and social development to foster active participation in the inter-ministerial committee for MHH so as to leverage the benefits of a multi-sectoral approach in supporting MHHM in schools.
- v. Set up a mechanism of monitoring the functionality and effectiveness of the inter-ministerial committee for MHH in order to ensure that it achieves the key deliverables as per the Terms of Reference. This mechanism should include specific targets for each deliverable in order to track the committee's progress towards achievement of its objectives.

## **4.3 Resource Mobilization and Planning for MHHM in schools**

### **4.3.1 Resource Mobilization for MHHM by the Gender Unit**

Objective 4.1.3 of the Gender in Education Policy (2016) emphasizes the importance of improving resource allocation to support gender equality, with a particular focus on increasing girls' participation in education, science, technology, and sports. The Gender Unit is required to assist the MoES in lobbying and mobilization of resources for gender mainstreaming activities.

In FY 2021/22, the MoES mobilised 36,000 dozens of sanitary pads from the Global Fund to support 19,151 female learners in 386 schools across 39 districts<sup>41</sup>. Through

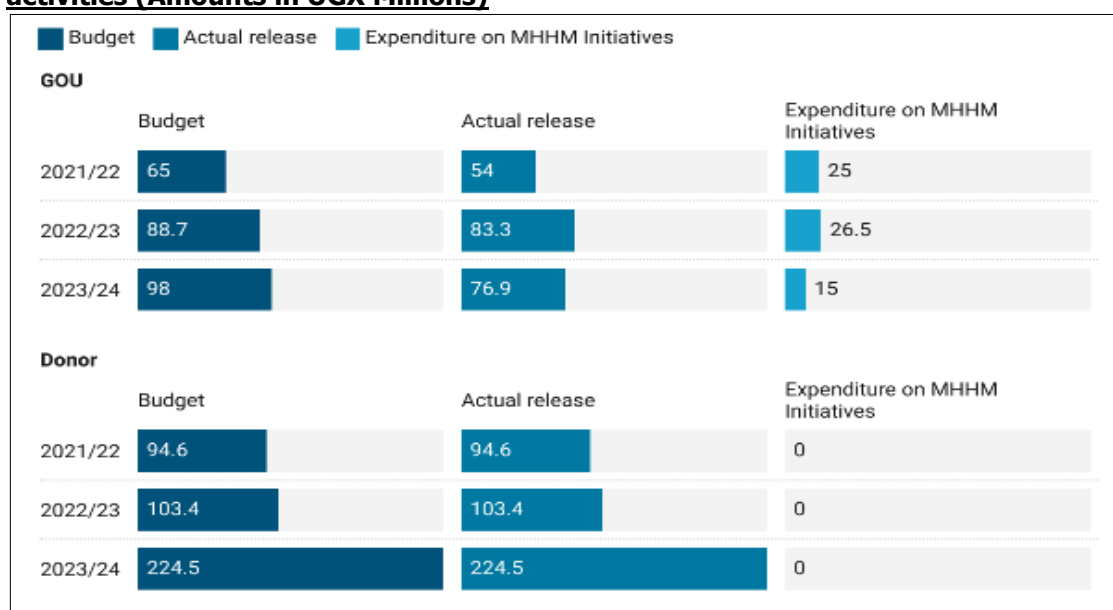
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<sup>41</sup> Adolescent Girls and Young Women Programme, School Subsidies Distribution Monitoring Report September 2022

interviews with 4 female learners in 2 schools visited in Kyankwanzi District that had received these pads indicated that in FY 2023/24, they had received 12-18 packets of sanitary pads, which they indicated was enough to meet their need for one year.

However, it was noted that resource mobilisation for the MHHM-related activities of the Gender Unit is minimal. Through analysis of the expenditure files for the Gender Unit, the team noted that over the last three financial years, the Gender Unit received a budget of UGX.636.7Mn from both GoU and donor contributions. However, of the released amount, only UGX.66.5Mn (representing 10.4%) was utilised on activities relating to menstrual hygiene, specifically the organisation of the international menstrual hygiene day celebrations<sup>42</sup>. The Figure below illustrates the funding breakdown;

**Figure 8: Share of the MoES Gender Unit funding that is spent on MHHM related activities (Amounts in UGX Millions)**



Source: OAG analysis of the work plans of the MoES Gender Unit and MoES payment files

\*\*\* MoES indicated that they not budget separately for MHHM initiatives, thus it was not possible to determine a budget and release figure for MHHM.

The budgets and releases relate to the total budget of the Gender Unit and all funding received by the Unit. However, the team noted that the gender unit has multiple roles besides menstrual health and hygiene management including elimination of Violence against Children such as early and forced marriages, female genital mutilation, abduction of girls and violence against children in schools among others. Additionally, although the donor support to the unit has increased over the past three years, the funds are meant for other activities of the unit, other than MHHM, resulting into zero expenditure on MHHM under donor support. Although there was an overall growth in funding to the Gender Unit, proportion of budget allocation towards MHHM has been steadily decreasing over the review period.

Because of the failure to mobilise resources for MHHM activities of the Gender Unit, the unit has faced limitation in the execution of its mandate particularly in the dissemination of policies, manuals and guidelines; capacity building of SWTs, SMTs and Head teachers; and monitoring of MHHM in schools (as explained in further detail in sections 4.2.1, 4.4 and 4.6 respectively).

<sup>42</sup> 28<sup>th</sup> May, every year.

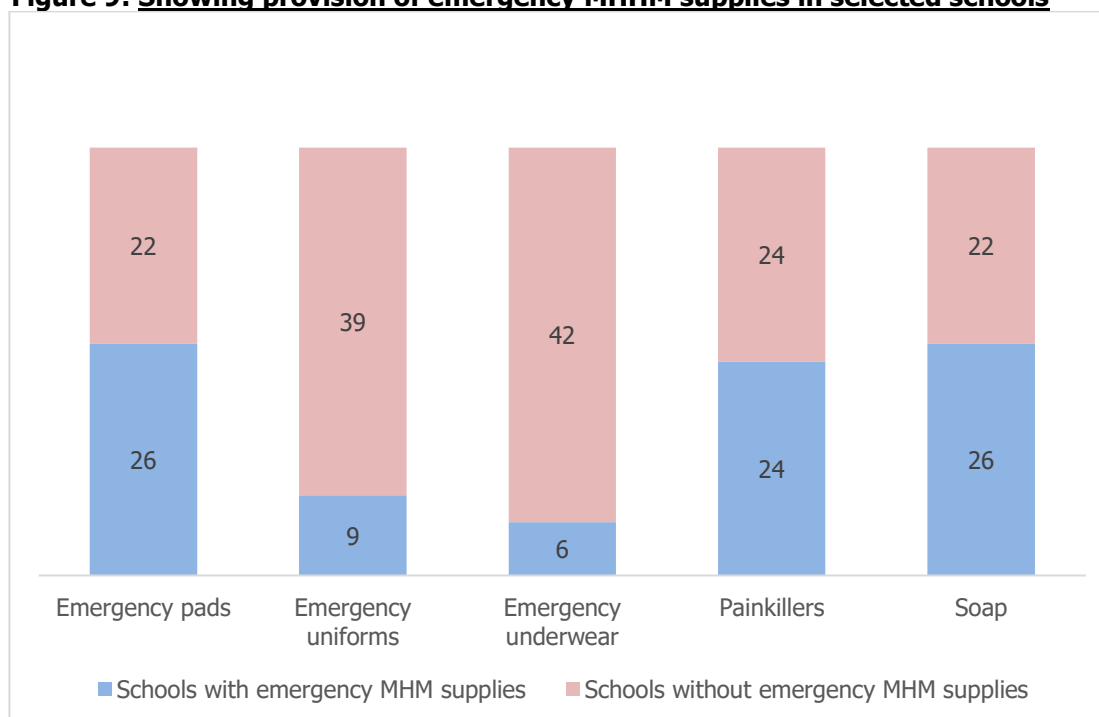
### 4.3.2 Provision of menstrual materials and other MHHM support at school

According to the MHHM Circular No.1/2015, all schools must provide emergency changing uniforms, wrappers (commonly called Lesus), pairs of knickers, sanitary towels and painkillers for girls who may need them during menstruation periods<sup>43</sup>. These provisions benefit learners and the school staff in keeping girls in schools and participating actively. Furthermore, failure to meet them puts girls at risk of absenteeism, stigma, loss of self- confidence and not having a high-quality educational experience and in some cases leads to school dropout<sup>44</sup>.

According to Section 2 of the Budgeting and Implementation Guidelines for Primary and Secondary Schools, 2019, schools are required to budget for and maintain a stock of emergency sanitary pads for girls.

However, through interviews with the Head teachers (HTs) and physical inspections at the selected schools<sup>45</sup>, it was noted that 22 (46%) of the 48 schools visited did not provide any emergency pads and other MHHM support such as; emergency uniforms, underwear, soap and painkillers. The remaining 26 schools (54%) provided at least one of these items. The figure below details the extent of provision of MHHM materials and support in the schools.

**Figure 9: Showing provision of emergency MHHM supplies in selected schools**



**Source:** OAG Analysis of results of a physical count of the MHHM supplies at sample schools

Interviews with the 48 SWTs indicated that without emergency uniforms and knickers, girls who find themselves in an emergency situation at school mostly resort to either washing their soiled clothing and waiting for it to dry which reduces their learning time, and/ or bearing the discomfort of wearing a damp uniform which affects their concentration during lessons. Other SWTs indicated that they ask the girls to go home if they are not able to support them.

<sup>43</sup> MHHM Circular No1/2015.

<sup>44</sup> Training manual for teachers and other stakeholders on menstrual health management 2018, page 46.

<sup>45</sup> As listed in Appendix I

Interviews with the head teachers of the 26 schools that are providing emergency MHHM supplies indicate that they incorporate these items in the school term budget. The budget estimates ranged from UGX.50,000 to UGX.600,000 per term. The head teachers also indicated that the sources of funding were mainly from the capitation grants which are received from government and the school fees (for private schools). **Details in Appendix VI.**

The officers of the Gender Unit attributed the absence of these MHHM items in certain schools to the failure to plan for and prioritize the procurement of these items in the annual budgets as required by the Budgeting and Implementation Guidelines for Primary and Secondary Schools. Out of the 22 schools that had no emergency MHHM supplies, 16 (i.e. 72%) were not regularly planning and budgeting for these items. **Details in Appendix VI.** For government schools, this is mainly due to absence of a clear and specific allocation for MHHM in the Planning, Budgeting and Implementation Guidelines for Primary and Secondary Schools (2021-22, 2022-23 and 2023-24) as discussed in section 4.2.1 above. For private schools, the failure to plan for provision of emergency menstrual supplies is mainly due to limited awareness of the MHHM needs of female learners amongst head teachers.

#### **4.3.3 Menstrual Hygiene Support from Parents and Caregivers**

Section 13 of the Education Act, Cap 247, commits parents to provide guidance, psychosocial welfare, clothing and medical care to their children. This implies that parents and caregivers have a responsibility to provide the female learners with sanitary materials, underwear, soap and accurate information on how to manage menstruation hygienically.

However, through interviews, 10 (83%) out of the 12 District Education Officers (DEOs) and 20 (42%) out of the 48 head teachers indicated that there is limited parental involvement in the provision of MH support<sup>46</sup>, whereby parents are not providing enough pads, underwear and guidance on menstrual hygiene, which leads to the girls being absent from school.

