

Guidelines on

INFORMATION - EDUCATION - COMMUNICATION

For RURAL WATER SUPPLY AND ENVIRONMENTAL SANITATION

Acknowledgement

Information, Education and Communication (IEC) activities have been recognized as an essential element of the National Rural Water Supply and Sanitation (NRWSS) Strategy in reaching its objectives that by 2020 all rural households will use clean water and hygienic latrines and have good hygiene practices. Following the approval of the NRWSS Strategy in August 2000, CERWASS, with funding and technical guidance from DANIDA and UNICEF, undertook to prepare guidelines for IEC activities in the RWSS sector in Vietnam. Many ministries, departments, national and international organisations as well local communities participated in this process.

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ABBREVIATIONS

AusAID	Australian Agency for International Development
CERWASS	Center for Rural Water Supply and Sanitation
CHC	Commune Health Center
DANIDA	Danish International Development Agency
EAST	Eau Agriculture Et Sante En Milieu Rural
FA	Farmers' Association
IEC	Information, Education and Communication
KAP	Knowledge, Attitudes, and Practices
MARD	Ministry of Agriculture and Rural Development
M&E	Monitoring & Evaluation
MOET	Ministry of Education and Training
MOH	Ministry of Health
NGO	Non-governmental Organization
NTPRWSS	National Target Programme for Rural Water Supply and Sanitation
NRWSS	National Rural Water Supply and Sanitation
PHC	Primary Health Care
RWSS	Rural Water Supply and Sanitation
UNICEF	United Nations Children's Fund
VA	Veterans' Association
WB	World Bank
WHO	World Health Organization
WU	Women's Union
YU	Youth Union

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GLOSSARY

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Executive Summary

The NRWSS Strategy to 2020, which was approved by the Prime Minister on 25 August 2000 with Decision 104/2000/QĐ-TTg, has given the rural water supply and sanitation sector an overall framework for where the sector wants to be in 20 years' time and the National Target Programme for Rural Water Supply and Sanitation (NTPRWSS) was defined as the tool to implement the NRWSS Strategy. As Information, Education and Communication (IEC) is seen as a key tool for ensuring sector efficiency and effectiveness of the RWSS programme, the preparation of comprehensive IEC guidelines for the next four years with the purpose of using the resources of the NTPRWSS better and to gradually integrate it into the NRWSS Strategy was strongly recommended.

The focus of the Guidelines is to build on the strengths, overcome the existing weaknesses, take advantages of external opportunities and minimize the external threats. They also attempt to identify key issues to be addressed, which include:

- To strengthen the institutional settings for all involved in IEC from central down to the local levels by identifying clear functions and responsibilities.
- To build capacity of staff in charge of IEC at all levels in planning, implementation and monitoring and evaluation of IEC activities, with special attention given to the commune and village levels.
- To improve the training capacity and training curriculum on RWSS focusing on participatory training methods.
- To diversify messages and media channels in order to reach the target groups for a sustainable change in RWSS related behaviours.
- To draw out and disseminate lessons learnt from existing models for wide replication.
- To ensure the most necessary resources for effective implementation of RWSS related IEC activities through an advocacy strategy.

The key solutions for the period of 2002 – 2005 are as follows:

1. Involving leaders at all levels
2. Designing integrated implementation of IEC activities from community level
3. Capacity building in IEC planning and management
4. Developing IEC materials for different target groups
5. Expanding entertaining health education for children
6. Conducting mass communication and national campaigns
7. Collecting and disseminating lessons learnt

8. Strengthening monitoring and evaluation

In order to implement these Guidelines, it is necessary to ensure the enabling conditions such as an inter-organisational and inter-sectoral cooperation approach with a clear division of responsibilities between agencies and social organisations so they make a joint effort. In addition, technical assistance is very much needed in order to build up the capacity of the sector at the beginning of the implementation. It is also necessary to have adequate funds allocated for IEC to ensure the long-term sustainability.

1. INTRODUCTION

1.1 Background

The total population in Vietnam was approximately 80 million in 2002 according to the latest statistics. Of these, approximately 77% lived in rural areas. Although poverty was reportedly reduced since the introduction of the reform process “Doi moi” in 1986, it is still widespread, especially in rural areas. Per capita income is only approximately US\$350 and the gap between the rich and the poor appears to be increasing.

In the last two decades, despite limited resources, the RWSS sector has made considerable efforts, increasing the proportion of the rural population having access to clean water to 50% and to sanitation facilities to 37%, respectively, in 2002. However, these coverage figures remain much lower in remote areas where mainly ethnic minority people live. Water and sanitation related diseases are still common and have the highest rate compared with other common diseases.

In the NRWSS Strategy, which was prepared in 1997 and approved on 25th August 2000 by the Prime Minister, IEC activities were identified as one of the main solutions aiming at increasing people’s demand and choice of WSS facilities, promoting people's willingness to pay and change their hygiene behaviours. MARD was assigned as the focal point and coordinator for a wide range of organizations that are involved in the implementation of the Strategy. CERWASS is responsible for preparing a master plan in order to cooperate and develop the existing resources with the purpose of achieving the objectives. Behaviour change is considered difficult and will take time. Furthermore, it is affected by socio-economic change so therefore the IEC orientation is prepared for every 5-year period.

The Guidelines have been developed based on an analysis of the internal strengths and weaknesses as well as the external opportunities and threats which came out from a series of consultation workshops with the participation of concerned ministries/organisations, i.e. MARD, MOH, MOET, WU, YU, CERWASS, representatives from 20 provinces and donors such as DANIDA, UNICEF, AusAID, and EAST.

1.2 Purpose and potential use

The contents of these Guidelines were based on experiences and lessons learnt during the implementation of past and present RWSS programmes and projects; lessons which have been included in the new approach of the NRWSS Strategy. This document gives guidance on how to implement and promote the preparation of plans from local to higher levels and how to promote initiatives from community level, at the same time indicating how to utilize the best strengths of existing organisations to improve the RWSS situation.

The IEC Guidelines are intended used for the following purposes:

- Determine the immediate objectives and targets, dividing them into phases of the Strategy and focus of the phase, allocating the resources required in this connection;
- Provide operational guidelines for central and provincial IEC offices;
- Suggest models to mobilize internal and external resources for RWSS
- Facilitate the process of planning and implementation with participation of various agencies and organizations.

2. BASIS FOR THE GUIDELINES

This chapter provides a brief review of the growth and development of the IEC component of the sector, focusing on the trends of change and the role of different stakeholders in the promotion of clean water, sanitation facilities and personal hygiene. It also introduces the strategic shift of the general strategy, including the IEC component, and its implications. In addition, an analysis of strengths vs. weaknesses, opportunities vs. threats is included. The purpose of this chapter is to identify the core premises for developing these Guidelines.

2.1 IEC development during the years before 2000

Since 1955 the Ministry of Health has launched a number of health promotion campaigns and the broadcasting system was effectively used in disseminating knowledge on communicable diseases and its prevention measures to people. One of the biggest movements was the campaign on “three constructions: dug well, double vault latrine and bathroom” in the Northern part of the country, launched by President Ho Chi Minh.

UNICEF started their support to the rural water supply and sanitation programme in Vietnam in 1982 and was almost the only donor in this area. As the programme strategy was focusing on the construction of household water supply facilities and demonstration latrines, IEC activities were mainly aimed at convincing people to “receive assistance” and mobilizing their contributions in the form of local materials, labour and a little finance.

