

A Sanitation Marketing Strategy for Tororo District, Uganda

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Acronyms

AED	Academy for Educational Development
BCP	Building and Construction Programmes
CBO	Community-Based Organisation
CLTS	Community-Led Total Sanitation
GoU	Government of Uganda
HA	Health Assistant
HIP	Hygiene Improvement Project (USAID)
ISH	10-Year Improved Sanitation and Hygiene Financing Strategy (GoU)
KDS	Kampala Declaration on Sanitation
LC III	Local Council, Level III
LC V	Local Council, Level 5
MFI	Micro-finance Institution
MOU	Memorandum of Understanding
MWE	Ministry of Water and Environment
NAADS	National Advisory Agricultural Services
NGO	Non-Governmental Organisation
NSWG	National Sanitation Working Group
NYDA	Negongera Youth Development Association
PHAST	Participatory Hygiene and Sanitation Transformation
SACCO	Savings and Co-operative Society
TOT	Training of Trainers
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic and Health Survey
USAID	United States Agency for International Development
Ush	Ugandan Shillings
UWASNET	Uganda Water and Sanitation NGO Network
UWESO	Uganda Women's Efforts to Save Orphans
VHT	Village Health Teams
VSLA	Village Saving and Loan Association
WSP	Water and Sanitation Program (World Bank)

1.0 Introduction

The Sanitation Marketing Strategy for Tororo District will promote the development and proper functioning of a market for household sanitation products that will allow residents of Tororo District to acquire the technologies that they desire at a price they are able to afford. The strategy defines the objectives, targets, roles, resources required for implementation and reflects the needs and desires of the target users and providers of sanitation products and services. These views were brought together in a strategy development workshop in Tororo in November, 2008, at which the broad contours of this strategy were drawn and the first draft was developed. Field testing of the strategy through implementation activities and stakeholder consultations provided vital lessons and insights to support finalisation of the strategy presented here. The strategy is based on sound evidence supporting the sanitation needs and resources of the people of Tororo District. The strategy will support efforts to plan and secure resources for long-term implementation. It is envisaged that sanitation interventions that are tailored to the demands and desires of the community are more likely to succeed than those that are externally supported.

The strategy has been developed as part of a two-year Sanitation Marketing Programme in Tororo District implemented through the United States Agency for International Development (USAID)-funded Hygiene Improvement Project (HIP) by Academy for Educational Development (AED), ARD, Inc., and the Manoff Group in partnership with Plan Uganda, the Uganda Water and Sanitation NGO Network (UWASNET), and a broad range of district-level partners from the public and private sector, including Tororo District local government, Plan Tororo, technical training institutes, masons, financial services providers, and non-governmental organisations (NGOs).

The strategy responds to the fact that while the sanitation sector in Uganda has adopted market-driven approaches as outlined in the Government's 10-Year Improved Sanitation and Hygiene Financing Strategy (ISH), as the main measures towards sanitation improvement, implementers at local and national levels do not have the tools and guidelines to help them implement such programmes. While it is designed specifically for Tororo District, it is hoped that this strategy and its accompanying tools provide a replicable model that—with limited adaptation and customisation to local conditions—can support sanitation marketing interventions in any district in Uganda. Financing for some strategy elements will necessitate partnerships and perhaps national level implementation of items such as communication and promotion programs.

The main responsibility for sanitation improvement is vested in local governments. As such, this strategy, while consistent with national policies, is designed to support implementation of a sanitation marketing programme at the district-level and is directed at implementers of sanitation and hygiene programmes at this level. However, the role of sub-county and village stakeholders (e.g., Health Assistants and Village Health Teams) is highlighted as actual execution of most development activities occurs at the sub-county level. Thus, in light of discussions to subdivide Tororo District and the disruptive effect this may have on district-level programmes, sub-counties in the newly established districts can continue to implement activities with minimal disruption.

Sanitation Marketing in Brief

The ultimate goal of sanitation marketing is to create a sustainable sanitation industry. Households demand latrines and other sanitation products and services, and the market provides them under a supportive government regulatory framework so that a community/social/governance system might exist that generates and maintains toilet coverage and usage without the need for prolonged external support. Marketing is about satisfying people's needs and wants through an exchange process. Marketers offer the consumer something they want and are prepared to pay for, either through

expenditure of money, time, or effort. The heart of the marketing task is to determine what consumers want and offer it to them in an attractive and accessible way. In sanitation marketing it is important to know what people value in a good defecation site and offer these features in the form of attractive household sanitation options that they can readily access through the market without any need for hardware subsidies. Four pillars central to a marketing approach must be understood for the development of appropriate products at the right prices (value products) that are easily available through strategic sales placement and known about through the use of promotional activities that enhance product and service awareness and demand. These are:

1. Product: The product is the object, service, or behaviour change you want to sell (promote). In the case of sanitation, that product is latrines and associated services and needs (e.g., pit digging and emptying); a range of latrine technologies are offered that respond to what people want, not simply what fits the environment or what public health engineers think they should have.

2. Place: Place is essentially about ensuring that all supply chain elements, i.e., information materials and services necessary for deciding which latrine to build and then building it, are available and can be easily accessed by the household. A frequent barrier to latrine adoption is that consumers don't know where they can find out about latrines, how to install them, and what they actually cost, let alone finding a mason to perform the service. An effective supply chain is essential for lowering the transaction costs involved in adopting household sanitation, as is providing consumer-friendly technical and product information. The prevailing policy environment can provide important incentives to support supply-side interventions.

3. Price: The price of a household latrine can represent a major barrier for the poor. But this does not mean that hardware subsidies are the only solution, rather there might be a need to innovate and develop cheaper, better options. However, many consumers, even the poorest, are willing to pay for a more expensive latrine option if it provides them with the features they desire, and hence represents good value for money. Thus, a range of latrine options needs to be available at various price points, but the consumer must perceive these options to be good value at that price. The cost of a household latrine may not be limited to the monetary investments involved. In most settings, transaction costs of time, effort, and risk are also involved in acquiring a latrine, which can contribute significantly to the overall cost of installation.

4. Promotion: Promotion is about communicating product and sales information to the consumer. It aims to increase awareness about latrine products, providers, and sales outlets; and to increase desire for a latrine through the use of motivational messages that may be delivered via numerous channels, including mass media, print materials, and word of mouth. While traditional marketing has focused more closely on the use of mass media (TV and radio), recently there has been a shift to look closely at interpersonal channels, especially in contexts such as rural Uganda where exposure to mass media channels is limited.

In social marketing, a fifth and sixth P—**Partnership and Policy**—will be needed, as policies and legislation can play an important role in influencing the context within which sanitation marketing operates. For example, the Ugandan Ministry of Health's criteria for what constitutes safe sanitation allow for a wide range of sanitation products to be marketed, while enforcement of the legal requirement for every household to have a latrine acts as an additional incentive to drive demand for sanitation. Policy change may not be within the scope of a sanitation marketing programme, but certainly the programme will need to be aware of the existing frameworks and may be able to identify areas that that require modification.

Sanitation marketing in almost all cases will be implemented in areas where there already exist sanitation improvement programs of various organisations. These could be public sector partners,

NGOs, community-based organisations (CBOs), or international donor agencies. It is important to be aware of these activities especially to determine which ones are likely to distort a sanitation marketing program (e.g., from programs supporting subsidised products). Similarly, a successful sanitation marketing programme will require the cooperation of a large number of partners, and these must be incorporated in a strategic and proactive manner.

Sanitation marketing is a new concept in Uganda, and, as such, is likely to require sustained investment, education, and advocacy to become a truly effective, widely-applied approach for increasing rural household sanitation adoption. But it is possible.

2.0 National Context for Sanitation Marketing

2.1 National Sanitation Coverage

Sanitation coverage in Uganda is estimated to be 67.5 percent¹ (Ministry of Water and Environment (MWE), Sector Performance Report, 2009). This estimate, however, varies depending on the source. The Uganda Bureau of Statistics (UBOS) Statistical Abstract, 2008, for example, estimates coverage to be 59 percent. According to the data provided by the Ministry of Health District League Tables, the 2002 household survey indicated that access to toilet/latrine was 83.8 percent, with 69.7 percent having access to a safe facility (defined as a latrine with a strong super structure that ensures privacy and has a leak-proof roof and firm floor). This is an indication of high awareness levels and appreciation for the need of a latrine/toilet. The Uganda Demographic and Health Survey (UDHS; 2006) indicates that only 9.1 percent of households have improved toilet facilities,² which are not shared. The UDHS also indicated that there was a five percent higher incidence of diarrhoea among children in households without improved facilities than in those with improved facilities which are not shared.

Low sanitation coverage is often attributed to lack of demand from households. However, poor coverage is also due to inappropriate toilet technologies and non-responsive supply mechanisms and linkages. To accelerate the demand for the uptake of sanitation, there is need for a balance between demand and supply. In Uganda, the informal sector—rather than externally supported efforts—provides the majority of households with sanitation facilities.

2.2 Institutional Framework for Sanitation

As a public health issue, the responsibility for managing access to sanitation, in terms of regulation, policymaking, and institutional coordination, is entrusted to the government by the Public Health Act. This role is executed by a coalition of government agencies at the national level, including the Ministry of Health, Ministry of Water and Environment, and Ministry of Education, and by the district local governments and their structures at lower levels. However, according to the same law, actual acquisition and maintenance of sanitation and hygiene facilities is the responsibility of households, with most facilities and services provided by local builders and masons.

The adoption of market-driven approaches to stimulate latrine adoption stems from various measures at the national level to overcome the disappointing result of subsidy-driven interventions and include the 1997 Kampala Declaration on Sanitation (KDS) and the 2003 Ministerial Memorandum of Understanding on Sanitation. In 2005 the Government of Uganda (GoU), under

¹ A sanitary latrine is one which has a strong super structure, ensures privacy, and has a leak-proof roof a firm floor. The floor could be made of concrete, or if made of earth, should be well-rammed and smeared with either cow dung or black soil, for ease of cleaning. When in use, the pit contents should not be less than 0.3m from the top.

² Flush toilet, ventilated improved (VIP) pit latrine, composting toilet or latrine with a concrete slab.

the umbrella of the National Sanitation Working Group, adopted the 10-Year Improved Sanitation and Hygiene Financing Strategy (ISH) as the primary framework for sanitation and hygiene programming. The ISH prioritises market-driven approaches to stimulate demand and supply of sanitation products and services, as it recognises that subsidy-driven interventions have not resulted in sustainable improvements. Other market-driven sanitation improvement programmes in both rural and urban contexts include the Public-Private Partnership project by GTZ-RUWAS and a study on cesspool emptier services in Kampala by the Water and Sanitation Program (WSP), but these have mostly been limited scope interventions.

As noted, a key aspect of the GoU sanitation policy is that households are solely responsible for financing and constructing their latrines. Such a policy is well-suited to sanitation marketing's market-based approach. However, in an underdeveloped marketplace such as Uganda, it leaves consumers with few options, limiting their ability to carry out this responsibility. The ISH Strategy acknowledges and emphasises the importance of the private sector in achieving scalable and sustained improvements in household sanitation, but it does not provide a structured framework for facilitating the efficient operation of formal and informal markets for sanitation technologies and supplies. It is hoped that this sanitation marketing strategy for Tororo District, based on sound research, can provide an approach to district level sanitation marketing programme that supports the intermediate package of interventions for the ISH.