During Focus Group Discussions with Parents they also indicated that in times when they are financially challenged, they are unable to buy pads for their daughters. Below is a survey response of a learner who described the challenge she faces on a regular basis because her parents are not able to provide pads.

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<sup>46</sup> This was expressed by DEOs and HTs from the following 10 Local Governments: Kyankwanzi(central), Kanungu, Bundibugyo, and Buliisa (western), Madi-Okollo, Agago and Lira (North), Butaleja, Iganga, Nakapiripiriti (Eastern).

*"My biggest challenge is lack of pads. This term I came with only one packet that I used last month, but for this month, I have nothing to use. I called my mom but she said that she had no money and it's not the first time.*

*I tear a big piece of cloth from my old bed sheet, fold it and use. For fear of blood passing through my uniform, I always ask my friend to check my uniform when I stand up. I am always scared of staining my uniform because boys in our school can laugh at you, so I change thrice a day". Sometimes I use toilet paper to pad myself.*

*But I also have a problem of knickers, given that I have to wash the knickers each time I go to change the used cloth during periods, so when the knickers don't dry, I squeeze them harder for me to have what to wear".*

**A Female learner in Buliisa District**

*Source: OAG Survey of Female learners*

In a bid to address the pressing need for menstrual pads in schools, the President in 2015 pledged that the government would provide girls in primary schools with sanitary pads. However, in 2020 the Minister of Education and Sports expressed regrets that the presidential pledge would not materialise in the near future as it would require a large amount of funds in order to cover the entire country and be sustainable<sup>47</sup>. Review of a detailed costing for the procurement and distribution of sanitary pads to all primary and secondary school female learners within the age bracket of menstruation, as provided by the MoES, indicated that a total of approximately UGX.42.058Bn (representing 8.7% of the ministry's budget in FY 2023/24) would be required annually for this intervention<sup>48</sup>.

As a result, female learners continue to face challenges in accessing safe menstrual materials, making it difficult to manage their menstruation effectively.

#### **4.3.4 Planning for Provision of access to water, sanitation and menstrual disposal facilities**

Regarding the provision of access to water in schools, as noted in section 4.1.2 (a) above, five out of 48 schools visited had no water source within the school, and 20 out of the remaining 43 schools had irregular water supply.

Interviews with the District Education officers and School Inspectors of each of the 12 selected districts<sup>49</sup> indicated that they have not constructed water sources in schools because they receive funding for rehabilitation and maintenance of existing water sources and not for construction of new water sources. They also attributed the problem of limited access to water in schools to a lack of coordination with the District Water Office during the planning process to ensure that connections to schools are prioritized in their development budget activities.

<sup>47</sup> Parliament news, 16<sup>th</sup> January 2020, "No funds for sanitary pads - Janet Museveni", <https://www.parliament.go.ug/news/3961/no-funds-sanitary-pads-janet-museveni>

<sup>48</sup> Based on an allocation of 3 packets per girl per term and enrollment figures for UPE and USE in FY 2018/19.

<sup>49</sup> Wakiso, Kyankwanzi, Kampala Capital City Authority (KCCA), Buliisa, Kanungu, Bundibugyo, Nakapiripirit, Butaleja, Iganga, Madi-okollo, Agago and Lira

Regarding the provision of access to sanitation facilities, as noted in section 4.1.2 (b), out of 48 schools visited, 73% had learner: stance ratios above the national standard of 1:40.

According to the Planning, Budgeting and Implementation Guidelines for Local Governments (2021-22, 2022-23 and 2023-24), the District Education Office receives development grant which may be allocated towards the construction and rehabilitation of school infrastructure including classrooms, sanitation facilities, administration blocks, teachers houses amongst others. However, there is no specific government funding tagged to construction of sanitation facilities. As a result, in the three financial years 2021/22 to 2023/24, the districts prioritized construction of classrooms over sanitation facilities because of a spike in student enrolment across government primary and secondary schools and because of this, the need for more sanitation facilities within the government schools could not be met.

Regarding the privacy of sanitation facilities and the access to menstrual disposal facilities, as noted in section 4.1.2 (b) and (c) above, out of 48 schools visited, 27% had sanitation facilities without doors and locks; 77% had no changing room for female learners and; 75% had no incinerator for menstrual disposal.

In 2023, the MoES revised the construction designs for pit latrines in schools to integrate aspects that support MHHM such as incinerators and changing rooms. However, the 12 District education officers interviewed indicated that although they are aware of the revised construction designs, they do not actually implement it because it increases the cost of constructing a latrine block per school by approximately UGX.5Mn. – UGX.6Mn. However, due to the high learner stance ratios, the districts maximize the number of latrine blocks constructed in the district within the available funding.

Interviews with the officials from DES and the District School Inspectors of each of the 12 districts indicated that the inspection of schools focuses on government primary and secondary schools. They indicated that the private primary and secondary schools are not inspected because of limited funding. However, this is contrary to the MoES Planning, Budgeting and Implementation Guidelines for Local Governments for the Education and Sports Sector that require the school inspectors to ensure that all public and private schools are inspected at least once per term. As a result, there is no follow up with the managers of the private schools to ensure that their school infrastructure meets the minimum requirements of learner stance ratios, privacy and cleanliness of toilet facilities as well as provision of proper disposal facilities.

## **Conclusion**

The MoES is yet to set up clear strategies for mobilizing resources specifically allocated to Menstrual Hygiene Management (MHM). Additionally, there is no defined portion of the MoES budget dedicated to these initiatives. As a result, with the available resources the MoES is unable to conduct key activities under its mandate that foster improved MHM in schools.

## **Management Response**

### ***Regarding 4.3.1:***

*Despite the challenges of insufficient funding, the Ministry has mainstreamed Menstrual Health and Hygiene into other interventions like construction of schools facilities,*

*capacity building of teachers and management committees, strengthening of school inspections among others. The Ministry is working with other partners to attract resources to the education sectors, which in the long-run, will improve menstrual hygiene management.*

**Regarding 4.3.2:**

*The Ministry of Education and Sports acknowledges the observations regarding the challenges faced by female learners in managing menstruation, particularly the lack of emergency supplies such as uniforms, knickers, and other menstrual health and hygiene management (MHHM) items in some schools. It is true that gaps remain in the provision of emergency MHHM supplies and the prioritization of MHHM needs within school budgets. The Ministry is committed to addressing these challenges in FY 2025/2026 through the following measures; strengthening awareness on MHHM needs to parents, guidance on Budgeting for MHHM Supplies at school level, monitoring and accountability Mechanisms to ensure that girls are supported during menstruation.*

**Regarding 4.3.3:**

*The Ministry of Education and Sports recognizes the critical role parents and caregivers play in ensuring menstrual health and hygiene management (MHHM) for female learners. While Section 13 of the Education Act, Cap 247, obligates parents to provide psychosocial welfare, medical care, and menstrual support, we acknowledge the existing gaps, including inadequate parental involvement, financial constraints, and limited awareness about menstruation. In FY 2018/2019 the Ministry presented a proposal to Parliament on the procurement of sanitary pads for all girls in primary and secondary schools. However, Parliament guided that the Ministry should start with sustainable practices for menstrual management as government mobilizes for resources, for setting up a factory. Following the guidance from Parliament the Ministry has been training Senior Women and Men teachers, club patrons, students' leaders on making of re-usable sanitary pads.*

**Regarding 4.3.4:**

*Under the Uganda Secondary Education Expansion Project (USEEP), government will construct 177 schools. These will also be provided with gender responsive facilities including wash rooms, latrines, incinerators and water. The Ministry of Education and Sports will continue mapping and coordinating key partners to construct gender responsive WASH facilities.*

*The Ministry of Education and Sports will continue engaging key stakeholders including school management committees and board of governors to develop and implement an operation and maintenance work plan.*

*The Ministry will continue to popularize the revised construction designs to the different stakeholders.*

**Audit Comment**

In regard to the Management response to issues raised in 4.3.1, I reviewed of annual work plans of MoES for the FYs 2021/22, 2022/23, 2023/24 and noted that the ministry budgeted for capacity building of teachers as well as inspection and monitoring of schools, under the departments of Teacher Education Training and Development, Health

Education and Training development, Basic Education, Secondary Education and Private Schools. However, training reports were not availed in order to confirm whether MHHM was part of the training agenda. Furthermore, the Ministry only availed one monitoring report on MHHM in Karamoja Schools, therefore it was difficult to confirm whether the monitoring activities budgeted for and implemented by the other departments of the MoES covered MHHM aspects.

### **Recommendations**

I advise the Accounting Officer of the MoES to;

- i. Work closely with the Ministry of Water and Environment and the District Local Governments to ensure that projects that are implementing piped water systems in the country prioritize connections at schools and other education institutions in order to ensure that learners have a reliable access to water within the school premises.
- ii. Provide specific guidance to the District Local Governments on how they can maximize the use of the education sector development grant to construct sanitation facilities that are engendered and supportive of menstrual hygiene as per the revised construction designs for pit latrines in schools.
- iii. Follow up with DLGs and the Directorate of Education Standards on a regular basis to ensure that they plan for and conduct inspections in Private primary and secondary schools that comprehensively assess and provide feedback on the appropriateness of the water, sanitation and menstrual disposal facilities in those schools.

## **4.4 Capacity Building of the Senior Woman Teacher and Senior Man Teacher**

One of the functions of the Gender Unit in MoES is to engage with all sub sectors/local governments, schools and educational institutions to support staff to apply gender specific mechanisms for gender mainstreaming, such as gender assessments, gender audits, and gender specific indicators and gender budgeting.<sup>50</sup> In addition, the MoES is to conduct trainings to enhance the performance of the Senior Woman Teacher and Senior Man Teacher.<sup>51</sup>

### **4.4.1 Capacity Building of the Senior Women Teachers**

Out of the 48 SWTs interviewed, 77%<sup>52</sup> reported that they had not received any training on MHHM. The 23%<sup>53</sup> that did receive training were trained by NGOs and the training mainly focused on making reusable pads and reproductive health. It was thus observed that the MoES is largely absent in delivering essential training.

The absence of training and support from the MoES, along with insufficient resources for menstrual materials, significantly hampers the effective implementation of Menstrual Health and Hygiene Management (MHHM) practices in schools. This limits the ability of senior women teachers to prioritize essential MHHM initiatives, such as providing

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<sup>50</sup> MoES, 2016, Gender in Education Policy, page 26

<sup>51</sup> MoES, 2020, Guidelines for the Implementation of the Roles and Responsibilities of Senior Women and Senior Men Teachers, page 13.

<sup>52</sup> Refer to Appendix I

<sup>53</sup> Amach Complex, Bulubandi P/S, Patongo SS, Odokomit P/S, Kibimbiri PS, Wanyange P/S, Namalu Mixed PS, Bugungu SS, Okollo SS, Rhino Camp High school, and Kisaasi College School



emergency sanitary pads, uniforms, and underwear, offering menstrual related guidance and counselling to learners as well as tracking girls who are menstruating—information that is crucial for proper planning and resource allocation. As a result, girls feel unsupported during their periods, which has led to increased absenteeism (as noted in 4.1.4 above) and potential dropouts. Without deliberate efforts by MoES to build capacity of SWTs and SMTs in schools, there is a risk that the support received from NGOs may not be sustainable as well as limiting benefits to learners in schools that never receive NGO support.