The Directive 200 TTg issued on 29 April 1994 puts water and sanitation high on the agenda of different institutions. Mass communication was used intensively in drawing public attention to water and sanitation related issues. Television and radio were important sources of information. For example, a TV programme named “For the Quality of Life” specialised on water and environment was broadcast every week, while in the past the information and messages on water and sanitation were often only integrated into other health programmes. The National WATSAN Week was initiated and is now arranged annually.

Since 1994, health education has been one of the compulsory subjects to be taught in primary schools. Clean water, sanitation and environmental issues were included in the textbooks. It was, however, a major problem that only around 50% of the primary schools had proper water and sanitation facilities and some of them were not maintained properly. This meant that the health and hygiene education in schools could not be put into practice.

From 1993, mass organisations, such as WU and YU, started being involved in RWSS related IEC activities at community level. The Women’s Union trained field motivators in using the well-known WB/PROWESS participatory toolkit for hygiene education and community empowerment and assisted with the establishment of “savings groups” for construction of water and sanitation facilities. The Youth Union was often highly appreciated as a pioneer in connection with campaigns and as being more mobile than members of other mass organisations. The IEC activities mainly included training, village meetings, information campaigns, and competitions on article writing, songs, dramas and production of IEC materials.

MOH started integrating IEC on water and sanitation into health programmes in collaboration with mass organisations, MOET and other sector organisations. Health workers played an important role in providing health and hygiene education at community level.

However, for all the above-mentioned activities there were no regular in-depth surveys on people’s knowledge, attitudes and practices or impact evaluations, which made it very difficult to monitor change.

In 1998, the Government officially approved the NTPRWSS with four main areas: 1) rural water supply; 2) construction and use of sanitation facilities; 3) animal sheds; and 4) waste water treatment for handicraft villages. MARD was assigned as the coordinator for its implementation. IEC activities described in the NTPRWSS consisted mainly in the use of the mass media and construction of demonstration facilities.

2.2 Change in the new IEC approach

The previous, common IEC approach was to convey instructions from the top. According to this approach, the top management developed the targets and the IEC staff communicated the instructions, the local people received the instructions and implemented them passively.

The approach described in the table in the next page shows that the Government has been playing the key role in planning, selecting technologies, subsidizing construction and maintaining water schemes and sanitation arrangements. Furthermore, investment plans were prepared based on Government and donors' targets. This meant that people were not informed from the beginning, as IEC only encouraged people to practice individual hygiene, **receive donations** and contribute materials, labour and a little money. People did not have any, or only little, responsibility in protecting and maintaining water schemes as well as public sanitation arrangements.

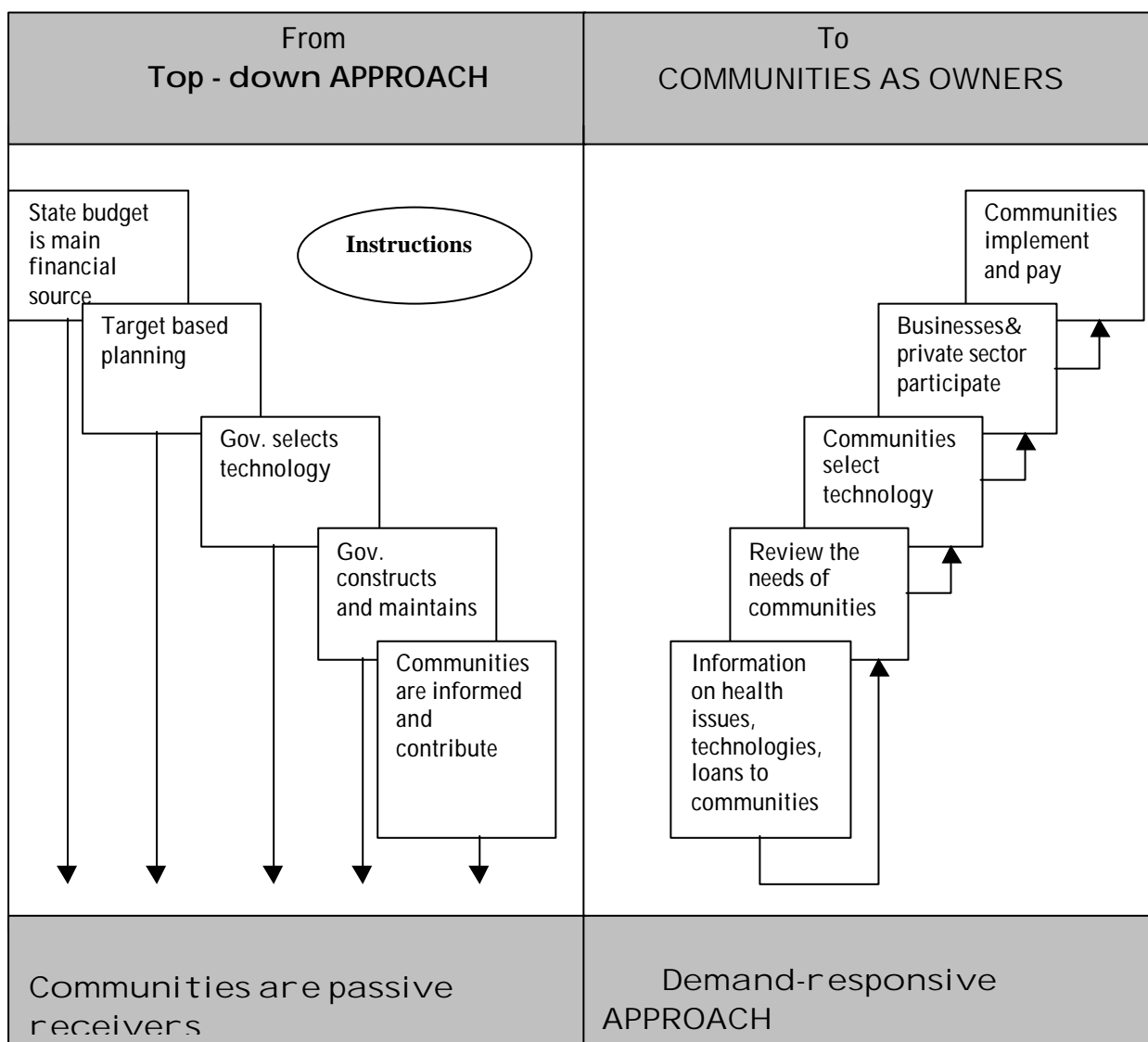
Research and lessons drawn from evaluations, made the Government and donors realize that the most important way to ensure the sustainability of water schemes was that "if the users really want to have clean water and good sanitary conditions, they will themselves make their own plans for improvements". According to **the new demand-responsive approach**, users will make their own plans and construct water schemes themselves with support from the Government and donors. Thus, users will decide on appropriate technology solutions, site and costs of construction and maintenance of their water and sanitation facilities. They will also decide whether to construct themselves or to ask for quotations from contractors. Users will decide whether to invest themselves, or to participate in groups to get loans or support from the Government. All in all, the Government will only advise, support and manage, instead of doing construction.

Because users will bear all, or a part of, the expenses for constructing and maintaining their water and sanitation facilities, IEC interventions need to be implemented to help households obtain information on technology issues, operation of a water scheme, financial mechanisms as well as loans in order to make the right decision before a project is prepared or a water scheme constructed. If IEC activities are implemented continuously before, during and after a water scheme is constructed, this will make it more likely that the scheme will be sustainable.

