

# SANITATION

## PROJECT-BASED HEALTH AND HYGIENE USER EDUCATION

FIELD & QUICK REFERENCE BOOKLET



WATER IS LIFE - SANITATION IS DIGNITY



**water & sanitation**

Department:  
Water and Sanitation  
**REPUBLIC OF SOUTH AFRICA**





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## Foreword by Minister of Water and Sanitation

The National Environmental Health Policy developed by the South African Government attributes the vast diseases South Africa faces, to environmental factors such as contaminated water, poor hygiene, inadequate sanitation, poor water resource management, pollution and poor infrastructure among other factors. This is further exacerbated by the worrying perception that, it is not necessary to wash hands after using a toilet or changing a baby's nappy. The climate change challenges (such as floods and drought) require of us to come up with new creative ideas of providing services in a manner that promotes healthy lives and does not degrade the environment. A business unusual approach to this challenge has to be adopted to ensure that a total sanitation solution is provided whereby user and health & hygiene education are provided with the provision of each sanitation facility. This can only be achieved through involving communities, particularly beneficiaries of sanitation services, in all key decisions affecting their livelihoods and well-being.

**Solutions to the sanitation challenge facing the country should be in line with the following Sustainable Development Goals (SDGs):**

- **SDG 3: Ensure healthy lives and promote well-being for all at all ages.** Target 3.9. of this SDG requires that by 2030, the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination should be substantially reduced. Progress in achieving this target will be measured by how we reduce the mortality rate that is attributed to unsafe water, unsafe sanitation and lack of hygiene services. SDG 3 can only be achieved if there is sustainable provision of both water and sanitation to communities.
- **SDG 6: Ensure availability and sustainable management of water and sanitation for all. The key SDG 6 targets that would ensure the promotion of health and well-being of communities are as follows:**
  - Achieve universal and equitable access to safe and affordable drinking water for all
  - Achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations
  - Improve water quality by reducing pollution, eliminating dumping and minimising release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally
  - Support and strengthen the participation of local communities in improving water and sanitation management.



**Ms Nomvula Mokonyane**  
**Minister of Water and Sanitation**

**Date:**

## Foreword by Director General of Water and Sanitation

Basic sanitation services as defined in the 2016 Sanitation Policy entails: The provision of basic sanitation facility which is environmentally sustainable, easily accessible to a household or a consumer; the sustainable operation and maintenance of the facility, including the safe removal of human waste, grey-water and wastewater from the premises where this is appropriate and necessary; and lastly, the communication and local monitoring of good sanitation, hygiene and related practices.

Provision of sanitation was previously considered primarily as installation of hardware, without taking into consideration other soft issues that are crucial to sustainability such as: community participation, technology choice, operation and maintenance as well as health and hygiene education. To ensure the inclusion of health and hygiene user education in the provision of sanitation, the Department started a process to develop Sanitation Project-based Planning and Implementation Guidelines for Health and Hygiene User Education as well as the Social and Institutional Guidelines for Implementation of Health and Hygiene User Education, all targeted at sector stakeholders, municipal councillors and officials (including Environmental Health Practitioners).

Sanitation Policy Position 14: Hygiene Education in the 2016 National Sanitation Policy emphasizes the need for an ongoing hygiene education within the provision of sanitation services (pre-construction, during construction and post-construction) that promotes good hygiene behaviour.

The Health and Hygiene Planning and Implementation Guide provides municipalities that are responsible for ensuring access to water and sanitation services, with a comprehensive approach to the delivery of sustainable and effective sanitation project-based health, hygiene and user-education, in terms of water and sanitation related health and hygiene practices, particularly at the domestic level.

On the other hand, the Social and Institutional Guideline provides a framework for coordination, alignment and integration of health and hygiene user education with other relevant programmes within the delivery of sanitation projects and schemes in communities and institutions. The Guide is also developed to support sector planners and implementers with mechanisms to ensure that all relevant and key social, environmental and institutional issues relating to the provision of sanitation and health and hygiene education are incorporated into health and hygiene education plans at various levels of government, community and civil society.