#### **4.4.2 Capacity Building of the Senior Men Teachers**

It was noted that none of the 48 SMTs interviewed had received training on MHHM from MoES or any NGO.

Furthermore, as a result of the limited capacity of the SMT to perform their role, there is limited involvement of male learners in MHHM education and training. Although the MHHM Circular issued by the MoES in 2015 requires that all boys in schools be sensitized to support girls to cope with menstruation. However, interviews with 44 SMTs indicated that only 22 (50%) covered menstrual hygiene topics with the male students, while the remaining 28 focused their talks on male reproductive health and personal hygiene education for male students.

The audit team conducted a survey where questionnaires were administered to male learners (between 10-20 years) across the primary and secondary level (primary four to senior six). Analysis of the data from the survey revealed that 56% of them (81 out of 144)<sup>54</sup> did not understand what menstruation is. This implies that they have not received accurate information about menstruation from their school, which partly contributes to their negative mentality towards menstruation.

Because of limited male involvement, there are incidences of female learners experiencing teasing and bullying from their male counterparts especially when they soil their uniforms. Analysis of responses from the questionnaires indicated that 35% of girls (76 out of 216 who have started menstruation)<sup>55</sup> had experienced teasing from boys and this caused them embarrassment and affected their concentration in class.

#### **Conclusion**

There has been limited capacity building of SWTs and SMTs in MHHM by the MoES and this has affected their ability to perform these roles effectively by supporting the female learners during menstruation and sensitising the male learners on menstruation and on how they can support female learners to maintain menstrual hygiene.

#### **Management response**

*The observation is noted. The Ministry plans and budgets for training on Menstrual Health and Hygiene Management at District level for both primary and secondary. However, due to insufficient funds and continued budget cuts, the coverage is only limited to a few district and schools. Our priority has been the hard to reach and stay areas like Karamoja.*

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<sup>54</sup> Appendix VII provides details of the schools which had male learners that had no knowledge of menstruation.

<sup>55</sup> Appendix VII provides details of schools where girls experienced menstruation-related bullying or teasing.

*The Ministry continues to engage MoFPED and other stakeholder to support mainstreaming of the cross cutting issues.*

*The Ministry will map and coordinate partners including building their capacity to provide a comprehensive package on menstrual and hygiene training.*

*The Ministry commits to strengthening the implementation of the 2020 Guidelines for Senior Women and Senior Men Teachers through enhancing the training of senior women and men teachers to equip them with knowledge and skills to provide comprehensive menstrual health education to both male and female learners, dispel myths and foster empathy, understanding, and supportive behavior. Emphasis will be placed on sensitizing boys and male teachers about menstruation as a natural and normal biological process, and their role in supporting girls to manage it with dignity. Schools will be encouraged to implement targeted awareness activities such as music, dance and drama, sports, debates and quizzes involving all learners and teachers. These activities will address the stigma and harmful attitudes associated with menstruation and promote positive engagement among male students and teachers.*

### **Recommendation**

I advise the Accounting Officer of the MoES to ensure that the Gender Unit works closely with other departments of the MoES such as; the departments of Guidance and Counselling, Basic Education and Secondary, Special Needs Education, Health/HIV Unit, to continuously incorporate MHHM topics in the agenda for teacher trainings so as to build their capacity to take on the role of Senior Woman Teacher or Senior Man Teacher.

#### **4.5 Raising awareness within communities on menstrual hygiene in primary and secondary schools**

According to the Guidelines for management of menstrual hygiene in education institutions, 2023<sup>56</sup>:

- i. The MoES shall adapt and simplify the MH training manual to provide MH half-day orientation sessions for the Parent-Teacher Associations (PTAs) and School Management Committees (SMCs).
- ii. MoES shall develop the social behaviour change communication strategy (SBCCS) for MH and roll it out at various levels and structures of the education sector.

Additionally, according to the Menstrual Hygiene Management Charter - Uganda 2015<sup>57</sup> the MoES together with other ministries and CSOs set out to develop a national and global knowledge hub for information sharing and adoption of good menstrual hygiene management practices.

In a bid to raise awareness on MHHM, the MoES conducts Advocacy and sensitization through the commemoration of MHM day in the month of May every year through a celebratory event. The MoES spearheaded the event in each of the financial years 2021/22, 2022/23 and 2023/24 which targeted communities in the districts where the event was held.

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<sup>56</sup> Page 12-13

<sup>57</sup> page 2

For instance; a review of the Report on the MHM Day event held Moyo district in May 2023, as provided by the MOES, indicated that the event was attended by Officials from the key Ministries of Education and Sports, Health, Gender and Water and Environment, Members of Parliament, District Local Government officials, Religious and Cultural Leaders, Development Partners, Members of Civil Society Organizations, the Media, Parents and School Children. The sensitisation activities included talks, exhibitions, entertainment with MHM messages, amongst others.

Radio and TV talk shows were also conducted in the week leading up to the event, in order to create more awareness on the day and the impact of MHH to the education and development of girls and women in the communities. Among the radio and TV stations engaged included: - Family TV in Kampala, Radio Pacis and Voice on the Nile in Moyo district.

However, there was no evidence of regular or periodic community sensitisation beyond the MHM day event, which was held only once in a year.

Furthermore, I noted that over the three-year period, the MoES had not conducted any orientation sessions for the PTAs and the SMCs on MHHM at any of the 48 schools visited<sup>58</sup>.

As a result, there is limited parental involvement in the provision of menstrual hygiene support for female learners. Discussions with parents of female learners at the schools visited indicated that they wish to provide menstrual support to their daughters but are limited because they are sometimes not aware that they are undergoing menstruation. Parents also expressed that they are not confident to discuss with their daughters about menstruation because of inadequate knowledge of the topic, except for what they know from experience.

Similarly, through interviews with officials at the MoES, the audit team noted that there is no social behaviour change communication strategy for MHH in place. This strategy is essential for improving knowledge and practices related to menstrual health through targeted communication and educational efforts, engaging communities and raising awareness

Additionally, I noted that national and global knowledge hub for menstrual hygiene information has not been developed. The absence of a national and global knowledge hub for menstrual hygiene information can lead to the spread of harmful myths and misconceptions as discussed in figure 2 above. Without a knowledge hub, access to accurate information about menstrual health may be limited thus compromising how girls prepare for and manage their periods.

Review of the Annual work plans of the MoES for the financial years 2021/22, 2022/23 and 2023/24 indicated that these three activities had not been prioritised (i.e. orientation sessions for the PTAs and SMC on MHM; the development of a social behaviour change communication strategy for MHH and; development of a national and global knowledge hub for menstrual hygiene).

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<sup>58</sup> Interviews with Parents of learners at the 48 schools visited and the 48 head teachers.

## **Conclusion**

The MoES through the Gender Unit has carried out sensitisation on MHM through the Menstrual Hygiene Management Day Celebrations held annually in the month of May. However, there is no continuous community engagement throughout the year, where PTAs and SMCs are oriented on MHM matters in schools. The MoES is yet to develop a national and global knowledge hub for information sharing on good MHM practices, as pledged in the Menstrual Hygiene Management Charter - Uganda 2015. The MoES has not developed the social behaviour change communication strategy for MH. Because of these, there is limited awareness on MHM and negative social norms still the attitudes and behaviours of the female learners during menstruation.

## **Management response**

*The Ministry will prioritise the development of a social behaviour change communication strategy for MHH in the Financial Year 2025/26 under the Gender for Development Initiative.*

*The Ministry has planned for the establishment of information hubs in 326 schools under the USEEP project. We shall leverage on this intervention to establish a national and global knowledge hub. In addition, the Ministry has created a Department of Library, E-Learning and Information Technology which will spearhead the development of this intervention.*

## **Recommendations**

I advise the Accounting Officer of the MoES to Prioritise the MHH awareness activities in the budgeting and planning process of the Ministry, especially the orientation sessions for the PTAs and SMC on MHM; the development of a social behaviour change communication strategy for MHH and; development of a national and global knowledge hub for menstrual hygiene.

### **4.6 Monitoring and inspection of MHHM in schools by the Gender Unit, the District Local Governments (DLGs) and the Directorate of Education Standards (DES)**

According to the Gender in Education Policy (2016) the Gender Unit is meant to inform and support Senior Management in monitoring and evaluation efforts to achieve gender equality, keeping abreast of opportunities to improve the status of women, men, girls and boys in the various education institutions. Additionally, DLGs and the Directorate of Education Standards in MoES are required to engender all monitoring tools and data reporting formats and provide gender responsive reports and data<sup>59</sup>.

Furthermore, according to the Basic Requirements and Minimum Standards Indicators for Education Institutions of 2009 by DES, MoES, a set of minimum necessities or measures were provided for effective teaching, learning and institutional management. These included among others accessibility to safe water supply, existence of waste disposal pits, existence of separate pit latrine/toilet for males and females, existence of hand-washing facility, existence of a washing room/facility for the girl child and Hygiene/cleanliness of the school compound. According to DES, the standards were to be enforced through inspections and monitoring visits to the schools.

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<sup>59</sup> MoES, Gender in Education Policy (2016), page 27-28

The Gender unit has a responsibility to Monitor, support supervise and report on MHHM interventions across the country. The District Local Governments have a responsibility to inspect and monitor all the government and private primary schools within their jurisdictions. The Directorate of Education Standards has a responsibility to inspect and monitor all government and private secondary schools within the country.

#### **4.6.1 Monitoring of MHHM in schools by the Gender Unit in the MoES**

Through interviews with officials in the Gender Unit and review of monitoring reports provided, it was noted that over the 3 financial years under review (2021/22 - 2023/24), the Gender Unit has conducted one monitoring visit to assess MHHM interventions, particularly in the Karamoja Region in February 2023. This was with support from UNICEF, Irish Aid and Straight Talk Foundation.

The ministry officials attributed the limited monitoring of MHHM to inadequate funding of the Gender Unit. Review of the annual work plans of the MoES revealed that there is no specific budget allocation to the Gender Unit for monitoring MHHM interventions in schools.

However, a review of the annual budget performance reports of MoES revealed that the Basic Education department where the Gender unit lies and the policy, planning and support departments have over the years planned and budgeted for monitoring and supervision of interventions in the ministry, MHHM inclusive. The table below provides the funding received and spent on monitoring in MoES for the period under review.

**Table 12: Showing budgeted, released and spent funds on monitoring and supervision by MoES for the period under review**

<b>Financial Year</b>	<b>Budgeted Amount (Ugx )</b>	<b>Released Amount (Ugx )</b>	<b>Spent Funds (Ugx)</b>
2021/22	190,000,000	80,000,000	80,000,000
2022/23	446,000,000	413,000,000	408,000,000
2023/24	727,000,000	689,000,000	453,000,000
<b>Total</b>	<b>1,363,000,000</b>	<b>1,182,000,000</b>	<b>941,000,000</b>

**Source:** Auditors review of the MoES approved budget estimates and vote spending annual reports for the period under review

**Note:** For FY 2021/22 Monitoring funds considered were budgeted under the basic education department while for FYs 2022/23 and 2023/24 the monitoring funds were consolidated under the policy, planning and support services department.

From the table above, the MoES has received UGX.1,182,000,000 and spent UGX.941,000,000 on monitoring and supervision of the ministry. It was noted that the funds were utilized for activities such as monitoring school health programs, violence against children activities and school feeding programs, excluding the monitoring of menstrual health and hygiene management

The Gender Unit did not avail any monitoring and inspection work plans and budgets for the MHHM interventions in the years under review that would guide the MoES and MoFPED in the identification and allocation of funds specifically for routine monitoring and inspections.