Multiple methods for raising awareness and stimulating demand and adoption for sanitation are used in Uganda, most of them implemented by NGOs and local governments. These include: i) Participatory Hygiene and Sanitation Transformation (PHAST); ii) the Community-Led Total Sanitation (CLTS); iii) 'Village Health Clubs' or 'Community Health Clubs' promoter approach; and, iv) Enforcement of the legal requirement for latrine ownership (e.g., through district bye-laws).³ The similarity among these methods is mass community driven demand promotion. While this may work well to generate demand for latrine products, sustainability of the intervention is not certain because of two key shortcomings:

1. The source of motivation for better sanitation is externally driven; and
2. Emphasis is on building demand, but very little is done to ensure that the supply-side can respond to that demand once created.

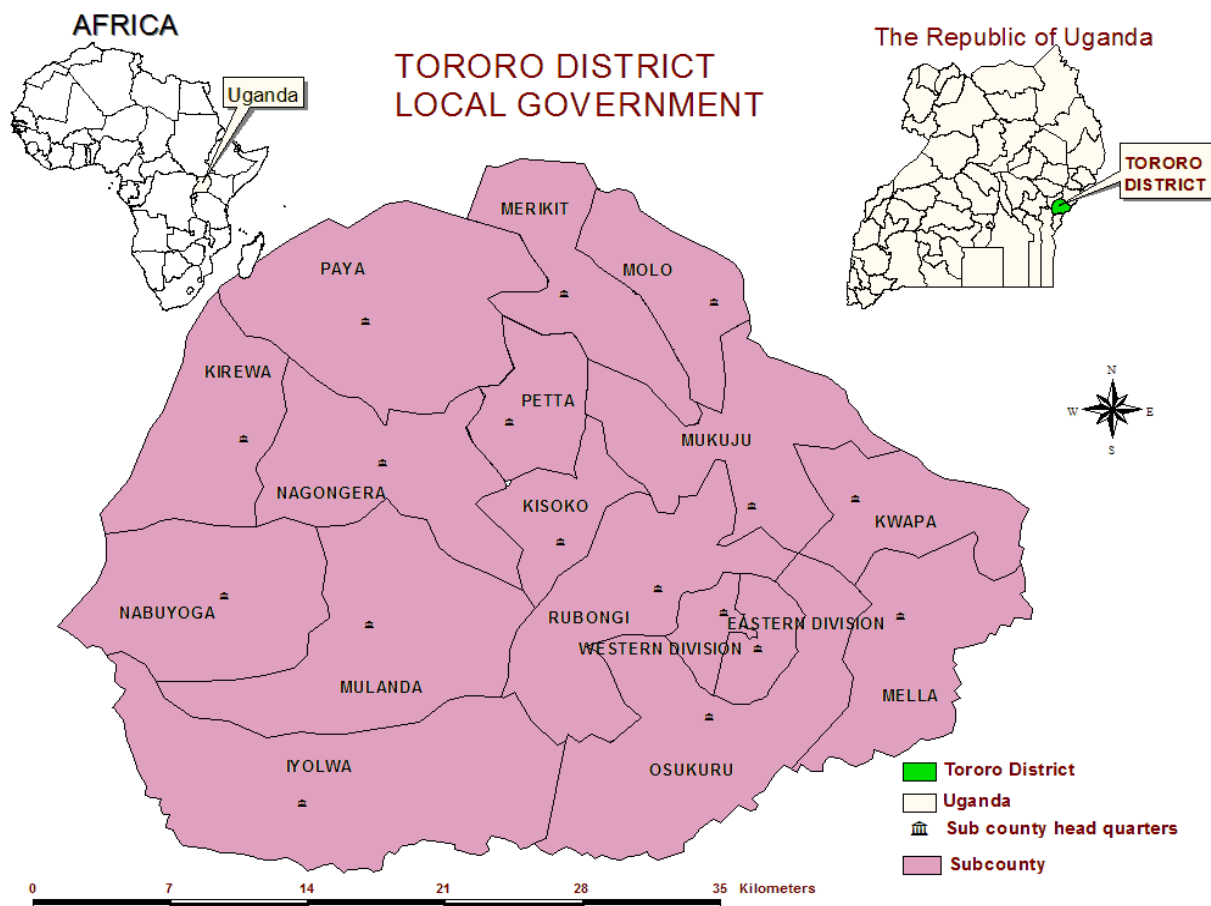
Sanitation marketing provides an opportunity for taking stock of, and utilising the advantage of demand generated through these methods to influence sanitation ownership decision making at the household level. Accordingly, sanitation marketing would be applied to analyse existing demand characteristics and integrate these into tangible product options while simultaneously addressing the decision makers. The aim of sanitation marketing is to reduce barriers to change for consumers, while concurrently stimulating demand by providing appropriate, affordable sanitation solutions.

3.0 Overview of Tororo District

Tororo District in Eastern Uganda has a surface area of 1,849.3 km², about one percent of Uganda's land area. The District is bounded by Kenya to the east and the districts of Bugiri, Butaleja, Busia, and Mbale to the west, north, south, and northeast, respectively. Tororo District has 15 rural sub-counties and three urban centres: Tororo Town, Malaba Town, and Nagongera Town. The number of sub-counties and urban centres in Uganda's governance structures is on the increase as sub-

³ Recent focus of efforts to encourage sanitation improvements at national and district levels has been put on law enforcement, with annual sector targets for water and sanitation over the past two years focused on encouraging enactment of local bye-laws, sanctioning of non-adopters, and rewarding those with exemplary facilities and 'hygiene behaviour.'

counties and even districts sub-divide and is bound to be different at different stages of strategy implementation.



Source: Tororo District Planning Unit Geographic Information System

Figure 3.1: Tororo District Local Government

3.1 Socio-Economic Characteristics of Tororo District

In 2007 the estimated population in Tororo District was 427,165, with a roughly even split between males and females (95 males for every 100 females), as indicated in Table 3.1. The population growth rate is 2.4% per annum. Approximate 91 percent of the population lives in the rural sub-counties, with only nine percent in the urban areas.

As for the country as a whole, the economy in Tororo is predominantly agricultural, with the majority of the population dependent on subsistence farming and light agriculture-based industries, and non-farming sources of income, such as civil service, small businesses, and service providers. There is an increase in non-farming activities due to inherent risk, uncertainty, and seasonality of agricultural income and the need to cope with increasing demands for the household budgets, e.g., such as school fees and health services. Table 3.2 presents the sources of income in the District.

Almost 90 percent of houses in Tororo have simple earth and sand or dung floors, with superstructures of mud and wattle materials; just 10 percent of houses have cement flooring. According to the definitions of the Uganda Bureau of Statistics *Statistical Abstract 2008*, the

majority of housing units in Tororo are, thus, classified as temporary. This largely reflects the levels of poverty and lack of access to basic facilities for such households.

Table 3.1: Tororo District Project Population (2007)

Sub-county	Land size in km ²	Number of households	Average household size	Populations		
				Male	Female	Total
Osukuru	115.7	7,520	5.6	20,177	20,353	40,530
Kwapa	48.2	3,304	5.3	8,510	9,133	17,643
Mukuju	77.9	5,998	5.3	15,334	16,427	31,761
Merikit	57.7	3,711	5.4	9,637	10,229	19,865
Molo	40.3	2,810	5.2	7,079	7,634	14,712
Mella	64.9	6,092	4.7	13,799	15,120	28,919
Tororo County	404.7	29,435	5.2	74,535	78,895	153,430
Petta	36.7	2,440	5.3	6,270	6,781	13,051
Nabuyoga	89.6	4,167	5.4	11,208	11,419	22,627
Iyolwa	155.5	5,149	5.5	13,766	14,546	28,312
Mulanda	112.3	5,579	5.6	15,130	15,952	31,082
Paya	117.6	6,549	5.3	16,900	17,904	34,804
Kirewa	64.6	4,332	5.4	11,329	11,966	23,295
Kisoko	32.7	2,927	5.8	8,306	8,653	16,959
Nagongera	78.8	5,878	5.5	15,972	16,574	32,546
Rubongi	86.4	5,874	5.4	15,426	16,442	31,868
West Budama	774.2	42,895	5.5	114,307	120,236	234,543
TMC-eastern division	18.2	3,204	5.2	8,010	8,775	16,785
TMC western division	13.7	4,800	4.7	11,203	11,205	22,408
Tororo Municipality	31.9	8,004	4.9	19,213	19,980	39,193
Total	1,210.8	80,334	5.3	208,054	219,111	427,165

Source: Tororo District Planning Unit, 2007

Note: This table does not include information for Malaba Town Council and Nagongera Town Council. Data was not available.

Table 3.2: Tororo District Livelihoods, 2007

Livelihood	Rural	Urban	Percentage of total
Subsistence farming	81.8	14.7	75.08
Employment income	8.3	44.3	11.92
Business enterprise	3.8	19.3	5.33
Cottage industry	0.2	0.2	0.25
Property income	0.5	1.5	0.56
Family support	4.4	16.0	5.57
Organisational support	0.1	0.1	0.07
Other	0.9	3.9	1.22

Source: Tororo District Planning Unit (2007)

3.2 District Administration

Tororo District political and administrative structures adhere to the Local Government Act for sub-national governance and consist of five levels: village, parish, sub-county (and Municipal), county (or sub-district), and district. Local councils are the key decision making body at the district, sub-county (municipal), and village levels. County councils and parish councils are administrative units. District, municipal and sub-county councils are independent Local Governments. All these councils are policy-making bodies, which monitor developmental programmes in the District. The District Chairperson (LC V) is the District Political Head.

Uganda has a decentralised system of governance, and several functions, including the setting of funding priorities for water supply, sanitation, and primary health care interventions, have largely been ceded to the local governments with budget-making and control located at the sub-county (LC III) and district levels (LC V).

3.3 Latrine Coverage

The overall sanitation coverage in the rural sub-counties of Tororo District is 80.3 percent, as indicated in Table 3.3. This is relatively high coverage relative to the national average of about 67.5 percent, as indicated earlier. A large portion of existing facilities, over 90 percent, are the so-called ‘traditional’ latrines considered unimproved by UDHS definitions. These are constructed of local materials and designs, may lack privacy, structural integrity, and proper coverage of pits. They are largely unsafe, short-lived, and unsustainable.

Table 3.3: Latrine Coverage by sub-county, Tororo District, 2008

No	Sub-county	Coverage %
1	Osukuru	65.8
2	Kwapa	92.8
3	Mukuju	83.6
4	Merikit	90.6
5	Molo	73.0
6	Mella	87.6
7	Petta	78.2
8	Nabuyoga	69.9
9	Iyolwa	81.0
10	Mulanda	84.4
11	Paya	78.0
12	Kirewa	79.0
13	Kisoko	93.0
14	Nagongera	78.0
15	Rubongi	69.8
16	Malaba Town Council	50.7
17	Tororo municipality	85.1
18	Nagongera Town Council	Not Available
District Average		78.85

Source: District Health Inspectorate (2008)

schools that lack facilities, yet no budget allocation is traceable to general household sanitation promotion in the District.

3.4 Sanitation Financing and Programming in Tororo District

Tororo District finances its activities through three major sources: central government grants, locally generated revenue, and support from partners, especially NGOs. Central government grants are divided into conditional and non-conditional grants. Therefore, in theory, budget setting and priority determination is ceded to the local governments. In practice, however, decision on funds allocation to districts is retained by the central government through the Ministry of Finance Planning and Economic Development. Water and sanitation fall under the conditional grant portfolio. However, because the central government did not, until recently, have a budget code for sanitation, districts do not have a budget line for sanitation (except in schools and health facilities, for which the budget is included in the School Facilitation Grants and upgrade of Health Centres, respectively). Some household sanitation facilities are, however, financed by NGOs such as Plan Uganda and World Vision, which are active in different sub-counties. There is no budget provision for rural sanitation promotion either in the conditional and non-conditional grants.