**Director General of Water and Sanitation**

**Date:**



## 1 BACKGROUND

This Implementation Guide: Sanitation Project-Based Health and Hygiene User Education, has been compiled to address noted shortcomings in offering Health and Hygiene (H&H) education to support the Water Service Development Plans, nationally. Sanitation sustainability aspects, specifically H&H are not planned, budgeted for or implemented, within institutions and communities entrusted with sanitation provision, nationally.

Information and various engagements with stakeholders (regarding H&H user education) reveals that:

- (i) Current effort in sanitation project implementation is focused largely on quantitative information (budget, units delivered, time progress).
- (ii) There is a lack of: Operational, project-based H&H tools for monitoring impacts of health and hygiene education.
- (iii) Service providers and their skills are not matched to the required need and audience.
- (iv) Various spheres of government confuse roles and responsibilities, often resulting in crises management during epidemics and outbreaks.
- (v) There is need to define roles of (EHPs, Service Providers/Contractors offering H&H), in sanitation projects.
- (vi) Allocation and segregation of functions in Health & Hygiene programmes: Planning, Budgeting, Management, Monitoring and Evaluation of efficacy within municipalities and communities; is required.
- (vii) It is necessary to establish priorities in Integrated Development Plans (IDP's), funding, technology relevance, technology unit cost; in municipalities.
- (viii) It is critical to identify communication channels, maintenance, interventions within beneficiary communities.

## 2 WHY IS THIS BOOKLET OR USER-GUIDE NECESSARY?

- (i) The guide/booklet has been compiled to provide Water Services Authorities (WSA's) with aspects to consider when planning and implementing localised strategies for achieving health, hygiene and user-education when delivering sanitation services to communities.

- (ii) The booklet is aligned with all water sector legislation and should be read together with all relevant policies (provided within the literature review) done as a precursor to this implementation guideline.
- (iii) The booklet is aimed at all municipal stakeholders, councillors and officials and sets out policy issues as well as strategic aspects for WSA's to consider in fulfilling their universal obligation to offer sanitation services inclusive of health, hygiene and user-education to communities.
- (iv) Importantly, during the consultative workshops held with Environmental Health Professionals (EHP's), municipality officials, and reference groups; substantial inputs and feedback were received on aspects where participants stressed the need to have the information included in the guide, in order to offer practical applications to the current shortcomings in implementing H&H user education in their sphere of work.

## 3 USER TARGET GROUPS

This guide should be utilised and implemented at local government level by officials responsible for municipal health services, supported by provincial and national partners. The guide also provides content on the aspects of technology choice and funding provisions for sanitation project-based health, hygiene and user-education.

### • Stakeholder Networking and Participation

National and provincial departments must begin to address the sustainability aspects of sanitation servicing more pro-actively, in line with an expanded national sanitation policy framework.

- National Treasury has a pivotal role to play in developing financial policies, norms, standards and guidelines around the use of Municipal Infrastructure Grant (MIG) and Equitable Share funds. However, each of the following entities play a significant role in H&H implementation.
- National and Provincial Human Settlements Departments: urban sanitation provision, through providing facilities in housing developments
- Local leaders and politicians have a decisive role to play in shaping debate about realistic approaches to sanitation improvement, and should be encouraged to play this role more prominently.



- Ward Committees are also an obvious structure through which to co-ordinate user involvement. User involvement entails more than participation by a select few in a project steering committee.
- National and provincial Departments of Health have a leading role in sanitation-related health and hygiene education, health monitoring and crisis intervention, as well as provision of amenities in clinics and other health installations.
- The national and provincial Departments of Co-operative Governance and Traditional Affairs, play a key role in supporting local government to deliver on the service provision mandate. Activities, include: integrated development planning support, managing disbursement of funds for infrastructure development through MIG, co-ordination of Equitable Share allocations, oversight functions as the project steering committee, with representatives from each settlement addressed by the project.

## 4 LAYOUT OF THE USER-GUIDE

This is a quick field guide, which summarises chapters as information from the base document: Implementation Guide: Sanitation Project-Based Health and Hygiene User Education, which is a more extensive policy review and stakeholder engagements outcome. It is recommended that practitioners and target population in this user-guide access the base document for an extended understanding of context of aspects herein.