The above anomalies are partly attributed to the lean staff structure of the Gender Unit of only five (05) staff meant to implement MHHM interventions in the entire country yet it is also not fully filled. Out of the five technical staff meant to be in the unit, only three (3) positions representing 60% have been filled as shown below;

**Table 13: Showing staffing level in the Gender Unit**

S/N	Post	Establishment	Posts Filled	Deficit
1	Gender Technical advisor	1	1 (In acting capacity)	0
2	Research officer	1	1	0
3	Finance and Admin Officer	1	1	0
4	Monitoring and Evaluation Officer	1	0	1
5	Programme Assistant	1	0	1
	<b>Total</b>	<b>5</b>	<b>3</b>	<b>2</b>

*Source: Auditors review of the MoES staff establishment and interview notes with gender unit*

From the table above, it can be observed that the post for monitoring and evaluation officer in the Gender Unit is vacant at the time of audit (November 2024) which partly explains the inadequate monitoring and inspection mechanisms established by the unit towards MHHM interventions.

As a consequence of the limited monitoring of the MHHM interventions, there is minimal compliance to MHHM policies and directives in the schools. Out of the 12 DLGs and 48 schools visited, none of them had ever been visited by the MoES, specifically for monitoring and supervision of MHHM.

#### **4.6.2 Monitoring and Inspection of Primary Schools by District Local Governments**

Through interviews with the DEOs, DIS and inspectors in the visited 12 DLGs and document reviews of the monitoring and inspection reports at DLGs, the audit team observed that all the districts (100%) undertook regular monitoring and inspection of primary schools at least once a term through the District Education Office.

Additionally, audit team observed that the monitoring and inspections were majorly in government schools. Out of the primary schools visited, 100% of the Government primary schools were inspected while none (0%) of the private primary schools were inspected by the district inspectors for the period under review. However, this is contrary to the MoES Planning, Budgeting and Implementation Guidelines for Local Governments for the Education and Sports Sector that require the school inspectors to ensure that all public and private schools are inspected at least once per term.

Audit team observed the monitoring online tool used at the DLGs by the inspectors is in a pre-designed format as provided by DES and feedback to the inspected schools is provided to the school management virtually who have also been given access to the online platform.

It was further noted that whereas the inspection tools used by DLG inspectors capture some MHHM aspects such as the condition of sanitation facilities, they are inadequate and fail to provide for key aspects of MHHM such as:

- i. Planning, budgeting and provision of emergency materials to girls (such as emergency pads, knickers, pain killers);
- ii. The level of absenteeism among female learners due to menstruation;
- iii. Whether the SWTs and SMTs are having regular talks with the learners;
- iv. The status of menstrual waste disposal, cleanliness and maintenance of WASH facilities;

- v. Existence of MHHM reading materials like the readers at the school and MHHM information display at the school notice boards and compounds;
- vi. Existence of School health clubs where menstrual health and hygiene is discussed;
- vii. Undertaking of MHHM awareness sessions by SWTs and SMTs at the PTA meetings.

As a result, the stakeholders such as school management committees, parents, teachers, school administrators, school inspectors and DLG officials are not able to appreciate existing gaps in MHHM in both government and private schools. The MoES has no current data on the status of MHHM in primary and secondary schools to inform policy decision-making and resource mobilisation.

Furthermore, without regular monitoring of schools on the key aspects of MHHM mentioned above, the head teachers are not held accountable or guided on their role in ensuring that female learners have access to sanitation and disposal infrastructure that supports menstrual hygiene, as well as access to emergency menstrual materials and information as discussed in section 4.1.

#### **4.6.3 Monitoring and Inspection of Secondary Schools by the Directorate of Education Standards in the MoES**

Through interviews with the heads of schools (Head Teachers) in the visited twenty-four (24) secondary schools<sup>60</sup> and interviews with officials from DES, audit team noted that all the secondary schools (government and private) were inspected/monitored by DES at least once a year. Whereas all the visited schools noted to be inspected by DES, the inspections did not cover the ideal frequency per school of at-least once a term in any of the visited DLGs.

Additionally, the audit team was not provided with any monitoring and supervision reports for the same as Officials from DES indicated that the reports are system-generated and can be viewed on the system. The team viewed some on the system for the 24 selected secondary schools<sup>61</sup> however, the format of the report provided generalized findings on a nominal predetermined scale. For example: the reports indicated that the learning environment was good and the mode of teaching was fair which was presented as percentages and absolute numbers in graphs and bar charts without explanations and write ups to allow review of the subject matter on the various inspected areas in school. It was therefore not possible to confirm whether any MHHM aspects were monitored.

Furthermore, audit observed the monitoring and inspections were majorly in government schools where out of the 24 secondary schools visited<sup>62</sup>, 100% Government secondary and no private secondary schools were inspected by the DES inspectors for the period under review.

Review of the school inspection tools and inspection system by DES revealed the absence of MHHM specific indicators to allow school inspectors at the local Governments (undertaking inspections in primary schools) and at DES (undertaking inspections in secondary schools) capture information on MHHM practices and regularly provide

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<sup>60</sup> As listed in appendix I

<sup>61</sup> As listed in appendix I

<sup>62</sup> These included 12 government secondary schools and 12 private secondary schools.

feedback on MHHM to the ministry and stakeholders that are key policy and decision makers.

The audit team noted the aspects considered in the monitoring visits by DES in the secondary schools included but not limited to;

- i. Existence of WASH Facilities, Hand washing facilities and incinerators.
- ii. Hygiene/cleanliness at the school compound and WASH facilities
- iii. pupil-stance ratio (but not disaggregated by gender)

The audit team further noted that MHHM aspects not considered in the tools include the level of absenteeism among female learners due to menstruation; existence of school health clubs where menstrual health and hygiene is discussed; whether the SWTs and SMTs are having regular talks with the learners. Interviews with DES officials indicated that they are aware of the anomaly and they indicated that the standards have been considered for revision next financial year 2024/2025 to incorporate specific indicators and guidance on emerging issues such as Menstrual health and hygiene management in Schools.

Failure to efficiently monitor, inspect and report on MHHM interventions leads to MoES working in isolation of the stakeholders such as MoH, Schools, DES, DLGs and affects information sharing and feedback for any corrective action to facilitate improvement in the programme interventions. In addition, failure to monitor implementation of MHHM interventions leads to failure by MoES and other key stakeholders to track progress on key indicators and measure the impact of MHHM on education outcomes of the girls in the schools.

## **Conclusion**

The monitoring and inspection done by the Gender unit, DLGs and DES has not been effective in improving MHHM in schools mainly because it does not capture all aspects of menstrual hygiene and there has been no inspection or monitoring conducted in private schools. As a result, schools are not aware of the MHHM gaps existing in their learning environment and the effect on the learning outcomes of their female learners, making it difficult to promote corrective action. The MoES itself is also unable to evidence based decision making and planning without regular comprehensive data collection and reporting on MHHM in schools.

## **Management response**

### ***Regarding 4.6.1:***

*We take note of the observation regarding the limited monitoring and support supervision activities for Menstrual Health and Hygiene Management (MHHM). This challenge has primarily been due to insufficient financial releases from the Ministry of Finance, Planning, and Economic Development (MoFPED).*

*To address this, the Ministry of Education and Sports plans to undertake the following actions; prioritizing budgeting for Gender and Equity Issues, Reviewing Inspection and Monitoring Grants to ensure that MHHM interventions are comprehensively and consistently monitored across all schools and strengthening partnerships for monitoring activities.*



**Regarding 4.6.2:**

*We take note of the audit observation.*

*The Ministry is in the process of developing a compendium of key gender and equity issues/indicators to be attached to the monitoring tools for the inspectors. This will enhance the capacity of inspectors in collection of data on MHHM to facilitate planning and decision-making.*

**Regarding 4.6.3:**

*The Ministry of Education and Sports appreciates the findings and recommendations of the audit team regarding the monitoring and inspection gaps related to Menstrual Health and Hygiene Management (MHHM) in secondary schools. The observations raised highlight critical areas for improvement to ensure our interventions effectively address the needs of female learners and contribute to better educational outcomes.*

*Insufficient frequency of inspections and coverage which limitation is primarily due to resource constraints, including funding, staffing, and logistical challenges. The Ministry of Education will continuously engage the Ministry of Finance, Planning and Economic Development to increase financial allocations for inspection and monitoring of schools.*

*The Ministry through the Directorate of Education Standards (DES) and District Local Governments (DLGs) will explore cost-effective strategies to enhance inspection and monitoring frequency.*

*MoES will ensure that future inspection plans explicitly include private schools to assess and address MHHM gaps across all learning institutions.*

*In the upcoming financial year (2025/2026), DES will revise the inspection tools to incorporate more detailed qualitative and quantitative reporting templates.*

**Recommendations**

I advise the Accounting Officer of MoES to:

- i. Review the monitoring activities conducted at schools and DLGs by the various departments of the MoES to ensure that they capture gender issues, including MHHM.
- ii. Undertake review of the existing Basic Requirements and Minimum Standards and inspection tools and systems to provide for MHM specific indicators and allow information and data collection, analysis and reporting on MHM.
- iii. Fast track the operationalization and implementation of the MHM stakeholder coordination framework. This will allow information sharing from inspections undertaken by DLGs and DES and provide for timely feedback for corrective action on MHM issues.

**OVERALL CONCLUSION**

Proper Menstrual health and hygiene management is key for ensuring a safe and conducive learning environment for learners at school. Government of Uganda, through the Ministry of Education and Sports, has made efforts to develop guidelines and manuals that govern menstrual health and hygiene in schools. However, there are still gaps in resource mobilization and planning for MHHM; sanitation facilities, capacity

building of senior women teachers and senior men teachers on MHM; awareness creation and; monitoring and inspections of schools that is focused on MHM. This has resulted in absenteeism amongst girls and reduced their learning time.

Addressing these gaps will go a long way in reducing absenteeism among female learners, improving their participation in learning activities at school and supporting them to achieve better learning outcomes.