Changes in the NRWSS Strategy Approach ➔

Implementation Process of the NRWSS Strategy 2020

Targeting communities and users



The NRWSS Strategy up to Year 2020 was approved in 2000 and puts much emphasis on IEC activities and on community participation. IEC activities are seen as vital for the success of all development strategies. The main future role of the Government is to focus on implementation of IEC and management activities rather than being directly involved in the construction of RWSS facilities.

The NRWSS Strategy constitutes a strategic change in focus, where a demand-responsive approach replaces the former supply-driven approach. IEC activities therefore have the following purposes:

- Encourage an increased demand for clean water and hygienic latrines;
- Make full use of people's internal strength, increase their willingness to make financial contributions to construction of water supply facilities and hygienic latrines;
- Provide users with necessary and sufficient information to make informed choice between different RWSS technologies;
- Create a much higher awareness of hygiene and of the link between sanitation, hygiene practice, water supply and health.

In short, the overall aim of the IEC activities is to **enable people** to make their own choice between different WSS **technologies**, different **hygiene practices** and different ways of **financing** improvements.

2.3 Strengths, Weaknesses, Opportunities and Threats (SWOT)

Strengths

- **Special attention and priority given by the Party and Government** for RWSS. It is demonstrated through the issue of several directives, in particular the approval of the National Target Programme on RWSS up to 2005 and the NRWSS Strategy to 2020.
- **Increased coverage of mass media**, even in remote areas and minority ethnic areas. At present, the national average radio and TV coverage is 95% and 85%, respectively. The Government gives priority to improving the mass media, with the aim that by 2010 every family will have access to radio and television.
- **Extensive network of motivators** from local organisations such as WU, YU, FA, health stations, schools, Veterans' Associations, etc. Some of them work as full-time staff, others on a part-time basis. Some receive a salary, while others work as volunteers.
- **Extensive network of health workers** who have experience in managing programmes on nutrition and diarrhoea including promotion for improved RWSS. Furthermore, Primary Health Care Committees have been established in most communes, with the responsibility for many community mobilisation activities.
- **Several initiatives** have been taken to promote and implement the demand-responsive approach of the Strategy. This has involved the private sector.

Weaknesses:

- **Little coordination between organisations at the same level**, as ministries/organisations who are currently involved in IEC for water and sanitation promotion are vertically structured. This is a major concern when aiming at correct and consistent messages, sharing of materials, training experience, the results of surveys and coordinating the use of different mass media.
- **Shortage of IEC staff in CERWASS and pCERWASS** and some of the other organisations involved in IEC. There are only a few people in the IEC Unit, which is newly created in central CERWASS. Only a few pCERWASSes have assigned 1 full time person to be responsible for IEC activities. In most pCERWASSes, IEC is assigned as an additional task for already employed staff. The local collaborators mainly work on a voluntary basis.
- **Little knowledge and experience among CERWASS and pCERWASS IEC staff**, particularly in the use of participatory methods. Furthermore, their role and functions in co-ordinating the implementation of the IEC activities in accordance with the NRWSS Strategy have not been clearly defined.
- **Different approaches and little training on community participation.** At present, the School of Public Health and other Medical Schools teach hygiene education but focus more on theory than practical skills while the Center of Hygiene Education conducts short-term training. Mass organisations train their staff and motivators but their approach to community participation differs. The focus is on training of trainers at provincial level, while the training for local motivators/volunteers is short with very little follow-up.
- **Messages and information are often provided in an instructive way** with little possibility for discussion and explanation. The traditional way of communication appears still to be "passing messages" from the central level down to the community level.
- **Messages in IEC materials are not attractive.** Some materials do not reach the intended target groups, particularly those living in the remote areas.
- **Knowledge on the effectiveness of different IEC interventions is limited.** There is not much research and assessment of the impact of IEC activities on behaviour change related to water supply, sanitation and hygiene. In addition, the limited information available has not been used effectively.
- **Inadequate funds allocated to appropriate RWSS related IEC activities.** In most programmes, particularly the National Target Programme, the budget for IEC is very small compared to the construction budget. Inadequate funding is hampering the efficiency and effectiveness of IEC interventions, especially in remote areas where more time and efforts are required because of the low population density. In addition, the limited Government funds available for IEC activities have mainly been used for large meetings and training.

Opportunities:

- **Most international donors pay much attention to IEC**, particularly in poor and remote areas. They consider it as a precondition for sustainable development.
- **The NRWSS Strategy** creates the general orientation for all levels and attracts donors.
- **New information technologies are being promoted** to disseminate information, i.e. a CERWASS website was established and internet services and e-mail connections set up in many pCERWASS offices. The Government is also, on a pilot basis, establishing internet services at some commune post offices.
- **Entertaining education approaches have been introduced** with success in some programmes. Examples are soap operas on HIV/AIDS (CARE International), animation films on Children's Rights with Mai character (UNICEF), School Theatre for Adolescents (Youth Theatre and MOET), etc.

Threats:

- **Poverty, low education and isolation** may prevent many poor women and men from access to information so they can improve their own situation.
- **Natural disasters**, i.e., flood, cyclones, drought, etc. occur frequently in many areas of the country.
- **IEC activities are dependent on activities within other areas**. For example, delays in the assessment of appropriate WSS solutions in a particular geographical area will delay IEC activities.
- **Behavioural change takes time** while sufficient resources might not be available to sustain IEC activities over a long period of time.
- **Donors use different approaches** and have different priorities to follow. This includes different approaches to IEC and community participation. In the past this has made coordination of IEC activities difficult and sometimes led to confusion among national stakeholders.

3. FUTURE APPROACH TO IEC

The following describes the IEC intervention approach and the identified objectives of IEC activities. It is based on the strengths and opportunities that are described in the previous chapter, and is designed to overcome existing weaknesses and minimize external threats. The key IEC principles contained in the NRWSS Strategy are the basis for all future IEC activities.

3.1 Key principles

The NRWSS Strategy includes a number of important principles in connection with the planning and implementation of IEC activities. These principles are described in more detail below.

Focus on the Poor

As the poor often have limited access to information and low educational levels, special efforts will be made to ensure that IEC activities reach the poor. Special efforts also need to be made to ensure that the poor, both women and men, are represented in user groups and generally involved in decision-making and monitoring activities.

Use of Participatory Methods

It is international experience that the best results from IEC activities are achieved when participatory methods are used. The focus will therefore be on a participatory process with the establishment of a dialogue and the provision of background information and explanations so that people can make their own choice.

Integration of IEC on Key Topics

An integrated approach will be used so that people get access to all the information they need in order to make their own decisions, i.e. information on health and hygiene issues, RWSS technology options, the cost of these, how they can finance the construction costs (own savings, loans, grants), the organisational “requirements” etc. Village motivators play an essential role in integrating IEC on the different topics.

IEC at All Levels, with Special Focus on Communes and Villages

It is essential that the village motivators receive sufficient training, materials and support to implement their tasks. In addition, decision-makers and staff in different organisations at district and provincial levels should also be well aware of the principles and main solutions of the NRWSS Strategy.

Consideration of Differences

The local situation, i.e. the differences in customs, traditions, socio-economic conditions, literacy etc. will be considered when planning and implementing IEC activities.