The relatively high sanitation coverage rates in Tororo District result from a combination of strong leadership and sound programming and implementation in the promotion and enforcement of sanitation improvements. The Tororo District Council is one of the few in the country that has enacted and is enforcing a sanitation bye-law that requires every household to have a latrine. Enforcement through warning, arrest, and imposition of fines against the heads of households without latrine is one of the main measures adopted by the District and lower level governments to increase sanitation coverage. Nonetheless, any rapid increase in sanitation coverage due to the threat of legal action typically results in poorly built and maintained latrines, and is not accompanied by similar and sustained increases in usage rates by all household members. In addition, the fines imposed and paid constitute revenue for the treasury but are a drain on household earnings which could equally be used to acquire latrines.

Some incentive-based approaches have been implemented by the District, including home and school improvement campaigns, and model home/school/village competitions, especially in partnership with NGOs. Implementation of these campaigns depends on the financial and technical resources of the NGOs and the community mobilisation capacity of the local governments.

Next to the District local government, Plan Tororo is one of the major players in sanitation improvement programming. Plan Tororo, under the Community-Led Total Sanitation programme, provided initial seed grants to two villages, one in Kisoko sub-county and another in Kwapa, for casting slabs. While this was not viewed as a subsidy, the fact that the money was retained by village members made it appear so. However, while the slabs were sold at prices that on average reflected local market rates, the additional cost of transportation and the difficulty of finding builders who would install them, made them less popular with households. Currently, almost all sub-counties in Tororo that may have had centralised production facilities, have stopped building slabs and many lay abandoned at casting sites and sub-county headquarters.

4.0 Demand and Supply for Sanitation Products in Tororo

Sanitation marketing requires an understanding of what users want so that service providers can offer a service or product which satisfies consumer needs and preferences and responds to the motivations that would lead them to purchase the product. In this section, we present results of the demand and supply side assessments conducted in Tororo District in September and October 2008. Based on these results, subsequent sections present the strategic interventions necessary to stimulate and develop the market for sanitation products in Tororo District. A set of draft tools prepared by HIP were used to guide collection of the necessary data; in the process these tools were tested and refined. The guidance and tools will be presented in a separate manual that will facilitate the up-scaling of sanitation marketing to other districts in Uganda. Field activities included a rapid household sanitation situation assessment, a sanitation industry assessment, in-depth consumer research, and in-depth latrine provider research. Information also was gathered on financing mechanisms, communication channels, and enabling policy/institutional environment.

A diverse team was assembled to undertake the data collection, and the District LC V Chairman was enlisted to provide full political backing as champion of the project. Thirty-two persons comprised the team that included representation from various stakeholders in the sanitation and hygiene sector in the District, including, the District Health Office (field staff Health Assistants (HAs)), District Water Office, District Community Development Office, District Chief Administrator's Office, as well as from other sectors, such as the media, NGOs, and specialised technical consultants. Training workshops were held to come to a common understanding of the task at hand and to train the participants in data collection and analysis.

4.1 Characteristics of Demand for Sanitation Products and Services

A rapid quantitative assessment was carried out prior to the in-depth assessment to validate secondary data of latrine coverage in the project's target areas, confirming the 80 percent coverage. This initial assessment did not explore the qualitative issues associated with latrine adoption and use. The key findings of this detailed demand assessments are presented below. (Additional information is provided in *In-Depth Consumer Assessment Report for Sanitation Marketing Pilot – Tororo District Uganda* (HIP, May 2009).) Respondents to the in-depth interviews were classified into two broad categories: adopters (those with latrines) and non-adopters (those that at the time of the interview did not have a latrine) to provide a framework for deeper analysis of motivating and restricting factors. The similarities were significant between adopters and non-adopters, with respect to preferred type of latrine and motivations for latrine ownership, though the socio-economic circumstances of the groups differed. It was further found that many of the non-adopters had, in fact, owned a latrine at one time. These households were termed lapsed adopters.

Adopters in the sample were all male-headed households, while non-adopters included male- and female-headed households. Adopters tended to be relatively better educated than non-adopters, and have higher incomes. Roughly half of adopters and about 85 percent of non-adopters were earning less than Ugandan Shillings (Ush.) 50,000⁴ per month, which is below the established poverty threshold for Uganda.

Through interviews, the assessment gathered information on the following parameters: current sanitation practices; motivations for household sanitation investments; constraints to household sanitation adaptation; desirable sanitation product technologies and attributes; and communication channels households use to learn about new products, ideas, and/or behaviours. Findings are summarised below.

Latrine Types Known/Experienced

Three distinct latrine technologies were identified:

- *Permanent structured latrines* with concrete slab, burnt brick walls, and corrugated iron roofing;
- *Semi-permanent latrines* with unburnt brick/mud and wattle walls roofed with iron sheets/grass and a log-based floor; and
- *Traditional pit latrines* with log-based floor, mud and wattle walls, and grass roof. (The traditional type was the most commonly known and used. 94 percent of latrines in Tororo District are traditional pit latrines.)

Most Preferred Latrine Type

Most respondents preferred the permanent latrine because it is easy to clean and maintain and is durable. A cemented concrete floor is perceived to be strong and easy to clean. They also think that a good latrine should be deep (10 to 15 feet) and well-ventilated with elevated foot rests and an inclined floor to allow urine to drain into the pit.

Least Preferred Latrine Type

The traditional latrine was the most disliked because the nondurable construction materials commonly used are susceptible to destruction by termites, wind, and heavy rain. Because the pit is usually shallow, the traditional latrine smells bad which discourages use. The mud floor is difficult to keep clean and provides a favourable breeding ground for disease-spreading vectors such as flies, maggots, and cockroaches.

⁴ Exchange rate at the time the interviews were conducted was approximately 1 USD=Ush. 1,800

Motivations to Have a Latrine

Latrine adopters and non-adopters are motivated by three different types of benefits accruing from latrine adoption: economic, health, and social.

- *Health benefits:* Latrine adoption is perceived to provide protection against diseases like diarrhoea, dysentery, and typhoid, fostering a reduction in morbidity. Adopters believed their families were healthier because latrine usage prevents pollution from bad smells and flies brought by faeces that are not properly disposed of;
- *Economic benefits:* Latrine adoption reduces medical costs and makes more time available for income generating activities; and
- *Social benefits:* Status enhancement was also cited as a motivating factor—a home with a latrine is held in high esteem by the community.

Constraints to Latrine Adoption

The major constraints to adoption of safe latrines are the following:

- Low income and competing spending priorities of households;
- The physical nature of some of the areas (rocky and water logged areas);
- High cost of construction materials;
- Abundance of termites (an issue for traditional latrines);
- Lack of affordable and durable latrine designs; and
- Growing scarcity of traditional building materials like grass and logs.

Gender Dimension of Latrine Adoption

Widowed female-headed households were likely to be lapsed adopters. All the female interviewees had latrines at one time in the past, but at the time of the interview did not have a functioning latrine. They had not replaced the latrines mainly because they had no one to help dig and construct a latrine. Nor did they have money or other resources to buy construction materials.

Community Measures Taken to Address Constraints to Latrine Adoption

Community members struggle to save from their meagre earnings or sell property such as domestic livestock to invest in a home latrine. Local latrine builders are hired to dig pits, especially in rocky areas. The help of relatives, friends, and neighbours is sometimes recruited to dig the pit and construct the superstructure.

Sanitation Bye-law Enforcement

The District and sub-county local governments mobilise and sensitise the communities to enforce latrine construction and use. Enforcement of sanitation bye-laws by authorities has to a considerable extent compelled the community to adopt latrine construction and use. It was evident, however, that some of the latrine adopters only build poor quality latrines to satisfy the bye-law requirement, hence the risk of more lapsed adopters.

Communication Channels

Information is mainly received through oral transmission from one person to another or at social gatherings like local council meetings. Self-help groups like the local chapters of National Advisory Agricultural Services (NAADs) and Uganda Women's Efforts to Save Orphans (UWESO) are important for sharing information in the community. Information is also received through formal education institutions, workshops, and seminars. Local FM radio stations were cited as an important source of information in the communities. Alternatively, information on latrine design is conveyed through observation of existing latrines in the community. These findings will be important in design of the promotion strategy.

Decision Making

Decisions on latrine acquisition, type of latrine to construct, where, and when are made by household heads. Occasionally the spouse and other family members are consulted. Latrine design is copied from community latrine adopters. It is estimated that it costs between Ush. 60,000 and 160,000 to construct a traditional latrine with the participation of household members, relatives, and neighbours.

Financing

Most members of the target population are engaged in informal income generating activities, especially small scale farming and seasonal work. While they want to and can afford to acquire latrines, their cash flow is restrained and they typically will need the support of financial institutions. Formal lending institutions are unlikely to extend credit for latrine construction to the target population, which are mostly peasant farmers. However, the District has a large number of members belonging to Savings and Credit Organisations (SACCOs), microfinance institutions, and community self-help groups that can be used to generate savings and provide access to credit facilities.

These findings are instrumental in establishing strategy decisions and recommended interventions. The ideal attributes are used to develop products that respond to household needs. Perceived benefits and opportunities are the motivators used to define the communications messages. The constraints and barriers help to shape market interventions that will make it easy for target households to access products and related services easier and more conveniently. A summary of the findings is presented in Table 4.2.

4.2 Supply Side Assessment

Essential inputs to latrine construction include basic materials such as sand and gravel and manufactured inputs such as cement and iron bars. The supply chain represents the flow of materials and inputs from the source through wholesale and retail services to the household where the mason constructs a latrine. Characteristics of the supply chain for latrine products and services were captured via a sanitation industry assessment and a series of in-depth latrine provider interviews. The key findings of the assessment are presented below. (Additional information is provided in *In-Depth Supply Assessment Report for the Sanitation Marketing Pilot – Tororo District Uganda* (HIP, May 2009).) Information was collected on existing latrine technologies, capacity of current latrine providers (e.g., masons), and sources of materials and supplies for latrine construction; options for transporting supplies and materials to households; and average cost of building a latrine. Differences among service providers centred on the type of product or service they were familiar with and the technical skills required for each.

The assessments established that the majority of existing providers had no formal training in building sanitation products; they generally lacked knowledge of improved latrine designs and, if they worked on latrines at all, focused on traditional pit latrines. The assessment also established that there were only two central casting yards in the District at which latrine slabs were produced, resulting in additional transport costs. This, combined with lack of trained masons, made it difficult for households to own improved latrines even when they desired to do so. Materials needed for a latrine are generally provided by the households. The findings of the supply assessment are summarised in the Table 4.1 and are central to the product and supply chain strategy.

One of the constraints expressed by households in the consumer in-depth research was a lack of access to materials. From the findings of this supply research, the lack of access is only a temporary logistical problem that can be resolved by supply chain re-alignment; working with retailers and wholesalers to better market and package or repackage latrine inputs (such as cement and iron

bars); developing designs that utilise standard material packing and sizing to minimise waste; and better linking of the different supply chain members. This will eliminate uncertainties of loss, absence of market or demand, and build the potential for exploitation of an emerging market in the sanitation industry.

It was found that retailers had limited operating capital and would be constrained to meet robust demand if a programme to promote uptake were undertaken successfully. Some retailers were already organised under small scale self-help savings and credit groups; however, this indicates a need for operating capital to bridge financing that is tailored to the nature of the sanitation business they are likely to engage in. Financing is therefore crucial to all members of the supply chain to facilitate stocking of the necessary inputs in profitable quantities.