Edward Akol

**AUDITOR GENERAL**

27<sup>th</sup> December 2024

## APPENDICES

### Appendix I: List of Schools inspected

S/N	Region	District	Name of school	Government/ Private
<b>Primary Schools</b>				
1.	Central	KCCA	Police Children's Primary School	Government
2.	Central	KCCA	Daffodils Primary School	Private
3.	Central	Kyankwanzi	Bukwiri Cou Primary School	Government
4.	Central	Kyankwanzi	Kiteredde Cou Primary School	Private
5.	Central	Wakiso	Buwanuka Primary School	Government
6.	Central	Wakiso	Uganda Martyrs Boys Primary School	Private
7.	East	Butaleja	Wanyama Primary School	Private
8.	East	Butaleja	Manafa Primary School	Government
9.	East	Iganga	Gods Care Junior Primary School	Private
10.	East	Iganga	Bulubandi Primary School	Government
11.	East	Nakapiripirit	Namalu Mixed Primary School	Government
12.	East	Nakapiripirit	Namalu Hope Nursery And Primary School	Private
13.	North	Agago	Odokomit Primary School	Government
14.	North	Agago	Patongo Integrated Nursery And Primary School	Private
15.	North	Lira	Alpha Mixed Day And Boarding Primary School	Private
16.	North	Lira	Barlela Agro Primary School	Government
17.	North	Madi-Okollo	Wanyange Primary	Government
18.	North	Madi-Okollo	Bright Future Primary School	Private
19.	West	Buliisa	Nyamukuta Primary School	Government
20.	West	Buliisa	Treaty Junior School	Private
21.	West	Bundibugyo	Izahura Primary School	Government
22.	West	Bundibugyo	Parental Care Junior School Nyahuka	Private
23.	West	Kanungu	Kibimbiri Primary School	Government
24.	West	Kanungu	Kibimbiri Parents Primary School	Private
<b>Secondary Schools</b>				
1.	Central	Kcca	Kansanga Seed Secondary School	Government
2.	Central	Kcca	Kisaasi College School	Private
3.	Central	Kyankwanzi	Butemba College School	Government
4.	Central	Kyankwanzi	Nsambya Seed Secondary School	Private
5.	Central	Wakiso	Nsangi Senior Secondary School	Government
6.	Central	Wakiso	St Kizito High School Namugongo	Private
7.	East	Butaleja	Busolve Senior Secondary School	Government
8.	East	Butaleja	Busolve Alliance Secondary School	Private
9.	East	Iganga	Itanda Senior Secondary School	Private
10.	East	Iganga	Iganga Parents Secondary School	Private
11.	East	Nakapiripirit	Nakapiripirit Seed Secondary School	Government
12.	East	Nakapiripirit	Namalu Seed Secondary School	Private
13.	North	Agago	Ajalia Secondary School-Odokomit	Private
14.	North	Agago	Patongo Secondary School	Government
15.	North	Lira	Abutadi Secondary School	Government
16.	North	Lira	Amach Complex Secondary School	Private
17.	North	Madi-Okollo	Okollo Secondary School	Government
18.	North	Madi-Okollo	Rhino Camp High School	Private
19.	West	Buliisa	Bugungu Secondary School	Government
20.	West	Buliisa	Uganda Martyrs Comprehensive Secondary School	Private
21.	West	Bundibugyo	Semuliki High School	Government

<b>S/N</b>	<b>Region</b>	<b>District</b>	<b>Name of school</b>	<b>Government/ Private</b>
22.	West	Bundibugyo	Nyahuka Parents Sec School	Private
23.	West	Kanungu	Kinkiizi High School- Nyakatare	Government
24.	West	Kanungu	Makiro Hill Girls' Vocational Secondary School	Private

**Appendix II: List of Documents Reviewed**

<b>S/N</b>	<b>Document Reviewed</b>	<b>Purpose</b>
1	MoES, Menstrual Hygiene Management Charter – Uganda 2015	To obtain a general understanding of the resolutions made by both Government of Uganda and Development Partners in the MHM
2	MHM Circular No1/2015	To obtain a general understanding of the interventions provided by the Ministry of Education & Sports to Schools on MHM
3	Basic Requirements and Minimum Standards Indicators for Education Institutions	To obtain a general understanding of Basic Requirements and Minimum Standards Indicators for Education Institutions and its links with MHM in the Education Sector
4	Education Statistical abstract 2017	To obtain a general understanding of the key indicators of access, equity and quality, namely infrastructure, pupil information, teaching staff, sanitation and hygiene facilities, instructional materials among others. It covers all the different sub-sectors in detail (i.e. Pre-primary, Primary, Secondary and Post-primary Subsectors).
5	National Sexuality Education Framework (2018)	To obtain a general understanding of how Sexual Reproductive Education is executed in the Country and how it is linked to MHM
6	Guidelines on the Formation, Management and Strengthening of School Clubs	To obtain a general understanding of how school clubs are Formed, Managed and Strengthened in the Education Sector.
7	Training Manual for Teachers and other Stakeholders on Menstrual Health Management (2018)	To obtain a general understanding of Training guidelines on Menstrual Health Management for Teachers & other Stakeholders in the Country.
8	The Gender in Education Sector Policy (Revised 2016)	It aims at Promoting an enabling, protective and gender responsive learning environment for all persons, as well as enhancing equal access and participation for girls and women, boys and men in the education and sports sector.
9	The Education (Pre-primary, Primary and Post Primary) Act 2008	To obtain an understanding of the legal framework in the Education sector
10	The National Menstrual Hygiene management Strategic plan (2022/23 – 2025/2026)	To obtain an understanding of Government commitment to provide an in-depth guidance for effective MHH programming by all stakeholders
11	MoES, Budgeting and Implementation Guidelines for Primary and Secondary Schools, 2019	To obtain a general understanding of the Budgeting and Implementation and how it links into MHM in the Education sector in the country
12	WASH United & Human Rights Watch, August 2017	To obtain a general Understanding of Menstrual health and hygiene management and Human Rights
13	Understanding and Managing Menstruation. A Reader for Learners 2013	To Understand MoES initiative to provide information for pupils on understanding of menstruation and managing it well, particularly beginners.
14	National Development Plan III	To understand the role of Menstrual health and hygiene management in governments development agenda
15	Menstrual Health Guidelines for Schools and Education Institutions in Uganda, 2023	To understand Framework of Managing Menstrual Health in the Schools and Education Institutions.
16	Activity/ work plans for the Gender Unit (FY21/22-FY23/24)	To obtain an understanding of the Gender Unit planned activities and timing of these activities as reported
17	Ministry Policy Statements and Payment Files (FY21/22-FY23/24)	To obtain budgeted, released and spent figures for the Gender Unit

S/N	Document Reviewed	Purpose
18	The Gender in Education Sector Policy (Revised 2016)	It aims at Promoting an enabling, protective and gender responsive learning environment for all persons, as well as enhancing equal access and participation for girls and women, boys and men in the education and sports sector.
19	Guidelines for Senior Women and Men Teachers (SWT/SMT)	These stipulate the roles and responsibilities of senior women and men teachers to the learners in both primary and secondary schools.
20	National Water and Sanitation Strategy (2019),	Thematic area 6: Menstrual health and hygiene management; To increase sustained access to quality and appropriate menstrual hygiene services through practices, facilities, and awareness
21	Ministry of Education and Sports (MoES) Guidelines for the Establishment, Operation and Management of Primary Schools (2015)	These guidelines include a section on <b>sanitation facilities</b> , which indirectly impacts MHHM by requiring schools to provide separate toilets for girls and ensure their cleanliness.
22	MoES Guidelines for the Establishment, Operation and Management of Secondary Schools (2015)	Similar to the primary school guidelines, this document also emphasizes <b>proper sanitation facilities</b> including separate toilets for girls.
23	Education Sector Performance Standards (ESPS) 2019:	These standards outline minimum requirements for schools, including <b>availability and functionality of toilets</b> , which indirectly supports menstrual hygiene management by promoting cleaner sanitation facilities.
24	Handbook for Operation and Maintenance of Water, Sanitation and Hygiene facilities in Schools in Uganda (2018)	The handbook provides brief descriptions of the water, sanitation and hygiene facilities that are commonly used by schools, likely causes of poor operation and maintenance, and necessary intervention or corrective actions.

### Appendix III: List of Key Persons Interviewed

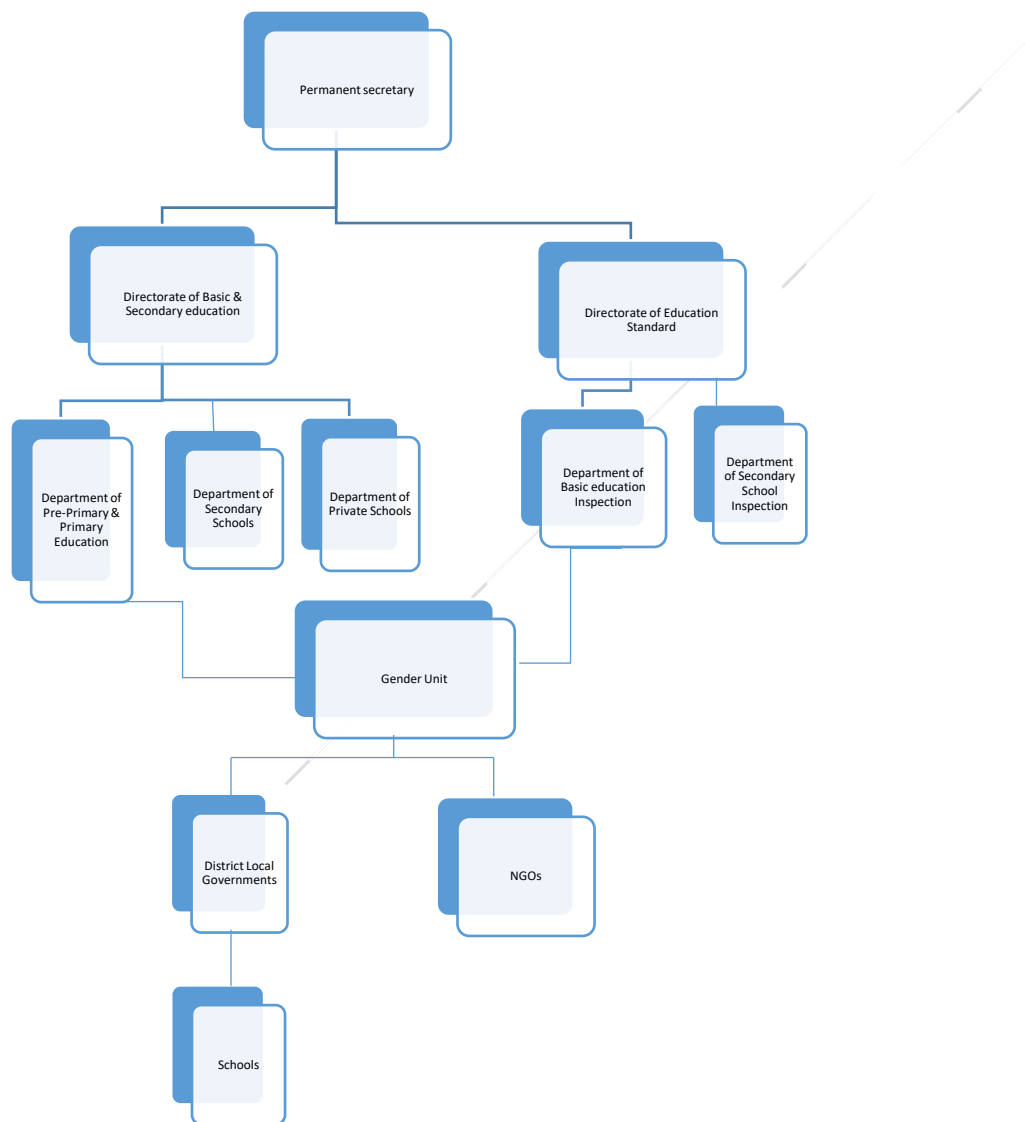
Entity/ Department	Agencies/Officials involved	Purpose of meeting
Gender Unit, MoES	Head of Gender Unit	To gather insights and information regarding menstrual health and hygiene management in primary and secondary schools, focusing on the process, policies, current practices and challenges faced from the perspective of the Gender Unit within the Ministry of Education.
Gender Unit, MoES	Head of WASH Programme	To understand the different WASH activities executed by the MoES in the primary and secondary schools.
Save The Children	Program Lead	To gain an understanding of the role played by the organisation in relation to MHM in schools.
Sampled District Local Governments and Cities	District Education Officers	To understand the role played by the District Education Officers in the Menstrual health and hygiene management of Schools and to understand the factors affecting their performance.
Sampled District Local Governments and Cities	District Inspector of Schools	To understand the role played by the District Inspector of Schools in the Menstrual health and hygiene management of schools and to understand the factors affecting their performance.
Sampled Schools	Head Teachers	To understand the role played by the Head Teachers in the Menstrual health and hygiene management of their respective schools and to understand the factors affecting their performance.
Sampled Schools	Senior Woman Teacher	To understand the role played by the SWT in the Menstrual health and hygiene management of their respective schools and to understand the factors affecting their performance.
Sampled Schools	Senior Man Teacher	To understand the role played by the SMT in the Menstrual health and hygiene management of their respective schools and to understand the factors affecting their performance.