Special Attention to Gender Issues

Special efforts will be made to ensure that the RWSS-related tasks, priorities and views of both women and men are considered. This means that both men and women will be encouraged to participate in the planning, implementation and monitoring of improvements. Gender issues will be paid special attention so they are integrated not only into IEC activities but also into all other activities related to the implementation of the NRWSS Strategy.

Particular Emphasis on the Use of Hygienic Latrines

A number of studies in Vietnam show that generally villagers give low priority to the construction and use of latrines, compared with the priority given to investments in improved houses and water supply facilities. In accordance with the NRWSS Strategy, IEC activities will therefore place particular emphasis on promoting the construction and proper use of hygienic latrines and on making people aware of the link between sanitation facilities, water supply and health.

Involvement of Many Institutions in IEC

In accordance with the NRWSS Strategy a number of institutions at different levels will be involved in the planning and implementation of IEC activities, in order to make these as effective as possible. It will be essential to ensure good co-operation and co-ordination so the institutions integrate their activities, follow the same overall IEC approach and provide people with correct and consistent information.

Adequate Funds for IEC

The NRWSS Strategy mentions that special attention will be given to the allocation of adequate funds for IEC; this is considered more important than provision of funds for construction of WSS facilities.

3.2 Main objectives of the period 2002-2005

From the year 2005, IEC activities will be redirected in accordance with the NRWSS Strategy's new approach. The following table includes a description of the main activities to be carried out during the period.

Year	Focus
2002	<ul style="list-style-type: none"> • Increasing the awareness of policy makers on the NRWSS Strategy • Promoting inter-organisational co-operation and establishing a co-ordination mechanism
2003	<ul style="list-style-type: none"> • Increasing the capacity of IEC staff at all levels to develop and manage IEC plans • Implementing research/monitoring activities and developing innovative approaches • Expanding and strengthening IEC activities, focusing on the use of participatory methods • Producing and distributing IEC materials • Researching, monitoring and testing some models of intervention
2004	<ul style="list-style-type: none"> • Expanding IEC activities and applying new participatory methods • Continuously improving and adjusting IEC activities and producing new materials • Disseminating experiences and good models
2005	<ul style="list-style-type: none"> • Evaluating achievements and adjusting the implementation plan for the period after 2005

The first two years 2002 and 2003 are considered the growth stage, which focuses on strengthening inter-organisational co-operation and co-ordination of IEC efforts, capacity development, production and distribution of IEC materials, discussion notes, handbooks etc., communication research and establishment of an enabling environment for further implementation. If all these interventions are carried out properly, they will provide a good foundation for expansion of the following activities. At the end of 2003, a mid-term evaluation should be carried out in order to adjust the plan for the next years.

During 2004 to 2005, IEC will be adjusted and expanded based on the lessons learnt, including successes and failures. Therefore the focus of these years will be on the documentation and dissemination of good models and practices. Results of the evaluation at the end of this period will form the basis for the next phase.

4. KEY SOLUTIONS

The following should be considered as a guide and inspiration for policy makers and IEC staff at different levels and should be adjusted to address the specific situation and needs at the local level. It is envisaged that, based on the IEC Guidelines the individual institution and province will develop its own plan, with the implementation of the NRWSS Strategy until 2020 being based on the local situation.

4.1 Involving leaders at all levels

Policy makers at all levels, i.e. People's Committees, heads of concerned ministries and mass organisations, etc. should have a clear understanding of the approaches of the NRWSS Strategy and commit themselves to implement it. This can be achieved through regular information updating from the CERWASS website, newsletters, the mass media, workshops, seminars, etc. Furthermore, RWSS related subjects should be integrated in relevant programs conducted by different ministries/organisations.

It is also important to maintain the active, meaningful and sustained involvement and participation of religious and community leaders in IEC activities.

4.2 Designing the integrated IEC implementation

Demand-responsive planning according to the Strategy requires an active participation from the community. It means that IEC activities have to be identified and developed at village/commune level based on the community's needs. They should also be integrated closely with activities related to financial, technical and institutional issues. Especially, there should be focus on the participation of both men and women in the planning.

To ensure active involvement of related stakeholders, it is therefore proposed that an IEC group or steering committee should be established at all levels. The stakeholders should participate on a co-operative basis and a selected agency be assigned to take the initiative and co-ordinate.

Based on a participatory process, Commune Committees will prepare IEC plans and submit to district level. Specific interventions will then be assigned by a committee at district level, based the characteristics of individual agencies and their strengths to respond to community needs, such as training programmes, development of materials, provision of technical guidelines, etc. CERWASS and related departments and organisations at all levels will play the role as facilitators to provide the guidance and technical support to the development of detailed commune plans (See Annex 3: Implementation process of the demand- responsive approach).

This is a participatory process that requires not only time, but also skills. It is envisioned that it will take time to fully integrate the NRWSS Strategy approaches in the implementation of the National Target Programme on RWSS. The first step will be to ensure that high priority is given to IEC activities and its incorporation in the different stages of a "traditional" project. (See Annex 4 Guidelines on how to integrate IEC into water supply and sanitation programmes).

4.3 Capacity building in IEC planning and management

Planning and implementation of IEC activities with a demand-responsive approach as mentioned need to re-orient and train not only people who work in the water sector but also other stakeholders. In order to ensure quality and sustainability of training, it is necessary to have a group of qualified trainers at central and provincial levels that are good at development of training curriculum and participatory teaching methods. The central team will train the provincial team and the provincial team will train others at district/commune levels.

An IEC steering committee or working group at central level should review training programs and training manuals currently used by individual stakeholders at all levels. To ensure consistency at all levels it is essential to develop a set of training packages on communication for behaviour change in the RWSS programmes for central, provincial, district, and commune levels. Subjects of training may include basic knowledge on RWSS related issues, awareness of the NRWSS Strategy, health education, planning and management of IEC for behaviour change, participatory training methods.

Individual ministries/organisations should adapt these packages when designing training based on their own situation. For example, while CERWASS IEC staff should focus more on IEC planning and management, the health workers may put more emphasis on RWSS related diseases and prevention measures. However, all of them need to learn how to use participatory approaches. All the training should be carefully designed based on training needs assessments and gender analysis.

4.4 Developing IEC materials for different target groups

Audience segmentation research, not only on RWSS-related knowledge, attitudes and practices but also on psychological aspects such as values, beliefs and life styles need to be done before designing messages and materials to ensure all target groups are reached. This information can be obtained from the regular monitoring activities.

Prototype materials could be developed at national/provincial level based on research results and adapted in specific local areas. Involvement of local artists is much encouraged.

It is encouraged to use a combination of IEC channels to disseminate messages. The enter-education approach can be applied with radio dramas, TV dramas, video films, traditional theatre, competitions and contests with the participation of mass organisations.

However, emphasis will be given to provide adequate information and appropriate materials in a good quality (resistant to change) to village motivators. This will include audio-visual materials for people with low educational levels and ethnic minorities.

4.5 Expanding entertaining health education for children

Children themselves can be good “health messengers” if they tell or share with their parents, friends and neighbours what they have learnt in school. As the curriculum is very tight, the focus of IEC interventions will be to improve teaching methods, produce and

use picture sets and other materials and to maintain the active involvement of schools in national/local campaigns.