Table 4.1: Summary of Findings for Supply Side Characteristics

Current provider situation	Opportunities	Constraints/Barriers
<ul style="list-style-type: none"> • Provide tradition pit latrine made of mud and wattle walls, mud and log floors and thatched roofing. • Traditional pit latrine costs between Ush. 60,000-160,000 • No formal training amongst current providers involved in latrine construction. • Lack of knowledge in providing improved pit latrine • Existing trained masons currently not involved in latrine construction • Materials available at 5-10km distance trading centres • Transportation of construction supplies is available by bicycle • Gravel is available in Tororo and Petta by truck load • Some materials are locally available • Transportation of some materials is by truck load, which is costly 	<ul style="list-style-type: none"> • Willingness to participate and meet increased demand • Willingness of rural retailers in stocking most of the needed supplies • Qualified masons available • Availability of constructions materials and supplies within reachable distance • Willingness to create consumer-demanded products • Availability of latrine technologies with desirable consumer attributes 	<ul style="list-style-type: none"> • Limited technical capacity of current providers • Cost of cement slab considered high • Providers lack of business skills • Insufficient investment or working capital of small scale providers • Lack of quality assurance mechanisms for new technologies • High payment default • Qualified masons were not involved in latrine construction. • Lack of training of current service providers. • Low product knowledge • Inadequate product attributes to satisfy consumers • Utilise owner provided materials • Seasonality of business and peak period is three months after harvest period • Low and seasonal incomes of consumers

Table 4.2: Summary of Findings for Demand Side Characteristics

Ideal attributes	Current status	Perceived benefits/Opportunities	Constraints/Barriers
<ul style="list-style-type: none"> • Should be deep enough 10-15 feet • Water and soap for hand washing after facility visit • Cemented concrete floor • The design should be such that urine flows into the drop hole • Elevated foot rests • Adequate ventilation • It should be clean and dry • A lockable door for privacy • It should have a clear path • Located far from any water source • A good distance from the main living house • Odourless latrine • A proper roof for protection against rain and sun shine • Walls constructed of baked brick • Toilet paper/materials for cleaning • A drop hole cover • A broom for cleaning • A hoe for removing children's faeces • Water inside for flushing and washing • It should last between 10-15 years • Clean daily with water and disinfectant • Keep hole covered when not in use 	<ul style="list-style-type: none"> • Mud or log floors • Mud and wattle structures • No roofs or grass-thatched roofs • No doors (or sack doors) • Pit unlined • Most are self-constructed; others supported by paid third party • Use bushes in absences of latrines • Children below three years ease themselves outside latrines • At night, dig holes for use • Use neighbour's facilities whenever possible • Unhygienic conditions of mud and log floors, hard to clean • Life span of about three years • No covers exist • Swept with broom only 	<ul style="list-style-type: none"> • Latrine ownership boosts self-esteem and enhances status in the society • Phased acquisition is possible. • Reduction of incidences of family ill health, hence less medical costs • Increased man hours for income generating activities • Awareness that community and household sanitation is poor • Latrine life span can be increased by lining the opening (pit foundation) • Importance of re-usability, safety, cleanliness, and odourless • Household decision makers' willingness to upgrade facilities • Existence of sanitation by laws • Knowledge about sanitation and link to diarrheal diseases • Convenience of visitors • Existence of financial institutions to help with financing for latrine construction and improvement • Desire for latrine technologies that are durable, easy to clean and support privacy • Existence of retailers to supply needed materials • Existence of media to be used for promotion 	<ul style="list-style-type: none"> • Low income/earning level to purchase building materials such as wire mesh, iron bars, iron sheets cement, bricks, grass among others • Non availability/accessibility to cheap and affordable latrine designs • Unsuitable soil conditions (rocky, sandy, wet) limit options and increase risk of collapse • Increased cost and scarcity of grass which is the most common material used for thatching. • Termites that destroy the latrine floor, walls and roof • Heavy rain storm and strong wind. • Limited construction period of about three months after harvest, when cash is available • Latrine construction is a side job to most constructors • Lack of access to financing to construct latrines

5.0 Development of a Sanitation Marketing Strategy

This strategy is designed to promote the development and proper functioning of a market for household sanitation products that will allow residents of Tororo District to acquire the technologies that they desire at a price they are able to afford. This requires that the market be able to provide those options at a price, location, and quality that is acceptable to the purchaser. Important elements of the strategy include product development and testing, support to supply chain and distribution channels, and promotion and development of reasonable pricing structures. The strategy is based on the understanding of consumer and supply chain characteristics in Tororo District summarised in the previous sections. The strategy addresses the different socio-economic and cultural status of women and men and incorporates these aspects in implementation; it strives to ensure the sustainability of interventions, while seeking active support, commitment, and participation from local government and private sector actors.

The strategy implementation period is five years, which is consistent with the five-year rolling plans utilised by the districts. Implementation can be adjusted as needed, however, to better fit with local requirements and funding availability.

A strategy development workshop was held in Tororo in November 2008 to discuss results of the field assessments and identify the critical strategic directions for structuring the supply chain in Tororo to better respond to consumer demands. This follows the many partnership development meetings and trainings that were held throughout the District, involving the core administrative and political offices of sub-county chiefs, parish chiefs, Local Council III chairpersons, health assistants, community mobilisers, and secretaries of health, information, production, and marketing, etc. Private sector groups also participated, including masons, financial services providers, and hardware suppliers. The meetings helped bring together the public and private partners whose activities do not normally coalesce. They also demonstrated to the partners the diversity of the relationships they need to forge to achieve common interests.

5.1 Strategic Objectives for Implementation

The sanitation marketing strategy for Tororo District targets both adopters and non-adopters based on the realisation that the former want better latrines while the latter appreciate what a good latrine should be. Adopters were unhappy and dissatisfied with the latrines they owned; both groups were unanimous about the characteristics of a bad latrine and were in general agreement on the attributes of a good latrine. These strategic objectives are:

- 1. Adopters move from traditional to upgraded and improved latrines in four years.** The four-year target acknowledges that many of those who already own latrines dislike what they have, but may not be in a position to upgrade immediately due to financial constraints or lack of awareness of options. The assessments established that traditional pit latrines for different circumstances collapse or fill within a two- to three-year period. The expectation is that every household that owns a traditional latrine will adopt an improved product when the existing one falls into disuse.
- 2. Non-adopters construct improved latrines within three years.** Most non-adopters had latrines at one time (lapsed adopters). Some practice open defecation while others share latrines. Lapsed adopters who are not comfortable with open defecation or sharing are more likely to acquire new latrines if the reasons and constraints for which they lapsed are addressed. The expectation is that these lapsed adopters will move to improved options without having to initially go through the traditional latrine stage.

5.2 Strategic Elements

The Sanitation Marketing Strategy is structured around the traditional 4 P's of marketing—product, place, promotion, and price—to build and promote a sustainable sanitation industry where derived demand through promotional activities is matched with deliberately structured supply side responsiveness. In addition to the 4 P's, however, and to benefit from complementarities and promote a coordinated approach, a fifth and sixth P—policy and partnerships—are integrated in the strategy. While the strategy can directly address the product, place, promotion, and price, it is important to recognise that policy and partners may be more difficult to influence as they are in many instances outside the manageable interest of the programme. The strategy can recommend policies and identify roles and actions for partners, but in the end, decisions and actions are for others to take. Each of the strategy elements and key interventions is presented in the following sections. They are summarised in Table 5.1. The most critical element was determined to be the product development process, as proper implementation of the full strategy can only advance once the products to be marketed and promoted are identified and developed.

Table 5.1 Sanitation Marketing Strategy for Tororo District in Brief/Summary

Strategy Focus		
Provide households in the District with latrine technologies that are matched in price with the current monetary value being paid for traditional pit latrines, but introducing latrines that meet household expectations; long-lasting, convenient, affordable, and easy to clean and maintain.		
Strategic Objectives		
Adopters	Adopters move from traditional to upgraded and improved latrines in four years	
Non Adopters	Non-adopters construct improved latrines within three years	
Strategy Elements		
Product	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Absence of appropriate affordable products on the market 	<ul style="list-style-type: none"> Product development and testing
	<ul style="list-style-type: none"> Lack of latrine providers with knowledge of improved products 	<ul style="list-style-type: none"> Training of masons
	<ul style="list-style-type: none"> Presence of trained masons who are not involved in latrine provision 	<ul style="list-style-type: none"> Training of trainers for masons
Place/Distribution	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Inadequate knowledge of location of materials and inputs 	<ul style="list-style-type: none"> Identification and mapping of locally available materials and inputs
	<ul style="list-style-type: none"> Centralised casting of slabs in two locations in the District 	<ul style="list-style-type: none"> Casting slabs at households where the demand is based
	<ul style="list-style-type: none"> Inaccessibility of materials and inputs 	<ul style="list-style-type: none"> Improve access to and acquisition of materials from the community and local trading centres
	<ul style="list-style-type: none"> A slab is only one component of the latrine, therefore sourcing and delivery of slabs, identifying trained masons to build desired latrines, and retrofitting the slab to an already existing pit is cumbersome 	<ul style="list-style-type: none"> Designing portable moulds to enable masons take the total product to the household
	<ul style="list-style-type: none"> Unstructured (fragmented) supply chain from materials to latrine construction 	<ul style="list-style-type: none"> Train and link supply chain members to provide materials to masons who build latrines for household
Promotion	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Informal communication channels are most prominent 	<ul style="list-style-type: none"> Utilise existing communication channels to deliver information on

		improved latrines
	<ul style="list-style-type: none"> Limited formal communication of latrine products 	<ul style="list-style-type: none"> Support and integrate informal and formal communication channels
	<ul style="list-style-type: none"> Bye-law enforcement is prominent but has negative connotations 	<ul style="list-style-type: none"> Communicate favoured product attributes and take advantage of enforcement without making it a primary approach.
	<ul style="list-style-type: none"> Confusion of roles for promotion, latrine provision, and enforcement of bye-laws 	<ul style="list-style-type: none"> Re-structure and clarify roles for NGOs, Village Health Teams (VHTs) and HAs as promoters and masons as providers
	<ul style="list-style-type: none"> CLTS has driven demand without corresponding interventions in product supply 	<ul style="list-style-type: none"> Utilise the opportunity provided by CLTS and communicate availability of improved products and trained providers
Price	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Price of improved latrines in monetary terms is perceived to be high 	<ul style="list-style-type: none"> Price improved latrines to match that of traditional ones in monetary terms
	<ul style="list-style-type: none"> Inability to pay lump sum amounts for materials and latrine construction 	<ul style="list-style-type: none"> Design price structure that enables latrine acquisition with payments in instalments
	<ul style="list-style-type: none"> Poverty levels are high and incomes unable to meet household demands 	<ul style="list-style-type: none"> Encourage household to source basic materials like sand and bricks and only pay for labour consistent with household income cycles
	<ul style="list-style-type: none"> Bi-annual income from agriculture activities and lack of access to bridge financing for full price settlement 	<ul style="list-style-type: none"> Partner with financial service providers for design and delivery of latrine specific financial products
Policy & Enabling Environment	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Sanitation bye-law enforcement limitations 	<ul style="list-style-type: none"> Amendment of bye-law to mitigate limitations
	<ul style="list-style-type: none"> Inadequate funding for sanitation 	<ul style="list-style-type: none"> Increase sanitation budget
	<ul style="list-style-type: none"> Quantitative sanitation monitoring indicators 	<ul style="list-style-type: none"> Review monitoring indicators to reflect quality of latrine
Partnerships	Strategy Issues	Interventions
	<ul style="list-style-type: none"> Varying organisational programmes 	<ul style="list-style-type: none"> Integration of organisational programmes
	<ul style="list-style-type: none"> Conflicting roles in the sanitation industry 	<ul style="list-style-type: none"> Conflict management by re-defining roles and activities
	<ul style="list-style-type: none"> Diverse approaches to sanitation provision 	<ul style="list-style-type: none"> Harmonise approaches to sanitation provision

5.2.1 Product Strategy

The product strategy will be to supply households in Tororo with a product that is durable, affordable, convenient, and easy to clean and maintain. For purposes of this strategy the product is

considered to be the complete latrine consisting of the pit, slab, superstructure, door, and roof. The slab will be the core component that is used to determine dimensions of the pit and superstructure. The product emphasises the utilisation of reusable materials and components to minimise waste and added expense in out years. An emphasis of the strategy is to provide households with latrine technologies that are comparable in price with the currently used traditional pit latrines, but that better satisfy consumer desires.