**Appendix IV: Characteristics of the Female and Male learners (Questionnaire respondents)**

	<b>FEMALE</b>	
	Primary	Secondary
Total number of respondents	120	120
Age range of respondents per class (years)	10 – 17	14 – 25
Girls who had reached menarche	100	116
Number who have ever been absent from school because of menstruation	55	84
	<b>MALE</b>	
	Primary	Secondary
Total number of respondents	72	72
Age range of respondents per class (years)	10 - 15	13 - 20



## Appendix V: Organisation Structure



**Appendix VI: Provision of Emergency Menstrual Supplies per School**

S/N	District	Name Of School	Type of school	Emergency menstrual supplies found in stock at the time of audit inspection	Source of funding	Estimated Budget per term
1.	Agago	Patongo Integrated Nursery And Primary School	Private Primary	Yes	SCHOOL FEES	UGX.120,000
2.	Buliisa	Uganda Martyrs Comprehensive Secondary School	Private Secondary	Yes	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
3.	Bundibugyo	Izahura Primary School	Government Primary	Yes	USE CAPITATION GRANT; NGO SUPPORT	NO BUDGET FOR MHHM AVAILED
4.	Bundibugyo	Semuliki High School	Government Secondary	Yes	USE CAPITATION GRANT	NO BUDGET FOR MHHM AVAILED
5.	Bundibugyo	Parental Care Junior School	Private Primary	Yes	SCHOOL FEES	UGX.200,000
6.	Butaleja	Manafa Primary School	Government Primary	Yes	UPE CAPITATION GRANT; NGO SUPPORT	UGX.340,000
7.	Butaleja	Busolve Senior Secondary School	Government Secondary	Yes	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
8.	Iganga	Bulubandi Primary School	Government Primary	Yes	UPE CAPITATION GRANT	NO BUDGET FOR MHHM AVAILED
9.	Iganga	Iganga Parents Secondary School	Private Secondary	Yes	SCHOOL FEES	UGX.600,000
10.	Kanungu	Kinkiizi High School- Nyakatare	Government Secondary	Yes	USE CAPITATION GRANT; PTA CONTRIBUTIONS	UGX.30,000
11.	Kanungu	Kibimbiri Primary School	Government Primary	Yes	UPE CAPITATION GRANT	UGX.350,000
12.	KCCA	Daffodils Primary School	Private Primary	Yes	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
13.	KCCA	Police Children Primary School	Government Primary	Yes	NGO SUPPORT; UPE CAPITATION GRANT	UGX.100,000
14.	KCCA	Kansanga Seed Secondary School	Government Secondary	Yes	NGO SUPPORT; USE FUNDS; PTA CONTRIBUTIONS	UGX.2,500,000
15.	KCCA	Kisaasi College School	Private Secondary	Yes	PARENTS	NO BUDGET FOR MHHM AVAILED
16.	Kyankwanzi	Butemba	Government Secondary	Yes	NGO SUPPORT	NGO SUPPORT- GLOBAL FUND
17.	Kyankwanzi	Bukwiri	Government Primary	Yes	NGO SUPPORT	NGO SUPPORT- GLOBAL FUND
18.	Lira	Barlela Agro Primary School	Private Primary	Yes	PTA CONTRIBUTIONS	UGX.85,000

S/N	District	Name Of School	Type of school	Emergency menstrual supplies found in stock at the time of audit inspection	Source of funding	Estimated Budget per term
19.	Madi-Okollo	Rhino Camp High School	Private Secondary	Yes	NGO SUPPORT	NGO- DANISH REFUGEE COUNCIL & UNHCR
20.	Madi-Okollo	Wanyange Primary School	Government Primary	Yes	UPE CAPITATION GRANT	UGX.180,000 - 200,000
21.	Nakapiripirit District	Namalu Mixed Primary School	Government Primary	Yes	UPE CAPITATION GRANT	UGX.180,000 - 200,000
22.	Nakapiripirit District	Namalu Seed Secondary School	Government Secondary	Yes	SCHOOL FEES	UGX.200,000
23.	Nakapiripirit District	Nakapiripirit Seed Secondary School	Government Secondary	Yes	USE CAPITATION GRANT	UGX.170,000 to UGX.200,000
24.	Wakiso	St Kizito Ss	Private Secondary	Yes		NO BUDGET FOR MHHM
25.	Wakiso	Buwanuka Ps	Government Primary	Yes	NGO SUPPORT	NGO SUPPORT - SAVE THE CHILDREN
26.	Wakiso	Uganda Martyrs Boys	Private Primary	Yes		NO BUDGET FOR MHHM AVAILED
27.	Agago	Odokomit Primary School	Government Primary	No	UPE CAPITATION GRANT	UGX.50,000- 100,000
28.	Agago	Ajaliala Secondary School	Private Secondary	No	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
29.	Agago	Patongo Secondary School	Government Secondary	No	USE FUNDS; PTA CONTRIBUTIONS	NO BUDGET FOR MHHM AVAILED
30.	Buliisa	Nyamukuta Primary School	Government Secondary	No	UPE CAPITATION GRANT	UGX.100,000
31.	Buliisa	Bugungu Secondary School	Government Secondary	No	USE CAPITATION GRANTS	UGX.100,000 - 150,000
32.	Buliisa	Treaty Junior School		No		NO BUDGET FOR MHHM AVAILED
33.	Bundibugyo	Nyahuka Parents Secondary School	Private Secondary	No	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
34.	Butaleja	Wanyama P/S	Private Primary	No	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
35.	Butaleja	Busolwe Alliance High School	Private Secondary	No	SCHOOL FEES	UGX.100,000
36.	Iganga	Gods Care Junior Primary School	Private Primary	No	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED
37.	Iganga	Itanda Senior Secondary School	Private Secondary	No	USE CAPITATION GRANT	UGX.100,000
38.	Kanungu	Makiro Hills Girls' Vocational Secondary School	Private Secondary	No	SCHOOL FEES	NO BUDGET FOR MHHM AVAILED

S/N	District	Name Of School	Type of school	Emergency menstrual supplies found in stock at the time of audit inspection	Source of funding	Estimated Budget per term
39.	Kanungu	Kibimbiri Parents Primary School	Private Primary	No	SCHOOL FEES; PTA CONTRIBUTIONS	UGX.20,000
40.	Kyankwanzi	Nsambya	Private Secondary	No		NO BUDGET FOR MHHM AVAILED
41.	Kyankwanzi	Kiteredde	Private Primary	No		NO BUDGET FOR MHHM AVAILED
42.	Lira	Alpha Mixed Day And Boarding Primary School	Private Primary	No	UPE CAPITATION GRANT	UGX.50,000
43.	Lira	Barlela Agro Primary School	Government Primary	No	PTA CONTRIBUTIONS	UGX.85,000
44.	Lira	Abutadi Secondary School	Private Secondary	No	SCHOOL FEES	UGX.200,000
45.	Madi-Okollo	Okollo Senior Secondary School	Government Secondary	No		NO BUDGET FOR MHHM AVAILED
46.	Madi-Okollo	Bright Future		No		NO BUDGET FOR MHHM AVAILED
47.	Nakapiripirit District	Namalu Hope Primary And Nursery School	Private Primary	No	SCHOOL FEES	UGX.100,000
48.	Wakiso	Nsangi Sss	Government Secondary	No		NO BUDGET FOR MHHM AVAILED

**Appendix VII: Details on access to timely and accurate MHHM information**

District	Level	Name Of School	Number of girls who did not know about menstruation at menarche	Age at which the SWT begins to talk to the girls about MHHM	Most common cultural beliefs or myths that are hindering girls from having good menstrual hygiene	Have you held any talks with the male learners specifically about menstruation?	No. of male learners who expressed knowledge of menstruation	No. of female learners who have experienced menstruation related bullying/teasing at school
<b>Lira</b>	Secondary	Abutadi Secondary School	1		Menstruation is a secret.	YES	0	1
<b>Agago</b>	Secondary	Ajalia Secondary School	4		Menstruation is a sign of fertility and girls drop out to marry.	NO	3	5
<b>Lira</b>	Primary	Alpha Mixed Day And Boarding Primary School	2	12	Children think menstruation is a sickness.	NO	0	1
<b>Lira</b>	Secondary	Amach Complex Secondary School	0		When you have cramps, you must have sex to ease the pain.	YES	2	1
<b>Lira</b>	Primary	Barlela Agro Primary School	1	10	Parents marry off girls after menstruation and tell girls they are ready.	YES	0	1
<b>Madi-Okollo</b>	Primary	Bright Future Nursery And Primary School	2	12	They believe they have grown and cannot be told what to do.	NO SMT	0	2
<b>Buliisa</b>	Secondary	Bugungu Secondary School	1		Burning used pads is inappropriate; menstruation is a secret	YES	2	0
<b>Kyankwanzi</b>	Primary	Bukwiri Primary School	4	12	Burning used pads is inappropriate; menstruation is a secret	NO	3	1
<b>Iganga</b>	Primary	Bulubandi Primary School	5	12	One who is menstruating is ready for marriage	NO	1	5
<b>Butaleja</b>	Secondary	Busolwe Alliance High School	0		When a girl starts menstruating, they are ready for marriage.	YES	2	1
<b>Butaleja</b>	Secondary	Busolwe Senior Secondary School	0		Mothers influencing the girls to get boys in school to support claiming they are now old.	NO	1	2
<b>Kyankwanzi</b>	Secondary	Butemba College School	0		None	NO	2	0
<b>Wakiso</b>	Primary	Buwanuka Primary School	4	12	Burning used pads is inappropriate	NO SMT	3	0
<b>Kcca</b>	Primary	Daffodils Primary School	1	9	None	YES	2	0
<b>Iganga</b>	Primary	God's Care Junior School	2	12	None	NO	0	1
<b>Igtaleja</b>	Secondary	Iganga Parents Secondary School	1		One who is menstruating is ready for marriage	NO	2	1