Focus will be on social or extra-curricula activities in schools, which may include competitions, contests, story telling, sketches, games, etc. and be organised during specific campaigns or they can be included in the regular school schedule. Teachers need training and to be encouraged to use a learner-based teaching approach and at the same time use audio-visual teaching aids.

The “Child-to-Child” and “Health Promoting Schools” approaches that have been applied in many primary schools need to be carefully reviewed for lessons learnt before further replication.

4.6 Conducting mass communication and national campaigns

MARD and CERWASS, in collaboration with other ministries and organisations, will be responsible for coordinating national RWSS campaigns, focusing on radio and TV at the national level and more community dialogue at grassroots level. Each campaign will focus on one specific subject. Explanations and demonstration of the Strategy approaches will be the focus in the first 2 years of implementation. Pre- and post-evaluations of the campaigns are encouraged.

Local mass media play an important role in disseminating information. Therefore, it is necessary to increase the awareness of reporters who cover RWSS. They will also receive information and training on main issues in the RWSS strategy, which need to be disseminated to the public and to policy makers. Press conferences and briefings at the central level should be organised periodically to help them keep themselves up-to-date, be aware of changes within the RWSS sector and be able to promote good models for improvements. Furthermore, to encourage them to pay attention to the sector, press releases at the central level as well as publications and documents about technologies, finance, speed and progress of the water supply and sanitation programme will be frequently provided to journalists.

4.7 Disseminating good RWSS models and practices

All good models or practices in the use of sustainable development principles will be documented, either in visual or written forms. It can then be disseminated through a variety of communication channels such as the mass media, printed materials, electronic media, etc. The collection and evaluation of these models and practices will be done in collaboration with other components to ensure the quality and appropriateness of outgoing information.

Field visits and experience exchanges between provinces both within and outside Vietnam are also recommended.

4.8 Strengthening monitoring and evaluation

It is essential to establish a reporting system for IEC activities from grassroots to central level, which should be seen as an element of the general monitoring system of the RWSS

Programme. It may include a set of indicators for behaviour change with a simple checklist form. In order to have a reliable database on IEC activities, IEC staff will be trained on data collection and analysis based on clear and comprehensive guidelines. Emphasis will be given to participatory evaluation and a gender analysis approach.

Evaluation of the impacts of IEC interventions to achieve behavioural changes related to RWSS in different regions can be implemented through knowledge, attitudes and practices studies at the start and the end of the period. In addition, smaller surveys can be carried out by each locality as part of their regular IEC activities.

Evaluations on the effectiveness of IEC activities for specific target groups, especially children, ethnic minority groups will provide quick feedback to improve activities and the methods so they are more locally appropriate.

Day-to-day monitoring of individual IEC activities will be done by the organisations responsible for these activities. The main organisation will, through professional research units, evaluate the impact of IEC interventions on behavioural changes on a periodical basis. Evaluation results will be shared and disseminated widely and be used for adjustment of plans and the approach in order to enhance the effectiveness of IEC activities.

5. ENSURING SUPPORTIVE WORKING CONDITIONS

The discussion from the preceding chapter indicates there are considerable challenges within the IEC area. In order to sustain what has been achieved and aim at a greater change, this process requires not only an extensive expertise among IEC staff to successfully implement the strategic actions as described above, but also sustainable financial resources.

5.1 Financial assistance

Although IEC is considered as the first solution and increased IEC budgets at all levels are important for the sustainability of IEC activities, discussions with representatives from departments and organisations at both central and local levels show that the responsible officials are not yet aware of the need for increasing the proportionate IEC funding. The following will be done to ensure sufficient budgets for IEC:

- Propose to MPI and MoF to make available sufficient budget for IEC activities for the NTP on RWSS, by considering the proposals that include funds for community mobilisation and health education in the cost estimates for constructing facilities;
- Mobilize and make full use of bilateral and multilateral funds of individuals, international organisations, governmental organisations and NGOs, especially to test new approaches;
- Consider using a specified part of the interest on WSS loans to cover the IEC expenditures at the local level;

- Mobilize organisations, private enterprises, individuals and other economic sectors in society to integrate the contents of IEC activities into the information and advertisement activities of the enterprises in the spirit of mutual benefit.

Mobilisation of financing for IEC is always considered part of the overall strategy for the RWSS area. This can be done by providing and regularly exchange information, prepare good projects, disseminate good models and by inviting donors to have field visits or be involved in the monitoring and evaluation of the IEC efficiency.

5.2 Technical assistance needs

It should be possible to commence implementation of the IEC component of the NRWSS Strategy with the existing capacity of the NTPRWSS program. The new approach will require some actions as indicated in previous parts of this document such as integrated planning, ensuring the coordination of concerned stakeholders, improving the quality of IEC activities at grassroots level, bringing appropriate messages to the right target groups, ensuring dialogues with communities, and strengthening community participation.

However, given the shortage of trained IEC personnel and the demands for IEC expertise resulting from the NRWSS Strategy approach, there are at least six areas where technical assistance and training are needed in order to implement these Guidelines effectively. Such technical assistance can be found domestically (i.e. be provided by national specialists) within the following six areas:

1. Preparing integrated implementation plans at different levels
2. Studying and classifying target groups
3. Developing messages and IEC materials
4. Planning entertainment education activities
5. Applying participatory approach in mobilisation of community participation
6. Developing a participatory monitoring and evaluation system

6. ORGANISATIONAL AND INTER-SECTORAL COLLABORATION

MARD was assigned as the focal point and coordinator for the implementation of the NRWSS Strategy, with CERWASS having the main responsibility for preparing the IEC strategy and implementation guidelines with involvement of concerned ministries and organisations, i.e. MOH, MOTE, MCI, mass organisations, donors and NGOs. There must be close cooperation on all activities from the central to the local levels on the basis of a clear division of responsibilities, corresponding to their own functions and strengths. The cooperation can be based on vertical assignments and inter-organisational/inter-sectoral coordination can be expanded and strengthened based on a horizontal approach.

6.1 Responsibilities of individual ministries and organisations

Ministry of Agriculture and Rural Development promotes bottom-up planning of IEC activities and a RWSS community management approach; coordinates with all ministries, agencies and organisations to respond to demands; is responsible for monitoring and impact evaluation of IEC interventions implemented by individual agencies and by local authorities; mobilises available resources and international resources for the implementation of IEC activities.

Ministry of Health promotes health education in terms of knowledge up-dating and training programmes for health workers at all levels with special attention to village health workers; integrates information on Health-Water-Sanitation into other health promotion activities through the local Primary Health Care Committees; provides concrete and appropriate information and technical assistance to IEC activities.

Ministry of Education and Training reviews the health education materials for children and promotes participatory teaching methods for extra class sessions on Health-Water-Sanitation; reviews the Child-to-Child and Health Promoting Schools approaches together with MOH and other relevant organisations with a focus on lessons learnt and options for improvements.

Ministry of Culture and Information coordinates activities such as exhibitions, film shows, art performances, entertainment education activities as well as traditional cultural activities for RWSS promotion; integrates RWSS issues into the national model for “A Cultural Village” as well as into the activities of local cultural centres in order to increase people’s knowledge and awareness on RWSS.

Ministry of Finance together with Ministry of Planning and Investment, based on the master plan for RWSS, balances and allocates the necessary budget, including foreign funding for implementation of the NRWSS Strategy, especially IEC activities.