Strategy Issues

Among the key issues identified in the research process are:

- Absence of appropriate affordable products on the market;
- Lack of latrine providers with knowledge of improved products; and
- Presence of trained masons who are not involved in latrine provision.

Strategy Interventions

- Product development and testing;
- Training of masons; and
- Training of trainers for masons.

Product Activities

The product strategy addresses the above issues and will be a three stage activity process involving:

(i) Product development and testing

Product development and testing involves transforming desired consumer attributes to prototype or actual versions of product components, which will be tested for suitability to the socio-economic and environmental conditions in the project area. In view of the underdeveloped state of the market for latrine products in the District and the limited knowledge of improved latrine technologies, the idea is to keep things simple by presenting in the first few years of the strategy, a limited number of viable options for the different components of a latrine: superstructure, slab, and pit. In the out years, when acceptance and demand for latrines grows and the market is a bit more mature, other options can be introduced.

The product development approach focuses on the latrine slabs as the critical component of the latrine as it can be used to guide sizing and to some extent technology choice of the other latrine components, the pit and the superstructure. Thus, starting from a well-designed slab, we are in a position to better address the important attributes of durability, comfort, and low cost that consumers desire. The properly designed slab also serves as a basis from which to develop the approach to supporting the supply chain, e.g., mason, retailers, materials providers. The successfully tested products will be assembled in a catalogue of affordable latrine options which will be available to trained masons and retailers.

The latrine technologies product catalogue will provide advantages to both consumers and supply chain providers including:

- Provide consumers a visual appreciation of a wide variety of options from which to choose;
- Facilitate quick and informed decision making by consumers through visualisation of final product and desired attributes;
- Facilitate agreement between service providers e.g., masons and consumers on product;
- Cost determination will become easier facilitating planning and resource acquisition;
- Access to financing will be facilitated by knowing better the latrine to be built; and
- Rural retailers will be able to plan for stocking material and inputs to meet demands.

Product development and testing needs to be guided by a well-qualified engineer with knowledge of latrine construction and familiarity with local conditions, customs, and skill levels of service providers. Product development may require review of secondary literature and interpretation of desired attributes with respect to findings from published works. The product options developed in response to the desirable product attributes are listed in Table 5.2.

Table 5.2: Latrine Product Options

Attribute	Option
Durability	<ul style="list-style-type: none"> • Concrete slab • Iron roofing sheets (to avoid rain damage) • Brick walls • Pit depth of 10-15ft • Pit foundation of brick or concrete
Easy to clean	<ul style="list-style-type: none"> • Cement slab (with epoxy paint)
Privacy	<ul style="list-style-type: none"> • Wooden door - reusable • Brick wall • Thick grass compact wall • Waste metal (tins) for both doors and walls
Odourless	<ul style="list-style-type: none"> • Smooth floor, easy to clean and keep dry • Well-designed and fitted drop hole cover
Comfort	<ul style="list-style-type: none"> • Sufficient room to move around the latrine • Foot rests built in slab • Round shaped structure • Rectangular shaped structure
Affordability	<ul style="list-style-type: none"> • Re-usable concrete slabs and iron roofing sheets • Designed to use materials optimally to reduce waste and expense

Several key consideration guided development of the products. The first is determining the most appropriate size of slab. It was established that a 1m x 1m square slab or a 1.2m diameter circular slab provides the user with sufficient space in the latrine to be comfortable. This size slab also optimises the use of materials for constructing the slab (cement, sand, gravel, iron bars) and sets the bounds for the external dimensions of the pit. Together these elements result in a slab that is very close in price to the traditional log and mud slab that is common in the District; but yields a products that is much more reliable, durable, and easier to maintain. The second consideration is to promote the use of locally manufactured fired bricks, as they are widely available and relatively inexpensive. They can be used for pit foundations and superstructure; they fit within the typical financial resources of rural households, and local masons are experienced in working with them. A third consideration is to promote the use of brick and/or concrete foundations which greatly reduce the chances of pit collapse, especially on unstable soils. A fourth is to have a reasonable pit volume when the latrine is constructed so that it may last a sufficiently long time. (Note, there are techniques, such as the use of corbelled foundations that can increase the volume of the pit without requiring a larger slab.)

The options presented for sanitation marketing under this strategy are listed below. These offer the consumers multiple choice combinations or alternatives to choose from to suit different consumer interests, resource capacity, and opportunities for future upgrades.

Table 5.3 Technical Options for Latrine Components

Latrine Component	Technical Options
Foundations and pits	<ul style="list-style-type: none"> • Corbelled (to increase pit volume) • Brick foundation concrete ring foundation for dome slab

	<ul style="list-style-type: none"> • Open brick pit lining
Concrete slabs	<ul style="list-style-type: none"> • Square slab with reinforcing steel (1m x 1m x 70mm) • Square slab with raised seat • Double (2 sq. slabs) stance with reinforcing steel • Dome slab (no reinforcing) 1.2 m diameter
Superstructure	<ul style="list-style-type: none"> • Reed or grass framed structure, wood/metal door, and metal roof • Packed mud walls, wooden/metal door, and metal roof • Fired brick walls, wooden/metal door, and metal roof

Also in an effort to present a product that satisfies the consumer attributes and reduces costs, the dome slab will be introduced to the District, from Nkokongero town in Mukono District where a local NGO has been testing and promoting its use. The dome slab does not require reinforcing steel; therefore it is less expensive to produce. The unique dome shape gives it its strength. It is re-useable which further reduces the long-term cost of latrine ownership. Local masons (and homeowners) may be more familiar and comfortable with the square shape slab as that is what is available in the District, they will be trained in building it.

The superstructure of the latrine consists of the walls and the roof. Well-constructed superstructure provides privacy and adds to the comfort of using a latrine. Durable superstructure requires brick walls, with a door, and a metal sheet for the roof. Other, less expensive options are available for the walls, including the traditional packed mud, mud and wattle, framed with wood, using natural local materials such as papyrus reeds or grass, door built with wood frame, and any available material for door face. This will provide households with the basic framework for privacy and allow for improvements when they are financially able.

Each newly constructed latrine will include installation of a hand washing station (tippy taps).

(ii) Training of masons

In recognition of the absence of trained masons with knowledge and in the practice of latrine provision it is necessary and a pre-requisite that local masons are trained to provide this service. This training will be best delivered by the engineer retained to carry out product development and testing and will follow a systematic process through designing a training manual that will be used for consistency in future training delivery. The proposed training will target masons who have basic qualifications in Building and Construction Programmes (BCP), at a minimum of certificate level, from Tertiary/Vocational Training Institutions. These are available within the local communities but are not currently involved in latrine provision.

To maintain a fair distribution and low intensity competition for trained masons, five masons will be selected from each sub-county for training on building improved latrines. The traditional pit diggers will be retained under the product strategy, primarily to work under the supervision of trained masons for purposes of pit digging. This will enable them remain in the industry but to carry out activities for which they are best suited.

To build confidence among potential customers, primarily household decision makers, and to provide masons with physical evidence of their latrine construction skills, the trained masons will be issued an attendance certificate. The certificate will differentiate between masons with construction skills for improved latrines being promoted under this strategy, and those without such skills. This will enable households make product decisions from an informed position. Certification will be issued by the organisation responsible for the training program.

(iii) Training of trainers

Absence of trained building and construction workers in latrine provision points to a deficiency in the training curriculum. This will be addressed through tailored training of trainers (TOT) programs. Three to five trainers in building and construction will be nominated from various selected institutions in the District to attend the training to be conducted at one of the institutions. This will guarantee a sustainable supply of trained masons who in addition to ordinary housing construction will be skilled in improved latrine provision.

The training curriculum for Building and Construction Program (BCP) already includes latrine construction, but not as an examinable part of the curriculum. As such little emphasis, if any, is placed in training for improved latrine construction. Training institutions in the District will be encouraged and motivated to appropriately focus on latrine construction, and to link up with national level structures for introducing examinable aspects on latrine construction,

5.2.2 Place/Distribution Strategy

The distribution strategy will be to remove the burden of households from sourcing incompatible latrine components and construction services by delivering complete durable, affordable, convenient, and easy to clean and maintain latrines to consumers at their door steps (household). To achieve this, design of portable moulds for slab casting, mapping of materials, training of masons and supply chain members, and structured linkage of the supply chain will be undertaken. In the context of this strategy, the supply chain constitutes all activities related to sourcing of basic construction materials, inputs, tools, equipment, and the process of converting these to latrine components at the household level.

Strategy Issues

- Inadequate access to building materials and inputs;
- Centralised casting of slabs in two locations in the District and the associated high cost of transportation of slabs to households;
- A slab is only one component of the latrine, therefore sourcing and delivery of slabs, identifying trained masons to build the latrine to desirable levels, and retrofitting the slab to an already existing pit is all cumbersome and time intensive; and
- Unstructured and fragmented supply chain from materials to latrine delivery

Strategy Intervention

The distribution strategy adopted here will include:

- Identification and mapping of locally available materials and inputs;
- Improving availability and access to materials through acquisition from the community and local trading centres closer to households;
- Casting slabs at households where the demand is based;
- Designing portable moulds to enable masons take the total product to the consumer as opposed to the consumer sourcing the product or different components of it; and
- Train and link supply chain members who provide materials to masons who build latrines.

(i) Identification and mapping of materials

Exploration and mapping of local availability and quality of materials in each parish of the District will be undertaken to improve household access. Essential construction materials and supplies include sand, gravel, cement, wood, iron sheets, and reinforcing bars. The rural retail outlet 'shop' will do bulk breaking of supplies needed for construction of improved latrines, an activity already being done for some of the materials like cement. The rural retailers need to be made aware of

appropriate technologies (product knowledge) and hygiene promotion to be able to offer excellent customer service. The supply chain members also need training in business communication skills as they will act as the link between service providers (builders and installers) and consumers. A sub-county specific list of certified masons/service providers will be compiled and distributed to retail outlets and broadcast alongside other promotional materials to facilitate access by households.

Materials such as sand and gravel which are found in Petta and Rubongi are sold and transported by truck load, yet this is more than what one unit of a latrine requires. The strategy will explore ways in which this constraint can be addressed including encouraging certified masons in a sub-county to bulk purchase and provide to households as need arises. The alternative option of utilising locally available materials by special handling like washing sand can be appropriate.