District	Level	Name Of School	Number of girls who did not know about menstruation at menarche	Age at which the SWT begins to talk to the girls about MHHM	Most common cultural beliefs or myths that are hindering girls from having good menstrual hygiene	Have you held any talks with the male learners specifically about menstruation?	No. of male learners who expressed knowledge of menstruation	No. of female learners who have experienced menstruation related bullying/teasing at school
<b>Butaleja</b>	Secondary	Itanda Senior Secondary School	1		One who is menstruating is ready for marriage	NO	2	5
<b>Bundibugyo</b>	Primary	Izahura Primary School	0	12	One who is menstruating is ready for marriage	YES	0	3
<b>Kcca</b>	Secondary	Kansanga Seed Secondary School	3		That they should give their very first pad to their auntie to keep some have to stay home during their periods	NO	2	2
<b>Kanungu</b>	Primary	Kibimbiri Parents Primary School	0	12	Girls are scared to dispose of their used pads in the incinerator or any place that can be seen by others because they believe that someone can use the used pad to bewitch them. So they either dispose in the pit latrine or they keep the pad and take it home.	YES	4	0
<b>Kanungu</b>	Primary	Kibimbiri Primary School	5	12	There is a belief that someone can bewitch a girl using their used pad so that is why they do not use the disposal buckets provided in the toilets and they do not use the incinerator.	NO	1	1
<b>Kanungu</b>	Secondary	Kinkiizi High School	1		None	NO	1	1
<b>Kcca</b>	Secondary	Kisaasi College School	0		None known so far	NO	3	0
<b>Kyankwanzi</b>	Primary	Kiteredde Community School	3	12	Burning used pads is inappropriate; menstruation is a secret	YES	1	0
<b>Kanungu</b>	Secondary	Makiro Hill Girls Voc Sec School	1		There is a belief that someone can bewitch a girl using their used pad so that is why they do not use the disposal buckets provided in the toilets and they do not use the incinerator.	NO	0	0

District	Level	Name Of School	Number of girls who did not know about menstruation at menarche	Age at which the SWT begins to talk to the girls about MHHM	Most common cultural beliefs or myths that are hindering girls from having good menstrual hygiene	Have you held any talks with the male learners specifically about menstruation?	No. of male learners who expressed knowledge of menstruation	No. of female learners who have experienced menstruation related bullying/teasing at school
<b>Butaleja</b>	Primary	Manafa Primary School	0	12	When you start menses you are ready for marriage.	YES	1	5
<b>Nakapiripirit</b>	Secondary	Nakapiripirit Seed Secondary School	1		When a girl is in periods, she can not use a toilet otherwise she will never conceive. Girls are considered unclean during menstruation and are therefore isolated. Girls are forced to marry on the onset of menstruation	YES	3	1
<b>Nakapiripirit</b>	Primary	Namalu Hope Nursery And Primary School	0	12	No crossing rivers and roads when in periods menstruation implies maturity thus one is ready for marriage	YES	1	2
<b>Nakapiripirit</b>	Primary	Namalu Mixed Primary School	2	9	Girls believe if they throw pads in latrine, they will never conceive. Girls don't believe in burning pads as they will never conceive.	YES	3	4
<b>Nakapiripirit</b>	Secondary	Namalu Seed Secondary School	3		Not aware	NO	3	5
<b>Kyankwanzi</b>	Secondary	Nsambya Seed Secondary School	2		Burning used pads is inappropriate; menstruation is a secret	NO SMT	2	4
<b>Wakiso</b>	Secondary	Nsangi Senior Secondary School	0		Burning used pads is inappropriate	NO	2	2
<b>Bundibugyo</b>	Secondary	Nyahuka Parents Sec School	4		Once you start your menses, you are ready for marriage	NO	3	1
<b>Buliisa</b>	Primary	Nyamukuta Primary School	0	12	None	NO	2	0
<b>Agago</b>	Primary	Odokomit Primary School	3	12	Menstruation is a sign of fertility and girls drop out to marry.	YES	0	1

District	Level	Name Of School	Number of girls who did not know about menstruation at menarche	Age at which the SWT begins to talk to the girls about MHHM	Most common cultural beliefs or myths that are hindering girls from having good menstrual hygiene	Have you held any talks with the male learners specifically about menstruation?	No. of male learners who expressed knowledge of menstruation	No. of female learners who have experienced menstruation related bullying/teasing at school
<b>Madi-Okollo</b>	Secondary	Okollo Secondary School	1		That girls are ready for marriage at menarche; girls fear discussing menstruation and asking for help and they end up dropping out.	YES	3	2
<b>Bundibugyo</b>	Primary	Parental Care Junior Primary School	5	12	That they are growing old and have become mature	NO	1	1
<b>Agago</b>	Primary	Patongo Integrated Primary School	2	12	If someone gets access to menstrual blood, they can use it to bewitch.	NO	2	1
<b>Agago</b>	Secondary	Patongo Senior Secondary School	1		If girl gets her period for the first time, she should not move on public roads. You inherit cramps if you share belts or if a person with cramps touches your hips.	YES	2	1
<b>Kcca</b>	Primary	Police Children School	3	12	None so far	YES	2	0
<b>Madi-Okollo</b>	Secondary	Rhino Camp High School	0		Reusable pads should not be hang in the sun; that if you are menstruating no one should know; do not burn pads because it means you are burning your eggs; do not cook during menstruation because you are dirty; in some cultures of the refugees, girls are not allowed to use pads and have to sit on sand during menstruation.	NO	2	1
<b>Bundibugyo</b>	Secondary	Semuliki High School	1		When a girl gets her menses, she is ready for marriage pads are not good, so girls should use clothes	YES	1	1



District	Level	Name Of School	Number of girls who did not know about menstruation at menarche	Age at which the SWT begins to talk to the girls about MHHM	Most common cultural beliefs or myths that are hindering girls from having good menstrual hygiene	Have you held any talks with the male learners specifically about menstruation?	No. of male learners who expressed knowledge of menstruation	No. of female learners who have experienced menstruation related bullying/teasing at school
<b>Wakiso</b>	Secondary	St Kizito High School Namugongo	4		Burning used pads is inappropriate	YES	3	0
<b>Buliisa</b>	Primary	Treaty Junior School	0	12	That if a dog finds a used pad, the one who disposed it will not give birth; boys teasing and laughing at them when they see blood.	YES	1	1
<b>Wakiso</b>	Primary	Uganda Martrys Boys Primary School	3	12	Burning used pads is inappropriate.	NO SMT	2	3
<b>Buliisa</b>	Secondary	Uganda Martyrs Comprehensive Secondary School	5		None	YES	0	2
<b>Butaleja</b>	Primary	Wanyama Primary School	0	12	When a girl starts menstruating they are ready for marriage.	NO	2	2
<b>Madi-Okollo</b>	Primary	Wanyange Primary School	2	10	That girls are ready for marriage at menarche; a girl in her period should sit on a big stone to prevent the flow of blood.	YES	3	2

**Appendix VIII: Access to Water at School**

District	Name of School:	Distance of water source from the toilet (metres)	Types of Water Sources available at the school	Are there any water shortage problems?	Comment on the challenges with the water supply
	<b>Distance of 0 - 25 metres</b>				
KCCA	DAFFODILS PRIMARY SCHOOL	1	Piped water	YES	The whole of last term. We had to buy water and fill our tanks
Kanungu	KIBIMBIRI PRIMARY SCHOOL	2	Tanks- harvest water from rain, a well is also available though far from the school.	YES	There are few water sources in the area and if the tanks dry it becomes a big challenge. It takes about 1.5km to get to the nearest well.
Kanungu	KINKIIZI HIGH SCHOOL	2	Tap water-NWSC, drilled water also available.	YES	During dry seasons when the water supply reduces and NWSC is very expensive.
Kcca	KANSANGA SEED SECONDARY SCHOOL	5	PIPED WATER (NWSC) AND WATER HEARVESTING TANK	YES	USUALLY NWSC GOES OFF FOR 2-3 DAYS. THEY USE THE HARVESTED WATER AND SOMETIMES BUY A TRUCK OF WATER
Wakiso	NSANGI SENIOR SECONDARY SCHOOL	5	Piped Water and Water Harvesting tanks	YES	The schools experiences interruptions in the piped water supply. They resort to water harvesting tanks.
Bundibugyo	NYAHUKA PARENTS SECONDARY SCHOOL	5	The school has taps from the gravity flow scheme and a reserve tank at the girls dormitory.	YES	Water shortages happen when it rains heavily and pipes are blocked.
Kanungu	KIBIMBIRI PARENTS PRIMARY SCHOOL	10	PIPED WATER (NWSC) AND WATER HEARVESTING TANK	YES	During dry season when the tank dries out.
Wakiso	ST KIZITO SECONDARY SCHOOL	1	Piped water	NO	N/A
Kyankwanzi	BUKWIRI PRIMARY SCHOOL	2	Piped water	NO	N/A
Kyankwanzi	BUTEMBA COLLEGE SCHOOL	3	Piped water	NO	N/A
Kyankwanzi	NSAMBYA SEED SECONDARY SCHOOL	3	Borehole	NO	N/A
Wakiso	BUWANUKA PRIMARY SCHOOL	4	Borehole	NO	N/A

District	Name of School:	Distance of water source from the toilet (metres)	Types of Water Sources available at the school	Are there any water shortage problems?	Comment on the challenges with the water supply
Iganga	IGANGA PARENTS SECONDARY SCHOOL.	5	Piped water by NWSC, 2 Boreholes, pond water.	NO	N/A
Madi-Okollo	BRIGHT FUTURE PRIMARY SCHOOL	10	Borehole	NO	N/A
Kanungu	MAKIRO HILL GIRLS VOC SEC SCHOOL	10	Tap water from NWSC, Tank water.	NO	N/A
Agago	PATUNGO INTEGRATED NURSERY AND PRIMARY SCHOOL	12	Underground water that is pumped, 2NWSC taps, 3 boreholes but shared with the community.	NO	N/A
Madi-Okollo	WANYANGE PRIMARY SCHOOL	20	NORTHERN UGANDA UNMBRELLA METERED WATER.	NO	N/A
Kcca	POLICE CHILDREN PRIMARY SCHOOL	23	Piped water	NO	N/A
Lira	ABUTADI SECONDARY SCHOOL.	25	Borehole	NO	N/A
	<b>Distance of over 25 metres</b>				
Buliisa	UGANDA MARTYRS COMPREHENSIVE SECONDARY SCHOOL	50	TAP WATER AND BOREHOLES	YES	USE MOSTLY TAP WATER BUT THE CONNECTION IS INTERRUPTED. THE SCHOOL COMPETES WITH THE COMMUNITY IN USING THE BOREHOLES. THE LAST INCIDENT WAS IN 2023 AND THEY WENT 3-4 DAYS WITHOUT WATER,.
Bundibugyo	PARENTAL CARE JUNIOR SCHOOL	93	The school has tap water . The whole school uses one tap.	YES	IT takes 3 hours to resolve the issue. At the time of inspection there was no water at the school.
Bundibugyo	IZAHURA PRIMARY SCHOOL.	100	The school has tap water from the stream.	YES	Water shortages are experienced when pipes are blocked due to heavy rains. The last incident of blockage was last week and it took a day to repair the pipes.
Nakapiripirit	NAKAPIRIPIRIT SEED SECONDARY SCHOOL	110	Borehole and tap water	YES	Borehole breaks down, 3 days around 2022