Mass media agencies play a very important role in disseminating the NRWSS Strategy, in drawing the public’s attention to crucial issues or new approaches, and in promoting best practices widely through their regular columns or special programmes on RWSS.

Women’s Union plays a key role in enhancing community participation through training and support to establish water user groups in order to get loans or subsidies.

Ho Chi Minh Youth Union contributes to big campaigns and integrates construction and maintenance of RWSS facilities into action plans of Youth Groups within Youth Movements such as “Our Green Summer”.

Farmers’ Association mobilises and encourages people to use the right techniques for treatment of human and animal excreta, ensuring a good environment and at the same time protecting the water resources.

6.2 Expand and strength inter-sectoral collaboration

The establishment of an IEC committee or group with the involvement of number of relevant organisations/ departments is very important, with the number of members depending on the level and the local situation. It is necessary to encourage that particularly women are included, especially as local motivators.

The **Executive Committee at central level** consists of IEC specialists from concerned ministries and organisations and should have a clear plan. The Communication Section of CERWASS with qualified staff will act as a support unit for the Committee. The Committee has the following key tasks:

- Summarise annual IEC action plans, monitor and evaluate the implementation of IEC activities throughout the country;
- Develop training models and materials for trainers at central and provincial levels.
- Develop general guidelines on IEC for all levels;
- Develop and implement IEC intervention models;
- Organise research and technical assistance for provincial IEC groups;
- Review the need and assistance required for design, production and distribution of IEC materials;
- Network and share information on the progress of the implementation of the RWSS programme, as well as lessons learnt, with other related ministries and agencies, provinces, projects and donors;
- Assist MARD to adjust IEC strategies and organise national campaigns.

The **Executive Committee at provincial level** consists of IEC specialists from concerned departments and organisations and should have a clear plan. A Communication Section in the pCERWASS should be established with at least one IEC focal staff. This section acts as a support unit for the Provincial Executive Committee. The Committee has the following key tasks:

- Contribute to the management of IEC activities in the province and its districts;
- Support district IEC groups on technical issues;
- Train district and commune IEC staff with the assistance of trainers from central level;
- Implement IEC activities in the province;
- Coordinate and integrate with other organisations on IEC activities related to RWSS
- Coordinate with the IEC section of National CERWASS on research and the development and distribution of IEC materials;
- Provide technical assistance to the District Advisory Service Centres;
- Participate in research in collaboration with the Central IEC staff
- Send summary reports to pCERWASS and the IEC Section of National CERWASS

The **Executive Committee at district level** consists of IEC specialists from concerned departments and organisations. They have the following key tasks:

- Summarise and monitor commune IEC plans, summarise reports and send to the district and province;
- Give advice to District Advisory Service Centre, households and users on RWSS issues, technical and funding issues, helping people to choose appropriate water supply and sanitation technologies;
- Participate in research in collaboration with the provincial Working Committee;
- Provide training for commune committees and village motivators;
- Make periodical reports to the provincial Working Committee.

The Commune Committee consists of representatives from local organisations.

- Make plans and implement IEC activities related to RWSS in the commune and integrate RWSS related messages into other on-going programmes;
- Assist, train and monitor IEC activities in villages/hamlets;
- Mobilise local resources, including financial support for the commune/village/hamlet motivators in doing their volunteer jobs;
- Organise school hygiene education activities for children;
- Organise traditional cultural activities to promote the change of RWSS related behaviours;
- Provide support to individual persons/user groups in making applications for loans or grants for construction of RWSS facilities;
- Make progress reports to the district level.

Local motivators may consist of commune/village health workers, village leaders, Women's Union members, teachers and members of other organisations in the commune

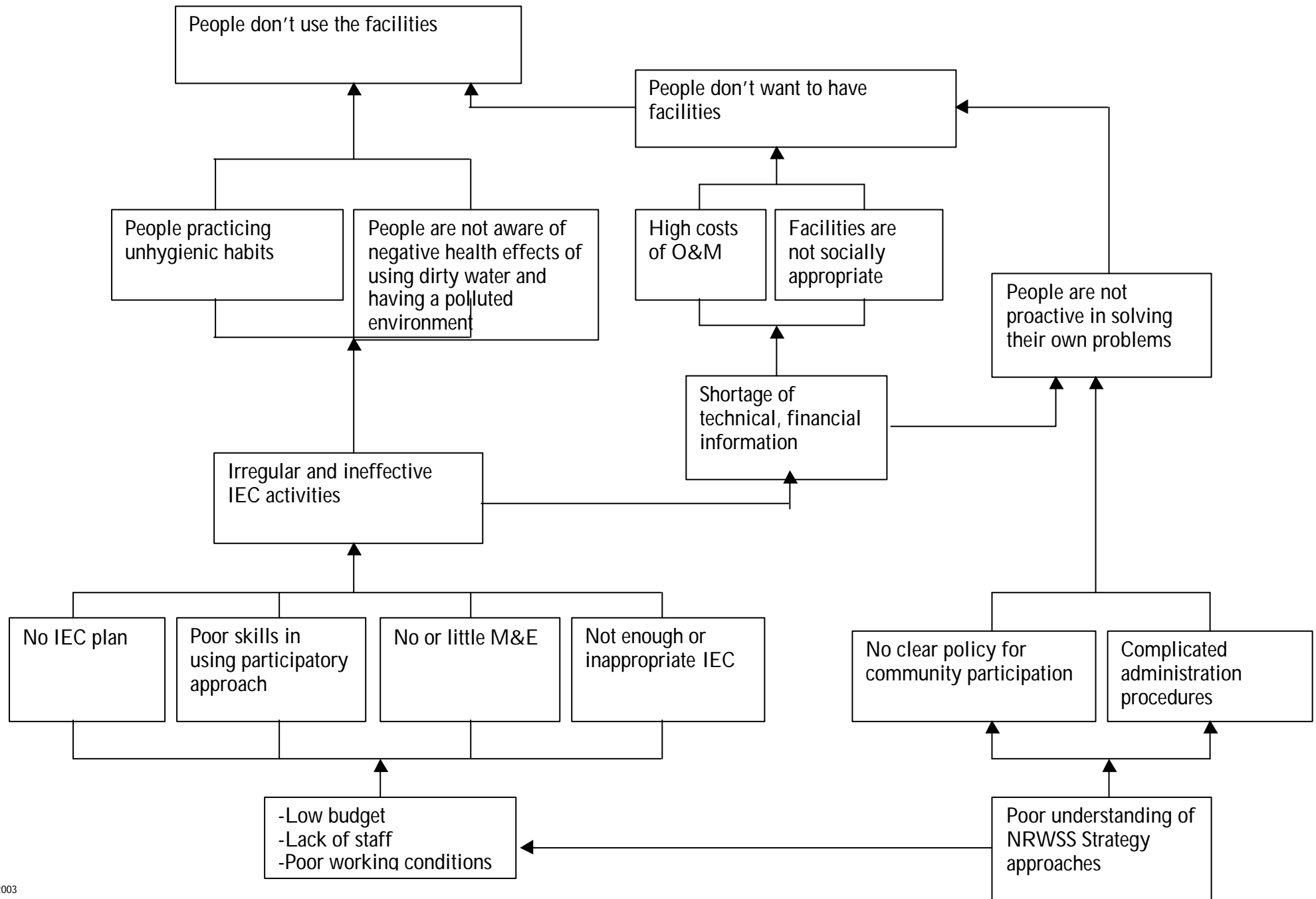
- Facilitate a participatory process in planning at village level;
- Conduct group meetings, village meetings or household visits to provide the necessary, relevant information on health, technology, finance, procedures for establishment of user groups, etc.;
- Distribute IEC materials to households;
- Promote community management and establishment of user groups to get loans for shared water schemes;
- Supervise progress in construction and monitor behavioural change at village level.