Sections/chapters of the booklet are separated to address a specific audience.

The sections segregate and concentrate focus on specific audiences within WSA's:

- Strategic Management,
- Technical Management,
- Environmental Health Practitioners,

- Ward Councillors and Community.

The sections have been divided into Modules, to target and address specific user groups. The diagram in figure 1, provides a summary of issues presented in the user-guide, some of which overlap in terms of responsibility, focus and implementation.

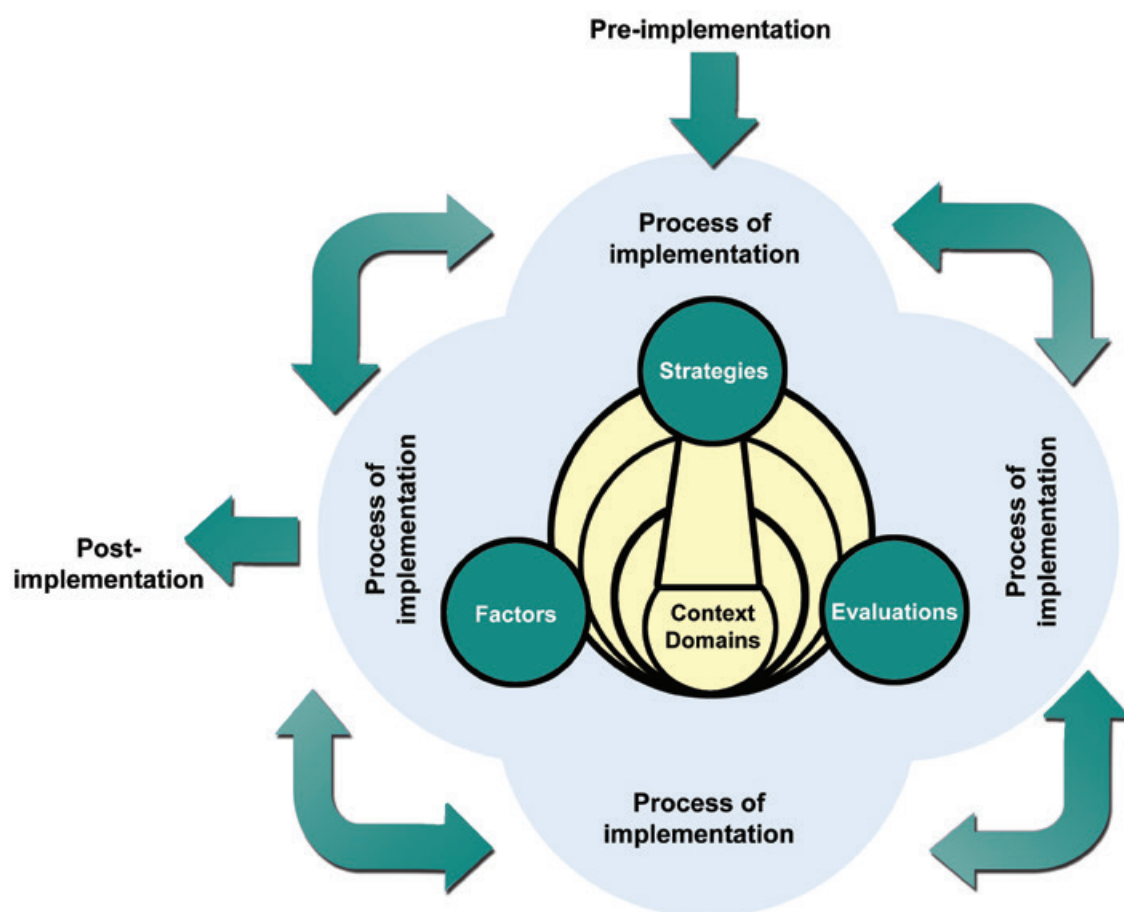
## 5 GENERIC SANITATION PROJECT IMPLEMENTATION FRAMEWORK

Throughout the various stakeholder engagement sessions and workshops, it has been overwhelmingly stated that the current implementation of H&H projects, is mainly 'top-down'. This implies that:

- Strategic Management (Municipal Manager, Mayor, Mayoral Committees) often plan projects and allocate budgets for sanitation projects, without taking consideration of H&H.
- Engineering staff and technicians ring-fence budget for equipment and professional fees, and do not accommodate H&H.
- H&H is seen as an "as – and- when" function to address emergency community problems, usually diseases outbreaks and service delivery protests.
- H&H education (pre, during, after) is rarely budgeted for, within WSA's.
- Maintenance of H&H infrastructure is allocated as technical/repair function; rather than as beneficiary communities tending to proper usage of equipment, which they can only achieve if H&H education has been provided.
- Often, performance evaluation of municipalities is quantified in budget spent, household served, and physical units identified, which does not translate into quality, satisfaction and thus 'efficacy' of sanitation projects delivered.



**Figure 1: Typical Generic Implementation Framework**



**Source:** Toolkit for Implementing the School Improvement Grant Transformation Model Center on Innovation & Improvement. [www.centerii.org](http://www.centerii.org)

The diagram depicts a generic implementation framework, which typically applies to sanitation projects in South Africa. The top arrow points from pre-implementation to process of implementation.

Overlapping circles show process of implementation, and depict circular relationships between strategies, evaluations and factors. The arrows show all components work together to comprise the process of implementation. The final arrow points left to post-implementation.

(i) Top Pre-implementation box represents organisational leaders (managers, engineering staff) Intervention flows into and out of recipients' box, which contains organizational (leaders, managers, staff).

(ii) Recipients affected by implementation and sustainability structure, and external environment, which impact and are affected by the recipients. Below, adoption, implementation, and maintenance flow out of relationships between recipients, implementation and sustainability infrastructure, and external environment; and interact with reach and effectiveness.

(iii) The model reinforces the finding from interactions conducted, that efficacy and benefits of H&H projects were not always reaching the indigent population.

(iv) The ideal H&H delivery intervention should include (a) EHP's (b) implementation infrastructure, (c) H&H user education implementation and (d) beneficiary communities.

## 6 USING THE IMPLEMENTATION GUIDE: SANITATION PROJECT-BASED HEALTH AND HYGIENE USER EDUCATION

A summary of the main (source) document Implementation Guide: Sanitation Project-Based Health and Hygiene User Education, is presented below.

The action items in the summary have been organised to align with the main document. However, the themes are categorised to provide specific focus on who the applications apply to.

The feedback from workshops and review sessions, as shared through consultative engagements, have also been factored into the guide.

**Table 1: Main Document Layout and Focus on Specific Project Participants**

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
1: Understanding the Themes and Areas of Application: Background		•	•
2: Legislative Imperatives and Context		•	•
3: Partners, Roles and Responsibilities	•	•	
4: Environmental and Geological Significance	•	•	
5: Technology Options and Considerations	•	•	•
6: Financial Allocations and Budgeting	•		
7: Planning and Alignment with Other Programmes	•		
8: Key Messages, Materials and Approaches		•	
9: Health, Hygiene and User-Education Implementation		•	
10: Monitoring, Reporting, Regulating and Ensuring Sustainability		•	•
11: Understanding of the Areas of Application: Implementation	•	•	

The actions associated with the chapters in this document are not necessarily sequential. Some actions overlap while others should run throughout the project life. There will also be some activities that will link back to actions already concluded, such as when community H&H needs are beyond the available budgeted funds.

**Table 2: Main Document Summary with Specific Responsibilities by Participants**

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>12: Understanding the Themes and Areas of Application: Key Areas</b> <ul style="list-style-type: none"> <li>The imperative that officials understand and correctly apply general terms, concepts and definitions related to the provision of basic sanitation. Relevant acts, policies and frameworks must be properly applied.</li> <li>Print-out, review and understand the terminology used in sanitation projects, most of which is summarised in the source document, e.g. Water Services Authority (WSA), "Basic Water" as well as the various Acts and Policies.</li> </ul>	√	√	X