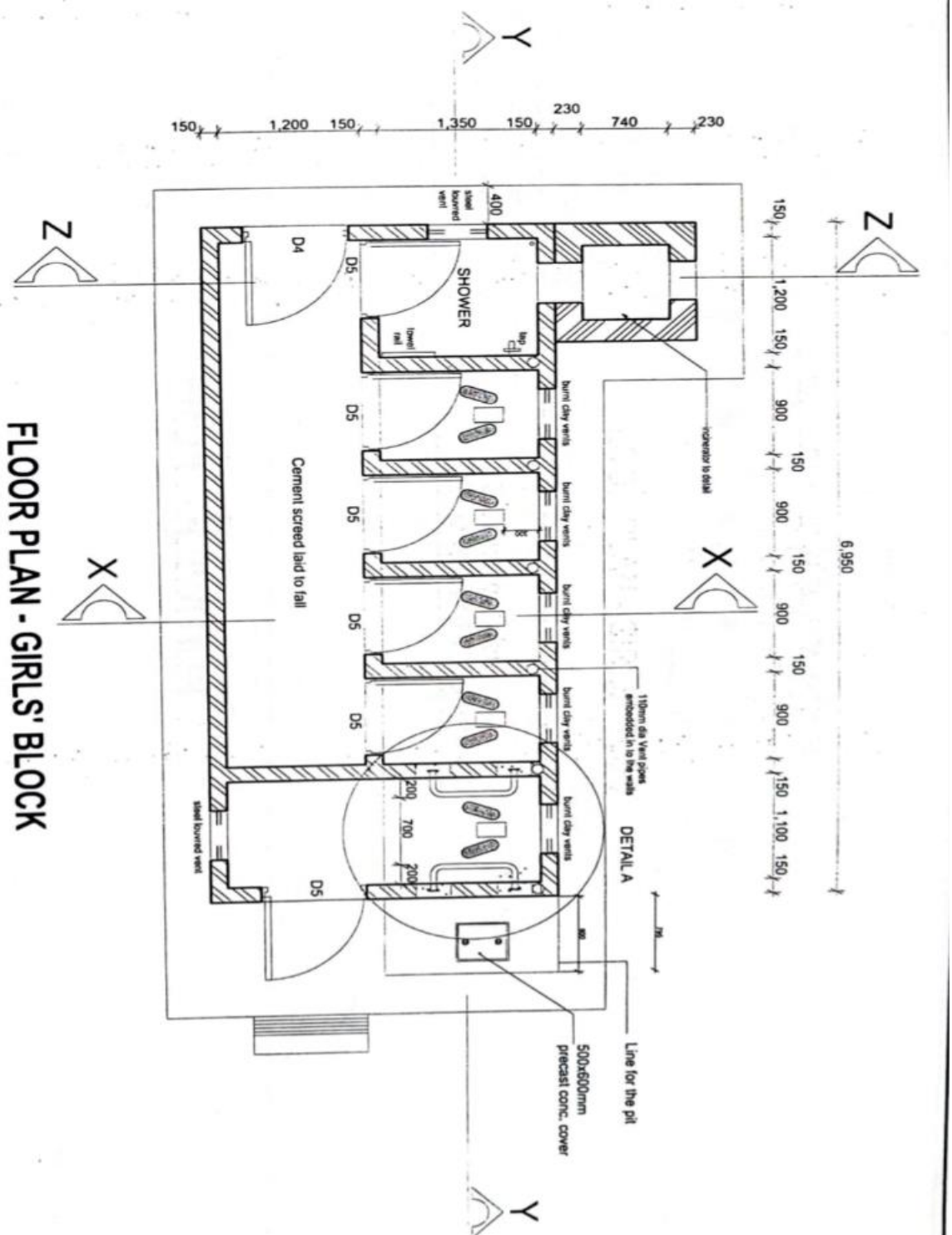
District	Name of School:	Distance of water source from the toilet (metres)	Types of Water Sources available at the school	Are there any water shortage problems?	Comment on the challenges with the water supply
Butaleja	MANAFA PRIMARY SCHOOL.	120	Piped water	YES	N/A
Butaleja	BUSOLWE SECONDARY SCHOOL.	200	Piped water and borehole	YES	When power is off there is no water at the tap. When it is too hot the borehole also has no water.
Agago	PATUNGO SECONDARY SCHOOL	250	Two boreholes.	YES	The borehole at the girls toilet broke down last year and in third term and it has never been repaired to date.
Lira	ALPHA MIXED DAY AND BOARDING PRIMARY SCHOOL	500	Piped water	YES	it is down since 2 weeks ago, breaks down often; can get from borehole behind the fence
Lira	BARLELA AGRO PRIMARY SCHOOL	500	Borehole	YES	Challenge with only one bore which is shared with the community and at times breaks down Its not common and when it happens it is readily fixed. Breaks down atleast once a term. The school goes to the well incase it breaks down.
Agago	ODOKOMIT PRIMARY SCHOOL	500	Borehole	YES	It breaks down once a term and is mostly broken in the dry season; they can spend a term without repairing. The alternative is a nearby borehole in the community.
Iganga	Itanda Senior Secondary School		Borehole	YES	Sometimes especially during long dry seasons- last time it happened was for 3 weeks.
Bundibugyo	SEMULIKI HIGH SCHOOL.	40	Tap water, the school also has an underground tank and four reserve tanks.	NO	N/A
Nakapiripirit	NAMALU HOPE NURSERY AND PRIMARY SCHOOL	50	Both borehole and tap water	NO	N/A
Madi-Okollo	OKOLLO SECONDARY SCHOOL	50	Borehole	NO	N/A

District	Name of School:	Distance of water source from the toilet (metres)	Types of Water Sources available at the school	Are there any water shortage problems?	Comment on the challenges with the water supply
Madi-Okollo	RHINO CAMP HIGH SCHOOL	50	WATER HARVESTING TANKS; HAVE A WATER RESERVIOR; ALSO HAVE SOLAR PUMPED WATER	NO	N/A
Wakiso	UGANDA MARTYRS BOYS PRIMARY SCHOOL	50	Piped water	NO	N/A
Agago	AJALIA SECONDARY SCHOOL	100	Borehole	NO	N/A
Kcca	KISAASI COLLEGE SCHOOL	100	borehole and pumped underground water	NO	N/A
Nakapiripirit	NAMALU SEED SECONDARY SCHOOL	100	Piped water	NO	for the past 2 years, we have not had any water problems
Nakapiripirit	NAMALU MIXED PRIMARY SCHOOL	115	Borehole	NO	previously had a motorized water system that broke down for one month last term however a borehole has now been put in place
Iganga	BULUBANDI PRIMARY SCHOOL.	200	N/R	NO	N/A
Butaleja	BUSULWE ALLIANCE HIGH SCHOOL.	200	Borehole	NO	N/A
Buliisa	BUGUNGU SECONDARY SCHOOL	300	Borehole	NO	N/A
Buliisa	TREATY JUNIOR SCHOOL	300	Borehole	NO	N/A

**Appendix IX: Details of learner stance ratios, the presence of privacy features in the sanitation facilities and availability of incinerators**

District	Name Of School	Female Learner Stance Ratio	Term 3 Enrolment for Girls	No. of stances for girls	No. of stances without a door	No. of doors with no locks	Does the school have a changing room?	Does the school have an incinerator?
Lira	Abutadi Secondary School.	417	417	1	0	1	No	No
Agago	Ajalia Secondary School.	4	18	5	3	5	No	No
Lira	Alpha Mixed Day And Boarding Primary School	58	233	4	0	4	No	No
Lira	Amach Complex Secondary School.	148	444	3	3	3	No	No
Lira	Barlela Agro Primary School	130	390	3	0	3	No	No
Madi-Okollo	Bright Future Primary School	42	168	4	0	4	No	No
Buliisa	Bugungu Secondary School	41	163	4	0	4	YES	No
Kyankwanzi	Bukwiri Primary School	68	340	5	0	5	No	No
Iganga	Bulubandi Primary School.	96	1060	11	10	10	No	No
Butaleja	Busolwe Secondary School.	158	790	5	0	2	No	No
Butaleja	Busulwe Alliance High School.	65	129	2	2	2	YES	No
Kyankwanzi	Butemba College School	62	312	5	1	4	No	No
Wakiso	Buwanuka Primary School	43	217	5	0	5	No	No
Kcca	Daffodils Primary School	62	369	6	0	0	No	No
Iganga	God's Care Junior School.	61	61	1	1	1	No	No
Iganga	Iganga Parents Secondary School.	31	502	16	4	4	No	YES
Iganga	Itanda Senior Secondary School	151	603	4	0	0	No	No
Bundibugyo	Izahura Primary School.	125	500	4	2	4	YES	YES
Kcca	Kansanga Seed Secondary School	96	956	10	0	0	No	YES
Kanungu	Kibimbiri Parents Primary School	28	170	6	0	6	YES	YES
Kanungu	Kibimbiri Primary School	48	581	12	0	0	YES	YES
Kanungu	Kinkiizi High School	36	506	14	0	0	No	YES
Kcca	Kisaasi College School	58	461	8	0	0	No	YES
Kyankwanzi	Kiteredde Community School	22	152	7	0	7	No	no
Kanungu	Makiro Hill Girls Voc Sec School	25	98	4	0	0	No	YES
Butaleja	Manafa Primary School.	404	808	2	0	1	No	No
Nakapiripirit	Nakapiripirit Seed Secondary School	29	117	4	0	0	No	No
Nakapiripirit	Namalu Hope Nursery And Primary School	48	239	5	0	5	No	No
Nakapiripirit	Namalu Mixed Primary School	90	542	6	0	0	No	No
Nakapiripirit	Namalu Seed Secondary School	54	163	3	0	0	No	YES
Kyankwanzi	Nsambya Seed Secondary School	22	110	5	0	0	No	no
Wakiso	Nsangi Senior Secondary School	200	1000	5	0	0	No	YES
Bundibugyo	Nyahuka Parents Secondary School	19	208	11	3	8	No	No
Buliisa	Nyamukuta Primary School	49	243	5	2	5	No	No
Agago	Odokomit Primary School.	483	483	1	0	1	No	YES
Madi-Okollo	Okollo Secondary School	10	52	5	0	0	YES	YES

District	Name Of School	Female Learner Stance Ratio	Term 3 Enrolment for Girls	No. of stances for girls	No. of stances without a door	No. of doors with no locks	Does the school have a changing room?	Does the school have an incinerator?
Bundibugyo	Parental Care Junior School	67	201	3	0	0	No	No
Agago	Patungo Integrated Nursery And Primary School.	59	237	4	0	0	No	No
Agago	Patungo Secondary School.	14	68	5	1	0	No	No
Kcca	Police Children Primary School	78	936	12	0	12	No	No
Madi-Okollo	Rhino Camp High School	99	493	5	0	0	YES	YES
Bundibugyo	Semuliki High School.	44	667	15	6	0	YES	YES
Wakiso	St Kizito Secondary School	36	500	14	0	0	YES	YES
Buliisa	Treaty Junior School	44	88	2	2	2	No	No
Wakiso	Uganda Martyrs Boys Primary School	61	489	8	0	0	No	No
Buliisa	Uganda Martyrs Comprehensive Secondary School	27	188	7	0	0	No	No
Butaleja	Wanyama Primary School	18	36	2	2	2	YES	No
Madi-Okollo	Wanyange Primary School	53	895	17	0	0	NO	No
Total				<b>295</b>	<b>42</b>	<b>110</b>		



FLOOR PLAN - GIRLS' BLOCK

PROJECT: FACILITIES FOR PRIMARY SCHOOLS  
MINISTRY OF EDUCATION & SPORTS

DWG.  
Ground floor plan  
5 stance lined VIP Latrine - Girls'

DWG No:  
CMU/BE/SLG/21/01  
SCALE: 1:50

CONSTRUCTION MANAGEMENT  
UNIT  
DATE: SEPT. 2021





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