GLOSSARY

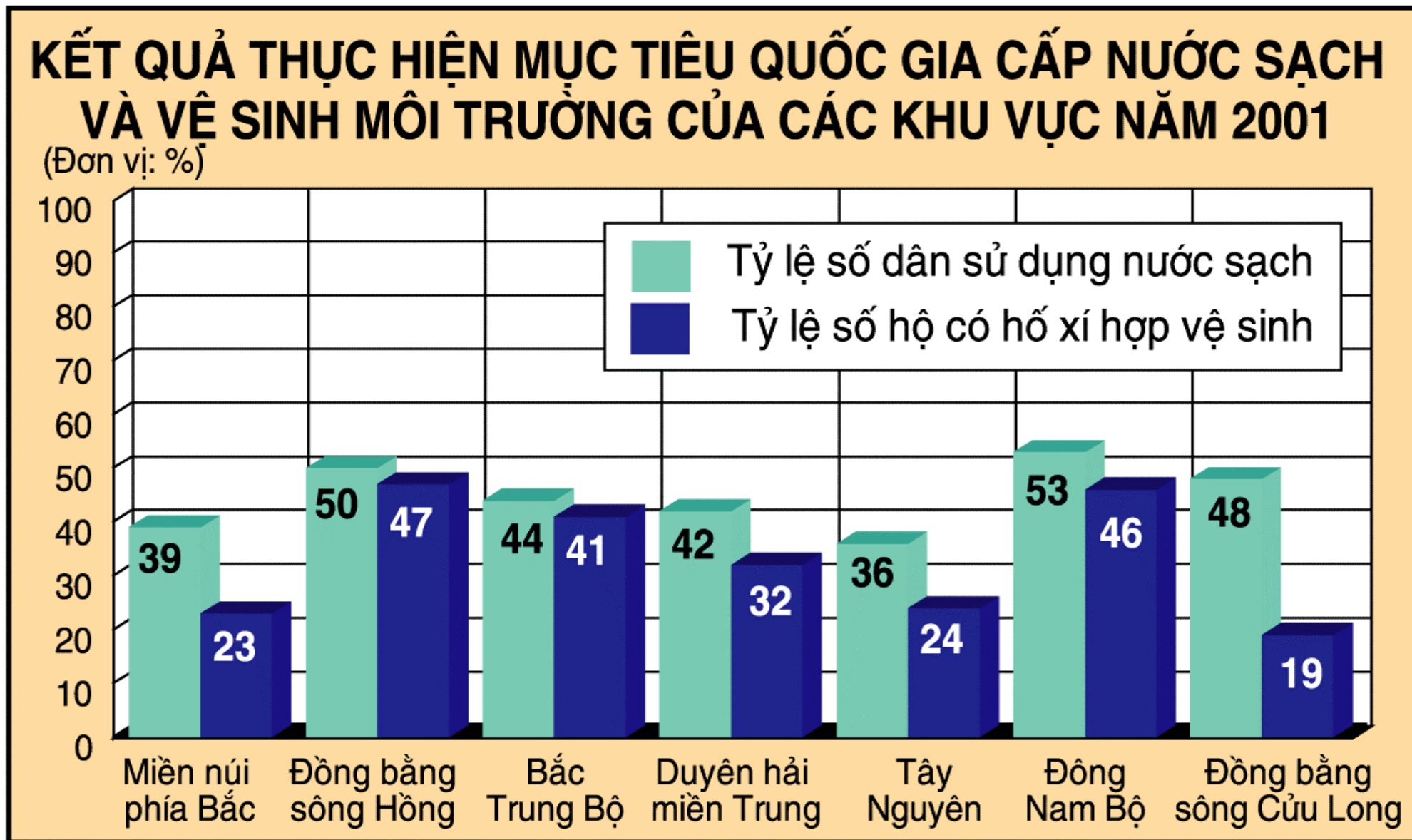
Advocacy	The act of lobbying political, religious and economic leaders for support or pleading cause.
Behaviour	The complex actions impacted by internal (hereditary, personality) and external (natural environment, society) elements manifested by detailed actions, may be observable or may not be. Behaviour consists of 5 sub-elements: Knowledge + Attitudes + Practices + Beliefs + Values.
Community participation	Empowering people to identify problems, decide how they can be overcome them, make plans and seek solutions and increasing the capacity of communities to organize and manage services.
Full costs	The full costs of a water and sanitation system includes the capital costs of construction (including financing charges), O&M costs and depreciation.
Health and hygiene education	A process of providing health and hygiene information through all available channels in order to promote beneficial changes in health behaviour.
Information, Education and Communication (IEC)	The planned communication component of programmes designed to change the attitudes and behaviours of specific groups of people in specific ways through a mix of communication channels.
Poor and very poor	Also referred to as food poor or hungry: <ul style="list-style-type: none"> • Very poor – Less than 13kg of rice/month/person • Poor - Less than 80,000 VND/month/person in rural mountainous/island areas Less than 100,000VND/month/person in urban areas (according to the classification of MOLISA)
Operation and maintenance (O&M)	All routine work needed to keep a water or sanitation system running during its lifetime. It does not include major extensions, and not major rehabilitation of systems that have fallen into disrepair.

Ownership	The sense that individuals or organisations feel that they own a set of ideas. The opposite of this (non-ownership) can lead to lack of commitment or lack of interest in implementing the ideas.
Demand Responsive Approach	An approach to providing water supply and sanitation systems, which is based on providing what users want.
Supply Based Approach	An approach based on deciding what people need or what government can afford and planning and implementing systems based on the supply of finance or materials.
Hygienic latrine	Latrine that protects both users and other members of the public from infection from the faeces in the latrine. The degree of protection provided is a combination of the basic type of latrine, its cleanliness and how the waste is reused.
Social Mobilisation	A process for planning and implementing a variety of mutually reinforcing communication activities to achieve specific goals. It includes mobilising human, financial and technical resources to support large-scale implementation of water and sanitation services that will benefit communities, largely through self-reliant and sustainable efforts.
Social marketing	Marketing approaches to increase demand for a service or to encourage behaviour change.
Strategy	A set of general principles that outlines the way forward. This can included very general, idealized statements as well as putting the ideas into a more specific framework.
Users	All potential users of water supply and sanitation facilities