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>13: Legislative Imperatives and Context</b> <ul style="list-style-type: none"> <li>Various acts and policies govern; and are used to legislate and regulate health and hygiene implementation in South Africa and therefore – health and hygiene user education.</li> <li>Legislation spans national acts and guidelines that are located within national departments that focus on health welfare and sanitation, specifically the departments of Health and of Water and Sanitation.</li> <li>The Role of a Water Services Provider (WSP), WSA,</li> </ul>	√	√	X
<b>14: Partners, Roles and Responsibilities</b> <ul style="list-style-type: none"> <li>Various entities are responsible for specific functions of Health and Hygiene User Education implementation, as prescribed by relevant legislation that governs them.</li> <li>Important partners in the delivery of Sanitation Based Health and Hygiene User Education are e.g (WSA, Municipal Infrastructure Grant (MIG) implementers and Municipal Health Services (MHS)</li> </ul>	√	√	X
<b>15: Environmental and Geological Significance</b> <ul style="list-style-type: none"> <li>Human waste contains a number of chemical and bacterial agents which are harmful both to people and to ecosystems. Any toilet or sanitation system has the potential to pollute ground or surface water sources, and impact on the health of the soil.</li> <li>Undertaking a Groundwater Protocol for a Basic Household Sanitation Project</li> <li>Undertaking an Environmental Impact Assessment for installation of Bulk Sanitation Infrastructure</li> </ul>	√   √  √	√   √  √	√   X  X
<b>16: Technology Options and Considerations</b> <ul style="list-style-type: none"> <li>There are numerous factors that must be considered in a transparent manner and in close contact with prospective beneficiaries when deciding on the most appropriate technology for providing sanitation services to communities in a particular situation.</li> <li>The aim of any sanitation facility is to contain human waste such that they do not pose a threat to other people through normal disease transmission routes, and do not pose a threat to the environment.</li> <li>The options are divided into three categories: Dry on-site systems (that do not require water for operation and collect waste on-site), wet on-site systems (that do require water for operation and also collect waste on-site) and wet off-site systems (that do require water for operation and “transport” the waste off-site to be treated).</li> </ul>	√   √  √	√   √  √	√   √  √

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>17: Financial Allocations and Budgeting</b> <ul style="list-style-type: none"> <li>The WSAs water and sanitation services budget should identify tariffs and funding mechanisms required for financial sustainability</li> <li>Allocating capital and operational subsidies for sanitation services in backlog communities requires a status quo assessment and careful financial planning.</li> <li>The costing for community development (including technical and social training, producing training materials and conducting household awareness) per household is often not fully appreciated or budgeted for by municipalities, and hence is set out below as an individual cost item.</li> </ul>	√	√	X
<b>18: Planning and Alignment with Other Programmes</b> <p>The 2001 Sanitation White Paper spelt out the roles and responsibilities of different national and provincial departments in achieving the objectives of national policy. These roles need to be reviewed in the light of recent developments and practical experience to date.</p> <ul style="list-style-type: none"> <li>National and Provincial Departments of Health have a leading role in sanitation-related health and hygiene education, health monitoring and crisis interventions, as well as provision of amenities in clinics and other health installations.</li> <li>National Treasury has a pivotal role to play in developing financial policies, norms, standards and guidelines around the use of MIG and Equitable Share funds.</li> <li>The national Department of Co-operative Governance and Traditional Affairs, together with its provincial counterparts, play a key role in supporting local government to deliver on its service provision mandate. This covers a wide range of activities, including integrated development planning support, managing disbursement of funds for infrastructure development through MIG, co-ordination of Equitable Share allocations, oversight of capacity building programmes and associating monitoring systems.</li> <li>Local leaders and politicians have a decisive role to play shaping debate about realistic approaches to sanitation improvement, and should be encouraged to play this role more prominently.</li> <li>Ward Committees are also an obvious structure through which to co-ordinate user involvement. User involvement entails considerably more than participation by a select few in a project steering committee.</li> </ul>	√	√	√