(ii) *Improved availability and access to materials*

Each sub-county will have a minimum of five trained and certified masons and a rural retailer participating in the program. The retailers will be encouraged to stock and be trained to do bulk breaking for supplies like cement, reinforcing bars, and iron to quantities appropriate and specific for unit latrines construction. In the longer term this may be customised and promoted as a latrine kit. This intervention in the distribution network will increase access and reduce costs of supplies, materials, and technical capabilities required to supply the appropriate latrine technologies desired by consumers.

(iii) *On-site slab construction*

A slab is a critical component of an improved latrine that meets consumer needs, as it determines the size, shape, and other attributes of the latrine. To encourage latrine acquisition through reduced cost of transportation, on-site casting of slabs will be promoted. The following benefits are associated with on-site casting of slabs:

- Elimination of transport costs for finished slabs;
- Consumers have the option of buying materials in phases, hence spreading the cost over time;
- Reduction in time to look for and get slab done; and
- The slab is made and fitted under supervision of one person and in the presence of owners.

(iv) *Use of portable moulds*

Portable moulds for square and dome slabs will facilitate casting of slabs on-site at the households without compromising standards and design, and effectively eliminate the transport costs for slabs from traditional central casting yards. These moulds are easy to assemble and un-assemble for ease of movement from one site to another.

(v) *Organising service providers*

The retailers and masons trained will be linked through a network register indicating the location and address of each member and how they can be located. This register will be established at the sub-county level and updated, as needed, to incorporate additionally trained service providers. Key elements in the strengthening and better incorporating the supply chain linkage include:

1. Explore and develop mutually beneficial opportunities for collaboration with existing local retailers and local sources in each sub-county/parish for sale of cement, iron sheet, rebar, mesh, vent pipe, sand, and gravel.
2. Establish specific actions for local rural retailers and supply outlet points, such as: (a) repackage existing input supplies into smaller quantities appropriate for latrine options; (b) provide point of sale promotion for latrine construction input supplies 'kits;' (c) serve as

contact points for other project activities, provider services, and new product design information.

3. Encourage formation of associations of improved latrine service providers for information exchange and to assist members to acquire for themselves improved latrines as a sign of leadership in the desired behaviour change

5.2.3 Promotion and Communication Strategy

The promotion and communication strategy provides a targeted set of activities aimed at raising household awareness of available products and services, and influencing decision making for acquisition of those products. To stimulate demand for improved latrines, the promotion and communication strategy will emphasise the important attributes of durability, affordability, convenience, ease of cleaning, and maintenance. Focus will be on target audience motivations to influence decision making for adoption of improved latrine ownership and usage. The strategy will make use of informal communication channels identified to be most commonly accessed and/or preferred by the target groups.

Strategy Issues

- Informal communication channels are most prominent;
- Limited formal communication about latrine products;
- Bye-law enforcement features highly, but comes with negative connotations;
- Confusion of roles for communication, provision of products and enforcement of bye-laws; and
- CLTS has driven demand without corresponding interventions in product supply.

Strategy Intervention

- Utilise existing communication channels to deliver information on improved latrines;
- Support and integrate informal communication with formal structured delivery channels;
- Prioritise communication of favoured product attributes and take advantage of the legal environment without making it a primary entry approach;
- Structured partnerships and clarification of roles for NGOs, VHTs, and HAs as communicators not providers and enforcement personnel; and
- Utilise the opportunity provided by intensive ‘shock therapy’ promotional approach of CLTS by communicating availability of improved products and trained providers.

Communication Activities

(i) Utilisation of Existing Channels

It has been established that target groups receive the most information through informal channels, word of mouth, social gatherings, etc. The strategy aims to achieve maximum reach and depth and therefore these existing channels include Village Information Centres will be the main platform for communication activities.

(ii) Support and integrate informal and formal communication channels

Under the strategy, a careful approach to integration of formal and informal channels will be pursued. During launch activities in different sub-counties, consideration will be given to combining CLTS as a medium of communication and demand creation, while the posters and word of mouth through opinion leaders and influencers will compliment the communication of available products and masonry services. This will also feature some radio announcements and, where feasible, talk show programmes, like the existing weekly talk show by the District on sanitation.

(iii) Prioritise communication of favoured product attributes

The communication strategy will emphasise favoured attributes of products while taking advantage of the legal environment, but will not emphasise enforcement. This way a clear linkage between enforcement and marketing communications will be established without clouding the latter.

(iv) Structured partnerships and clarification of roles for NGOs, VHTs, and HAs

Under this communication strategy, clear roles will be established for communication activities. For example, HAs have been carrying out a myriad of activities: communication, enforcement, and sometimes production. HA communication activities need to be clearly articulated and coordinated with other partners.

(v) Utilisation of CLTS opportunities

CLTS has been practised in the District for some time and plans to scale up are underway. Sanitation marketing communication activities will compliment CLTS by providing information on products and services, filling the supply-demand gap, in which households that would like to adopt improved products currently have limited options from which to choose. This will also save the District and sub-counties the budget needs for a campaign of CLTS’ intensity, where it will be taking place.

Promotional activities will be undertaken through two broad approaches of promotion: the pull and push strategies. The pull will be directed at consumers (adopters and non-adopters), while the push is aimed at supply chain members, manufacturers, wholesalers, and retailers.

Table 5.4: Communications Strategy

	Pull (consumers)	Push (supply chain)
Target audience	<ul style="list-style-type: none"> • Adopters • Non-adopters 	<ul style="list-style-type: none"> • Rural retailers • Manufactures of inputs • Trained masons
Message content	<ul style="list-style-type: none"> • Functional attributes (durability, re-usability of slabs, safety, ease of maintenance, and cleanliness) • Emotional attributes (self-esteem, status, privacy, convenience) • Family happiness 	<ul style="list-style-type: none"> • Profitability • Stability • Increased turnover • Wider product range
Medium	<ul style="list-style-type: none"> • Village Information Centres • Village development meeting • Religious gatherings • Home visits and community events 	<ul style="list-style-type: none"> • Point of sale promotions • Training and attendance certification • Personal selling
Materials and Tools	<ul style="list-style-type: none"> • Posters • Flyers • House-to-house, word of mouth (VHT) • Radio 	<ul style="list-style-type: none"> • Product catalogue • Register of trained/certified masons and retail outlets • Posters • Training curriculum

The primary target audiences (consumer segments) for the promotion are adopters and non-adopters of latrines. The adopters will be motivated to change the choice of the latrines they acquire as the existing ones fall out of use. This may be a gradual process as they are unlikely to commit new resources while the current latrines are still in use. Non-adopters on the other hand will be encouraged to move straight into improved latrine acquisition as there is no foregone cost in an already existing latrine. Both segments are aware of the benefits of latrine ownership, however they both face unique constrains that need to be overcome. Elements of the evolving message as the target audience progresses through the different stages are presented in Table 5.5.

Table 5.5: Message Progression through the Consumer Decision Making Process

Stage	Message	
	Adopters	Non-adopters
1. Awareness	<ul style="list-style-type: none"> • New technology options and providers for latrine improvement 	<ul style="list-style-type: none"> • New technologies and options for latrine acquisition
2. Interest	<ul style="list-style-type: none"> • Attributes of new technology options • Quality assurances on products 	<ul style="list-style-type: none"> • Attributes of new technology options • Benefits of latrine acquisition • Quality assurances on products
3. Desire	<ul style="list-style-type: none"> • Change attitudes to support latrine improvement • Reinforce information about various technology options and providers • Enhance motivations for buying such as durability, self-esteem, etc. 	<ul style="list-style-type: none"> • Change attitudes to favour latrine acquisition • Inform about technology options and providers • Enhance motivates such as prestige, privacy, etc.
4. Action	<ul style="list-style-type: none"> • Visit participating rural retailers and masons • Identify choice of technology option • Identify site to locate latrine • Negotiate financing options or save • Acquire improved latrine • Use improved latrine 	<ul style="list-style-type: none"> • Visit participating rural retailers and masons. • Identify choice of technology option • Identify site to locate latrine • Negotiate financing options or save • Acquire new latrine • Use new latrine

To differentiate communication on improved latrines under this strategy from numerous ongoing campaigns targeting similar audiences and to enhance its effectiveness, the strategy will adopt an approach of brand differentiation complete with a strap line and logo for products under the sanitation marketing programme. This will give the promotion an identity with which the partners will associate. An initial strap line used on promotional materials is “*Life is Good with a Well-Built Latrine.*” This has been pre-tested and accepted, but may change as communication implementation progresses.

Table 5.6 presents a framework to facilitate implementation of communication and promotion activities for sanitation marketing.

Table 5.6: Sanitation Marketing Implementation and Promotion

Question	Adopters	Non-adopters
Whom	<ul style="list-style-type: none"> • Household heads 	<ul style="list-style-type: none"> • Household heads
What to communicate	<ul style="list-style-type: none"> • Product attributes (functional and emotion) • Benefits of latrine improvement • Participating rural outlets • Product range available • Certified masons • Price structure of product • Differences between new and traditional latrines 	<ul style="list-style-type: none"> • Product attributes (functional and emotion) • Benefits of latrine ownership • Participating rural outlets • Product range available • Certified masons • Price structure of product
When to communicate	<ul style="list-style-type: none"> • Stage in decision making process (awareness, renewed interest, desire, and action) 	<ul style="list-style-type: none"> • Stage in decision making process (awareness, interest, desire, action) • As part of CLTS campaigns

Question	Adopters	Non-adopters
Where to communicate from	<ul style="list-style-type: none"> • Point of sale (retail outlets) • Radio (rock mambo and open gate) • Village Health Team and HAs • Village Information Centres • Financing agencies (Village Saving Loan Association (VLSA), SACCO, micro-finance institution (MFI)) • Community meetings, religious congregation gatherings • Sub-county and parish offices, community centre halls, information notice boards 	<ul style="list-style-type: none"> • Point of sale (retail outlets) • Village Health Team and health assistants • Central village places • Financing agencies (VLSA, SACCO and MFI) • Religious congregations • CLTS Campaign Meetings
How to communicate	<ul style="list-style-type: none"> • Posters • Announcements, talk shows, and spots • Agenda items for discussion during local council and community development meetings • Mason personal selling and direct marketing • Home visits by HAs • Training 	<ul style="list-style-type: none"> • Posters • Announcements, talk shows, and spots • Agenda items for discussion during Local Council and Community development meetings • Mason personal selling and direct marketing • Home visits by HAs • Training

Implementation of the communication activities and choice of channels will be based on the findings of the consumer research and communication survey. Accordingly, the major delivery of messages will be through the informal channels, leading with Village Information Centres. However, piggy backing on the activities within CLTS implementation will provide efficient leverage for access to consumers.

5.2.4 Price Strategy

A sustainable sanitation industry will only be achieved when profitability to supply chain members and value for money to consumers is balanced. During the supply and demand assessments, the price range for existing latrine products was established at between Ush 60,000= and 160,000= depending on the materials provided by the household. The strategy will retain the existing price range with a slight variation of Ush 40,000= inclusive of digging the pit and masonry services.

This strategy will therefore adopt a pricing structure that enables households to pay for improved latrines at a price similar to what is ordinarily paid for traditional pit latrines. The price will be structured in way that allows for instalment buying without compromising other household needs. In recognition of the seasonal variation of household income, bridge financing from savings and credit microfinance service providers will be incorporated in the overall price strategy.

Strategy Issues

- The price of improved latrines in monetary terms is perceived to be high;
- Poverty levels are high and incomes are unable to meet household demands;
- Bi-annual income from agriculture activities and lack of access to bridge financing for full price settlement; and
- High prices charged by masons resulting from the specialised training.