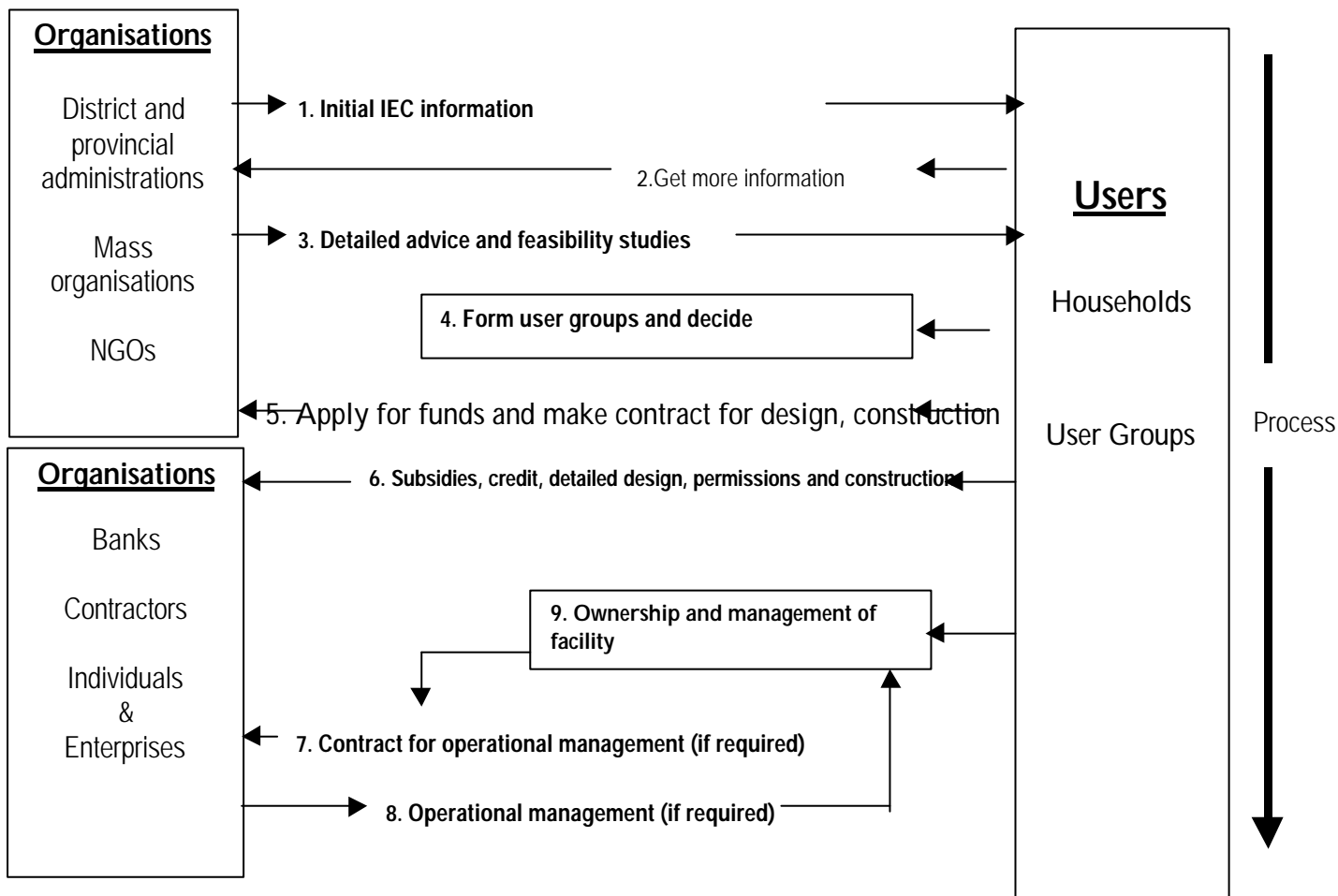
ANNEX 1. PROBLEM ANALYSIS



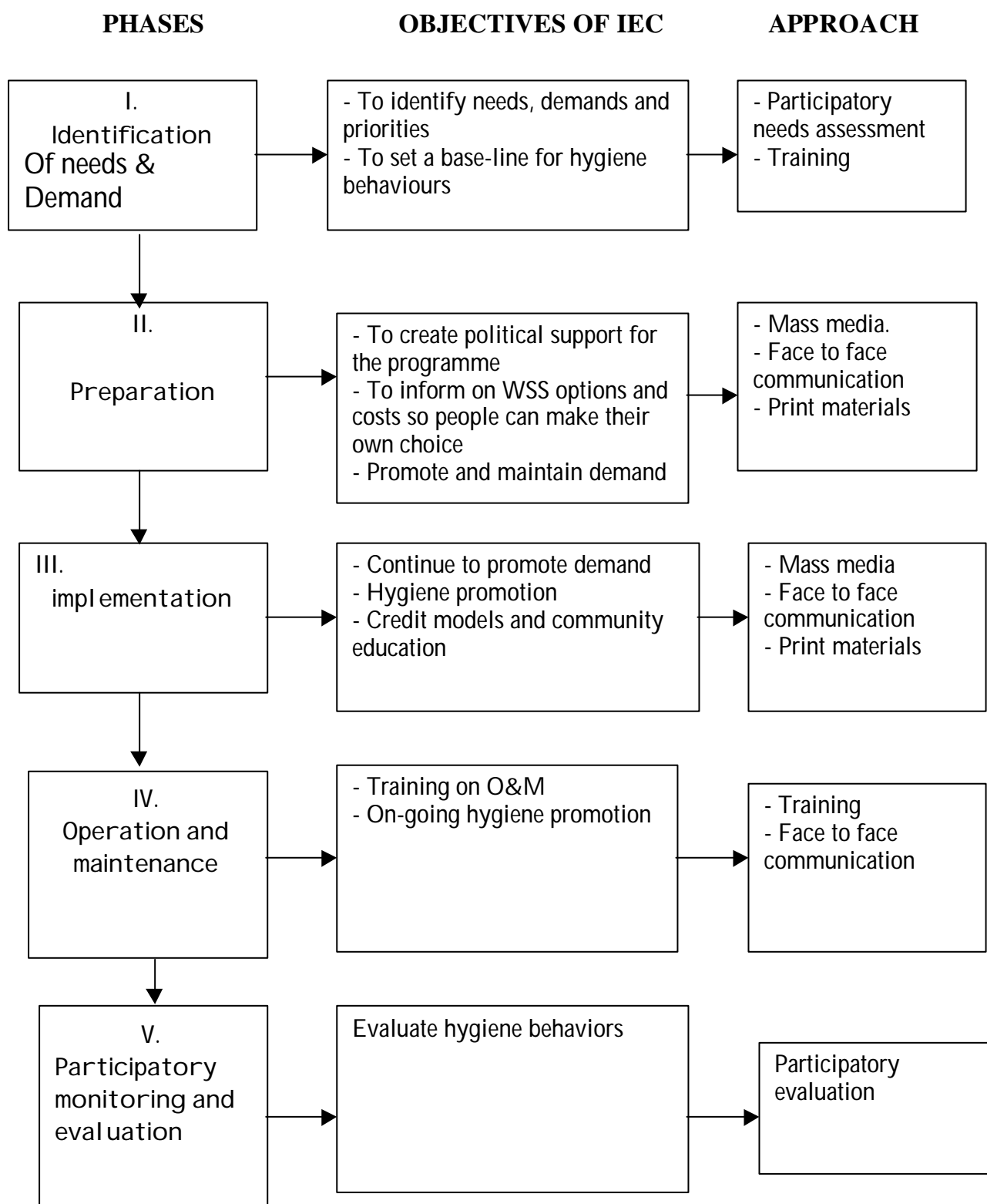
ANNEX 2. RWSS COVERAGE IN 2001



ANNEX 3. IMPLEMENTATION PROCESS OF THE DEMAND-RESPONSIVE APPROACH



ANNEX 4. GUIDELINES ON HOW TO INTEGRATE IEC ACTIVITIES INTO WATER SUPPLY AND SANITATION PROGRAMMES (WORLD BANK, 1999)



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