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>19: Key Messages, Materials and Approaches</b> <ul style="list-style-type: none"> <li>• Effective health and hygiene promotion programmes require supportive environments, which can only be established if communities are empowered to join other role-players across departments in taking responsibility for promoting sanitation and environmental health.</li> <li>• Community involvement is essential for long term success.</li> <li>• It is the responsibility of each community to safeguard public health, and to reach consensus as to the sanitation system that is affordable and acceptable to the majority.</li> <li>• Strengthen action through the empowerment of local communities to take responsibility for promoting sanitation and hygiene in their surroundings;</li> <li>• Detailed materials and budget resource assessment audits should be conducted within all WSAs and MHSs in order to assess resource levels and assist with identifying and planning for future resource allocations to effectively implement health and hygiene education.</li> </ul>	X	√	X
<b>20: Health, Hygiene and User-Education Implementation</b> <p>In the end, water and sanitation provision is aimed at improving the quality of life, dignity and health of all municipal constituents. Unless improved water and sanitation services are used effectively and for improved hygiene practices, these benefits will not be realized. This is particularly pertinent in the context of HIV/AIDS.</p> <ul style="list-style-type: none"> <li>• Health and hygiene promotion and user-education therefore must be an integral part of water services provision to all residents.</li> <li>• Health and hygiene education planning must take place within Water Services Authorities and within the Municipal Health Services as these two institutions play a primary role in ensuring the delivery of health and hygiene education.</li> <li>• Project based health and hygiene education must be included as part of all water supply and sanitation service delivery projects. In water supply and sanitation projects, the WSA assumes primary responsibility for project based health and hygiene education programmes.</li> </ul>	√	√	X

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>21: Monitoring, Reporting, Regulating and Ensuring Sustainability</b> <p>The aim of monitoring and evaluation is to provide information and knowledge to affected role players on the effectiveness, efficiency and impact of the health and hygiene education programme, and to enable effective decision making to correct or modify activities so the programmes become more effective.</p> <ul style="list-style-type: none"> <li>Provincial and national government require information on the utilisation of resources, the direct impact of the programmes, the indirect impacts and benefits according to policy and strategies, and the progress against provincial and national targets.</li> <li>Three levels of monitoring and evaluation should be implemented on both project related and ongoing health and hygiene education. <ul style="list-style-type: none"> <li>(i) The Department of Health: is the important stakeholder, being the custodian of the National Health Acts and Policies and should be consulted in compilation and supply of national resource packs for health and hygiene education; related to water supply and sanitation that is updated from time to time.</li> <li>(ii) Local Government Level Monitoring and Evaluation: The local government structures must monitor the utilisation of resources in the implementation of health and hygiene education programmes, their effectiveness in terms of value of impact for the inputs made, and the improvement in the health environment of the communities.</li> <li>(iii) The WSA: must ensure that an effective monitoring system is in place as it is the cornerstone of a WSA's performance. This can effectively be achieved via the mechanism of a WSA Sanitation Forum.</li> <li>(iv) The WSA must also focus on sustainability issues such as operations and maintenance, repairs, health and other benefits of improved water services; and be able to ensure that knowledge is stored and managed effectively.</li> <li>(v) Community Level Monitoring and Evaluation: Community based health workers must be equipped to monitor the effectiveness and impact of health and hygiene education programmes. This should include indicators for household knowledge, behaviour change and an improved environment (including incidents of water and sanitation related illness).</li> </ul> </li> </ul>	√	√	X

MAIN DOCUMENT CHAPTER	Primary Target Audience(s)		
	Management	EHP's	Community
<b>22: Understanding of the Areas of Application: Implementation</b>  Sanitation is more than an adjunct component of a water service, and should inform settlement planning, housing design, broader service provision policies and primary and preventative strategies. Consequently, sanitation warrants far higher priority in every IDP.  Failure to consider the close interplay between health and well-being of our water and sanitation services can compromise the quality of our drinking water, threaten the health and well-being of our people, undermine infrastructure functioning, jeopardise the financial viability of municipal management and result in polluted groundwater and river systems.	√	√	√

## Resources Consulted

<https://www.fic.nih.gov/About/center-global-health-studies/neuroscience-implementation-toolkit/Pages/methodologies-frameworks.aspx>

Toolkit for Implementing the School Improvement Grant Transformation Model Center on Innovation & Improvement. [www.centerii.org](http://www.centerii.org).

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