Strategy Interventions

- Design price structure that enables households to acquire latrines through partial payments;
- Encourage household to self-source basic materials like sand and cement in a flexible way consistent with household income cycles;
- Partner with financial service providers for design and delivery of latrine specific products; and
- Train number of masons to impact on high prices through competition and open publicity of contacts.

Price Activities

(i) Design Partial Payment Price Structure for Households

The critical element will be how payment is structured for sustainability of demand and supply and options to be utilised will include:

- Consumers making payments (deposits) for supplies and materials in advance over time before construction commences.
- Payment for phased construction to spread the price over a reasonable period
- Use of non-monetary means (for example the use of barter trade where livestock, crops and poultry are used) to pay for products or services rendered for latrine ownership, especially for labour as the different phases get completed.

Latrine Component	Indicative Price Range (Ush)
Pit Digging (Av. 15 ft deep)	30,000= to 60,000= (Depending on Soil Structure)
Slab	25,000= to 45,000= (Depending on the price of Cement)
Foundation	15,000= to 25,000= (Depending on cement price & No. of courses.
Super Structure	10,000= to 40,000= (Depending on type of Materials)
Roof	12,000= to 26,000= (Depending on Gauge of Iron Sheet
Masonry Labour Cost	20,000= to 60,000= (Depending on Negotiation)
Total*	122,000= to 252,000=

* The total price varies so widely depending on a number of factors, however the indicative prices provided here are for a latrine which is constructed out of conventional materials only, with a super structure built from bricks and cement. Where local materials are used for these purposes, the cost structure will be different and lower than what is presented here.

(ii) Self-sourcing of basic raw materials

It was established that basic materials like gravel and sand are available in most of the communities. Masons were trained on how to handle such materials, e.g., washing of ordinary sand to acceptable quality requirements. Households will be encouraged to clean sand and where necessary break down gravel to specified sizes. Masons will then be called upon to provide labour for which they are paid in a structure agreed with the household.

(iii) Partnership with Financial Service Providers for Latrine Specific Products

Under the strategy, financial service providers will be encouraged and motivated to develop financial products suited to income cycles of consumers and unique to latrine products tailored along savings and credit options. Two main financing structures were identified as possible channels to take lead in promotion of these types of products:

- Village Savings and Loan Associations (VSLAs); and
- Savings and Co-operative Societies (SACCOs).

The amounts that members can access as loans currently range between Ush. 50,000 - 800,000 with a payback period of six months. These amounts are sufficient to cover improved latrine prices. This also fits within the capacity of local financial institutions both formal and informal.

The formal financial institutions currently do not offer sanitation specific products in their portfolios that include school fees, home improvement costs, and personal, business, and medical expenses. Financial institutions will need to develop latrine financing products that consumers can access for latrine ownership. This will be structured in two ways—where consumers access 100 percent credit or a blend of savings and credit.

Financing products for business may be extended to supply chain members to facilitate increased stock capacity of materials for latrine construction, moulds, and other equipment needed for the purpose of meeting increased demand that will arise out of the sanitation marketing programme.

(iv) Competition Pressure on Pricing

The price of materials and labour will as much as possible remain a function of market dynamics. The strategy for reducing the impact of the price will therefore be more suited to these circumstances. In order not to create a monopolistic situation for masonry services, a number of trained masons available will introduce some measure of competition which is intended to introduce a competitive environment leading to optimum pricing for the services. Where demand threatens to outstrip supply, more masons will be trained to mitigate the gap.

5.2.5 Partnership Development Strategy

The partnership development strategy will establish a coordinated approach for sanitation marketing through re-alignment of partnership roles to allow each partner to undertake roles of core competency. This will enable building of synergies, exploring complementarities, and minimising divergences during sanitation marketing implementation. Currently, the various partners involved in sanitation improvement have had multiple roles including direct provision of slabs, enforcement of compliance with sanitation bye-laws, and promotion/communication activities. Health Assistants and VHTs have been directly involved in casting of slabs, leaving the private sector as spectators.

Under the strategy, participating NGOs will support the promotional activities rather than direct provision, while the District staff and HAs will, in addition to supporting this promotion, act as a structure for standards and monitoring.

Partnership development will be a continuous process of identifying, engaging, and working with different organizations to create a better enabling environment for sanitation marketing.

Strategy Issues

- Varying Organisational Programmes;
- Conflicting roles in the sanitation industry; and
- Diverse approaches to sanitation provision.

Strategy Interventions

- Integration of organisational programmes;
- Conflict Management by re-defining roles and activities; and
- Harmonise approaches to sanitation provision.

(i) ***Integration of organisational programmes***

Partners in the District are undertaking a varying range of activities, many of which will directly or indirectly have an impact or implications for sanitation marketing. In the event that the programmes have potential positive impact, the strategy will be to seek and secure cooperation for joint activities, facilities, or other areas that will reduce the outlays of each partner while retaining core partner programmes. Among those that will be involved are:

- **Africa 2000**, which has been involved in information dissemination through Village Information Centres will continue to provide a leverage for sanitation marketing promotion and communication through the same centres.
- **Community Vision** will be engaged to introduce financial products for latrine acquisition under its ongoing capacity building programme for Village Savings and Loan Associations. The possibility of assisting trained masons to form a Savings and Credit Association will be explored and supported through this programme.
- **Plan Uganda** will continue to provide overall coordination of sanitation marketing and integrate it with CLTS to provide a platform for interactive communication and demand creation. In addition, Plan Uganda will follow-up from monitoring data to organise re-training of masons and other related field operational aspects including engaging external consultants to support District sanitation marketing activities.
- **Nagongera Youth Development Association (NYDA)** will be engaged and supported through UWASNET and Plan Uganda to undertake coordination activities that may fall outside Plan Uganda programme sub-counties. NYDA will then partner with and feed into the overall Plan Uganda coordination role.

(ii) ***Identification of proper roles***

Sanitation marketing seeks a common understanding and practice that supports the market approach to household latrine acquisition. Under this strategy, each partner in the sanitation industry will be encouraged and supported to concentrate on their core business.

- **Masons** will be supported and promoted to concentrate on building latrines and promoting their masonry services while NGOs that have been previously facilitating other players to produce slabs and or build latrines will be encouraged to re-direct this support to masons' training and re-training activities.
- **Health Inspectors and VHTs** will be facilitated to undertake monitoring activities and provide technical backstopping for promotion and communication, while enforcement of compliance with bye-laws will be limited to the Enforcement Units which already exist in the sub-counties.
- **Training Institutes** have been equipped with knowledge to provide future training in the District as necessary. Organisations and agencies involved in sanitation, especially training, will be encouraged to utilise the services of instructors trained from the various technical institutes within Tororo District.

(iii) ***Harmonised approaches to sanitation provision***

Different approaches for sanitation provision may not be pronounced in the District but do exist and may continue to grow. The District Local Government believes in and exercises enforcement,

CLTS has been practised as a stand-alone approach and training communities for self-provision has previously been tried.

This strategy will explore and engage with different partners to establish a networking arrangement where efforts are coordinated and complimentary. This may include cooperation agreements where resources are invested without duplication by different organisations in different areas of intervention.

- **The District Council** will be the owners of the strategy, and plan for, budget, and disburse funds for sanitation marketing activities. The council will proactively seek partners to support different aspects of the strategy.
- **Sub-counties** will in addition to serving as sanitation marketing facilitating centres be encouraged to adopt out-of-court settlements for latrine ownership defaulters in order to use the money from fines for latrine acquisition.
- **Community Based Organisations** that provide latrines to vulnerable groups will be linked to the trained masons and supply chain members to utilise their services. This way such organisations will provide more households with latrines from the same resources owing to the lower pricing of the improved latrines.

Memoranda of understanding (MOUs) between participating stakeholders both in private and public sectors will be designed, where necessary, spelling out partnership terms and roles. The agreements will define the scope of engagement and structures for collaboration and may take different forms depending on partner specific institutional conditions, e.g., non-binding agreements to collaborate, letters of mutual interest, and willingness to collaborate. The aim is to create complimentary approaches for sanitation marketing which will enhance its effectiveness and promote a sustainable industry.

Potential private sector motivation and benefits for partnering with sanitation marketing activities will be identified and communicated to potential private sector partners in developing these mutually beneficial relationships. Typically the program will design and create brand value through a common theme that will make it attractive to associate with. Every partner will gain by focusing individual activities on their core business. The partnership covers NGOs, local authorities, private sector supply chain members, and media.

The benefits to participating members, presented in Table 5.7 include better business image, enhanced retailer recognition and share into new rural sanitation industry and market.

Table 5.7: Potential Benefits Accruing to Membership of the Partnership

Member	Benefits	Anticipated role in partnership
NGOs	<ul style="list-style-type: none"> • Reduction in time spent in direct provision of products like slabs • Allows concentration on core services and programmes • Increased political and community clout and recognition 	<ul style="list-style-type: none"> • Promotion • Capacity building of masons, local health officials, and media • Investment in latrine product development and related materials e.g., product catalogue • Capacity building for financial institutions in sanitation/latrine financing products
Training Institutions	<ul style="list-style-type: none"> • Masons' training integrated in the official building and construction curriculum for sustainable supply of trained manpower 	<ul style="list-style-type: none"> • Supply Chain sustainability • Certification of masons

Local Authority	<ul style="list-style-type: none"> • Reduces time and costs of enforcement • Improved community well-being • Reduced expenditure on preventable diseases 	<ul style="list-style-type: none"> • Facilitate effective access of households to trained masons, especially at sub-county level
Private sector-supply chain members	<ul style="list-style-type: none"> • Wider markets • Expanded profitability • Improved image from participation in sanitation improvement of the community 	<ul style="list-style-type: none"> • Bulk breaking • Stocking of materials and supplies • In-store promotion
Trained Masons	<ul style="list-style-type: none"> • New and potentially viable business for generation of revenue 	<ul style="list-style-type: none"> • Construction of quality latrines conforming to standards • Product promotion through direct marketing using the product catalogue
Financial Institutions	<ul style="list-style-type: none"> • New financial products- latrine financing • New markets 	<ul style="list-style-type: none"> • Financing products for latrine acquisition • Provide space for promotional materials like posters
Media	<ul style="list-style-type: none"> • Corporate social responsibility participation • New revenues from promoting latrine acquisition 	<ul style="list-style-type: none"> • Changing perceptions on latrine acquisition and utilisation

5.2.6 Policy and Enabling Environment

A successful sanitation marketing programme can only be implemented in an environment which is conducive and supportive of the programme activities. Policy makers and implementers are structured on a multi-level approach with those higher up the ladder more responsible for formulation while those lower on the ladder carry out implementation. It will be important under this strategy to lobby and influence formulation of enabling policy instruments and bye-laws, while engaging with the lower level structures to facilitate an implementation atmosphere that is conducive to sanitation marketing. In the context of this strategy, the higher level is the District local government while the lower level will be represented by sub-county structures.

Strategy Issues

- Sanitation bye-law enforcement limitations;
- Inadequate funding for sanitation;
- Sanitation monitoring indicators; and
- Inconsistent sanitation roles.

Strategy Interventions

- Amendment of bye-law;
- Increase sanitation budget;
- Review sanitation monitoring indicators; and
- Sanitation role definition and allocation.

(i) Amendment of sanitation bye-law

The District Council will be encouraged to undertake to amend the sanitation bye-law to introduce constructive penalties that will be used to support the penalised households to acquire latrines. Enforcement is currently exercised at sub-county level, where arrest, imprisonment and fines are imposed. Under the strategy, out-of-court settlements will be encouraged where money that would

be paid as fines will instead be channelled to pay for masonry services that will enable affected households to acquire latrines.

(ii) Increment in sanitation budget

The District Local Council will undertake deliberate efforts to refine plans for quantitative and qualitative improvement in latrine coverage. This will include planning and budgeting for re-production of communication materials, re-training of masons where necessary, and support to sub-counties to undertake promotional activities. The budget will target both internal sources (conditional and non-conditional grants, district local revenues) and external partners' financing.

(iii) Review sanitation monitoring indicators

The District Local Government will review sanitation and specifically latrine coverage monitoring indicators to capture not just latrine coverage but improved latrine coverage as defined in the strategy. This will be accompanied by re-alignment of reward systems to target improved latrine performance as opposed to the existing system which only rewards quantitative performance.

(iv) Sanitation role definition and allocation

The District is the owner of this strategy and will therefore re-examine, evaluate, and appropriately allocate roles and responsibilities to both partners and lower level organs and departments. Product quality and regulation will be located in the District Engineer's office, monitoring will be undertaken by the District Health Inspectorate, while general oversight and reporting to the District Council will be assigned to the appropriate committee of council.

The sub-county organs of council, sub-committees of council, and civil servants will constitute the first line entry for implementation activities through regular meetings to promote masons' work. Enforcement is carried out at this level, where arrest, imprisonment, and fines are imposed.

After successful trial of the above approach, the District Council may be lobbied to amend the by-law to introduce compulsory labour, or community service which may be compensated

5.3 Networking and Monitoring Framework

The strategy interventions to be implemented will be done through an elaborate framework for networking and monitoring. In the context of Tororo District, networking will be at the sub-county level to facilitate sharing of information and experiences on activities, learning lessons and benchmarking of best practices. Communication activities which naturally facilitate networking among sub-county structures and between sub-counties and local NGO activities are already grounded in the implementation level. The monitoring role is currently mandated to the District Health Inspectorate. Regular reports submitted by the sub-county Health Inspectors will be upgraded to capture data on improved latrine uptake.

5.3.1 Networking

The purpose of networking is to provide a structured approach to sharing knowledge, development and benchmarking improvements by the different sub-counties (implementing organs). All partners involved in the sanitation marketing implementation will be participants at the sub-county networking meetings. Some sub-counties will inevitably perform better than others, while some may unnecessarily lag on some activities. Networking will enable peer review and support for sanitation marketing activities, allowing for promotion of harmonised intervention approaches.

(i) Meetings and site visits

The network members will share information on masonry services and labour price trends, promotion and communication implementation forums, and supply chain linkages. This will be done through rotational network meetings at different sub-counties with site visits where possible.

(ii) Documentation and sharing reports

With facilitation from the District or partner budgets, documentation and profiling of success stories will be undertaken to strengthen the promotion and communication activities.

5.3.2 Monitoring

Monitoring of strategy implementation progress will be based on indicators derived from the strategy principles of product, place, promotion, price, and partnerships. The monitoring indicators will be integrated into the District monitoring and reporting tools on sanitation and latrine ownership. Some that are not easily compatible with these tools will be built into participating partner roles or outsourced on an ad hoc basis. The indicators will capture both quantitative and qualitative data. A list of proposed monitoring indicators is included in Annex 1, from which the most applicable and appropriate can be selected.

6.0 Strategy Implementation Activities

While initial mobilisation and assessment activities were based at the District level, the sanitation marketing implementation framework in Tororo bases most activities at the sub-county level. This is partially an attempt to mitigate the likely effect on programme activities of the plan to divide the District into two. Mostly, however, it is a response to the reality that most implementation of sanitation improvement programmes, including community mobilisation, takes place at the sub-county level. Furthermore, focusing at the sub-county level is consistent with the local government planning and service delivery delegation under the Local Government Act. It is important to note that all implementation activities for Year One have already been accomplished through initial development phase by Plan support from the USAID-funded Hygiene Improvement Project.

A phase-in period of one year is assumed during which financial services providers will develop and commercialise sanitation specific products and after which promotion of the sanitation products will commence. The work plan activities also constitute the budget lines along which each activity outlined will be allocated costs, together making up the implementation budget for any given period.

6.1 Resource Requirements

To implement the strategy, there will be need for human, technical, and logistical resources. These resources will be determined by the mode of implementation and there are three options to this. The first option may include the District undertaking implementation directly through sub-county structures and personnel. However, this is the least desirable option as these structures have no financial capacity and human skills necessary to propel this kind of programme.

The second option is to partner with NGOs that are already undertaking sanitation activities in the District and share out different aspects of the programme, with the Engineering Department taking charge of product strategy activities, the Health Department for promotion activities, and the Commercial Department for price and financing. This will need to be better studied for an appropriate structure to be designed.

The third option is to outsource management of the strategy. This may be the most attractive and effective, but it requires substantial financial resources to execute.

Human Resources

In all options, the District will require personnel with a mix of skills including marketing and engineering. This can build on the trained trainers at the different institutions to provide the requisite intermediaries for provision of services.

The District may already have some of the skills necessary to undertake some of the activities in this strategy, but such personnel are under the administration structure that may not be flexible enough to allow them to commit time for implementation of this strategy. The District will have to work with a range of stakeholders in NGOs, private sector, and other public sector organs, as appropriate.

In all options considered, it will be important for the District to identify and assign or appoint an individual with the appropriate skills in implementing marketing programmes. The assigned or appointed person will be charged with overall coordination, management, and monitoring of all activities; and with evaluating and interpreting monitoring outcomes in order to facilitate

adjustments as may be required. Other tasks may be allocated as defined in the partnership development strategy.

Financial Resources

Tororo District will budget and provide funds for implementation of this strategy. While the District may not be able to raise all the resources for long-term implementation of the strategy, the District development plan will recognise and give a high profile to this strategy. This will enable the Finance Committee to budget for implementation activities and allow stakeholders to make more strategic investments. Each sub-county will provide a budget line for sanitation marketing promotional activities to be included in the overall District budget. The budget will be structured and based on the activity plan provided in the implementation chart below.

Private sector partners will be engaged to support training activities by provision of materials in partnership with technical institutions, which have trained instructors; NGO partners may be requested to provide logistical resources for training. Promotional activities can also be solicited on the same partnership principle.

A collective stakeholder meeting will be organised at which partners will indicate which areas of the strategy they can support based on their core business and competence. Support will not be limited to financial resources, but will be tailored to suit the flexibilities of different partnerships.

Figure 6.1: Strategy Interventions Implementation Plan

Strategy Element	Year 1				Year 2				Year 3				Year 4				Year 5			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Research and Strategy Development																				
Assemble Sanitation Marketing Team	■																			
Rapid Sanitation Assessment																				
In-depth Sanitation Demand Research																				
Rapid Industry Assessment																				
In-depth Supply Research																				
Draft Strategy		■																		
Strategy Development Workshop																				
Final Strategy																				
Product Strategy																				
Product Development		■																		
Product Testing																				
Prepare Training Manual																				
Prepare Product Catalogue																				
Identification and Selection of Masons																				
Training of Masons		■	■																	
Training of Trainers				■																
Re-training of Masons						■	■						■	■						
Institutionalising Training Manual								■	■											
Place/Distribution Strategy																				
Production of Portable Moulds		■																		
Mapping of Materials		■	■																	
Training of Retailers			■	■	■							■	■				■	■	■	■
Linkage of Retailers to Masons				■	■	■						■	■	■	■	■	■	■	■	■
Recognition of Best Retail Performance												■	■	■	■	■	■	■	■	■
Promotion Strategy																				
Design of Promotional Materials				■																
Production of Promotional Materials				■	■															
Pretesting of Promotional Materials					■															
Printing of Materials					■															
Distribution to Outlets/Channels						■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Monitoring Progress		■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Price and Financing Strategy																				
Price Research	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■

Strategy Element	Year 1				Year 2				Year 3				Year 4				Year 5			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
			■																	
Promote Self-Supply of basic materials				■	■	■	■													
Encourage Non-monetary Payments				■	■	■	■		■	■	■	■	■	■	■	■	■	■	■	■
Design Sanitation Finance Products							■													
Test Sanitation Finance Products								■												
Promote Sanitation Finance Products									■	■	■	■	■	■	■	■	■	■	■	■
Partnership Development Strategy																				
<i>Africa 2000 - Village Information Centres</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>Plan Uganda for Coordination</i>	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>Tororo Cement for Supply Chain Promotion</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>Nagongera Youth Dev. Association in Non-plan Sub-counties</i>			■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>World Vision in Non-plan Sub-counties</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>Sub-county Leaders on Promotion</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>Training Institutes</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
<i>District Council Leadership</i>					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Work with Financial Service Providers; BRAC, Community Vision, SACCOs					■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■

7.0 Budget

The budget for implementation of the strategy will be derived from the activity schedule in the work plan however what is provided here-in is only indicative as future estimates will depend on the nature, structure and intensity of activities as the district and the partners will agree. In order to secure partnership commitment the district will have to provide for sanitation marketing in the District Development plans, Sub County Development plans and corresponding budgets at the different levels even when resources will not be available. This way the district will be able to demonstrate to partners' commitment and be able to factor support that has already been received from different partners in financing sanitation marketing activities.

7.1 Indicative Budget Estimates

Indicative Budget Estimates					
Strategy Element	Years 1	Year 2	Year 3	Years 4	Year 5
Research & Strategy Development					
Assemble Sanitation Marketing Team	4,800,000=				
Rapid Sanitation Assessment	19,500,000=				
In-depth Sanitation Demand Research	18,000,000=				
Rapid Industry Assessment	-				
In-depth Supply Research	10,000,000=				
Printing Draft Strategy	1,000,000=				
Strategy Development Workshop	3,600,000=				
Final Strategy					
Sub Total	56,000,000=				
Product Strategy Activities					
Product Development	5,000,000=			3,000,000=	
Product Testing	-				
Printing Training Manual	4,000,000=		4,000,000=		
Printing of Product Catalogue	4,000,000=		4,000,000=		
Identification and Selection of Masons	1,000,000=		1,000,000=		
Training of Masons	15,000,000=				
Training of Trainers	5,000,000=				
Re-training of Masons			6,000,000=		
Institutionalising Training Manual		2,000,000=	2,000,000=		
Sub Total	34,000,000=	2,000,000=	17,000,000=	3,000,000=	
Place/Distribution Activities					
Production of Portable Moulds	900,000=				
Mapping of Materials	400,000=				
Training of Retailers	2,500,000=				
Linkage of Retailers to Masons	-				
Recognition of Best Retail Performance	-	300,000=	500,000=	500,000=	
Design of Promotional Materials	14,000,000=				
Production of Promotional Materials	400,000=				
Pretesting of Promotional Materials	650,000=				
Printing of Materials	18,000,000=		20,000,000=		
Distribution to Outlets/Channels		3,000,000=			
Sub Total	36,850,000=	3,300,000=	20,500,000=	500,000=	
Price Strategy Activities					
Price Research	400,000=				
Promote Self-Supply of basic materials	-				
Encourage Non-monetary Payments	-				
Design Sanitation Finance Products		2,500,000=			
Test Sanitation Finance Products		1,500,000=			
Promote Sanitation Finance Products					

Indicative Budget Estimates					
Strategy Element	Years 1	Year 2	Year 3	Years 4	Year 5
Research & Strategy Development					
<i>Sub Total</i>	<i>400,000=</i>	<i>4,000,000=</i>			
Partnership Development Activities					
<i>Africa 2000 - Village Information Centres</i>		<i>6,000,000=</i>	<i>10,000,000=</i>	<i>12,000,000=</i>	
<i>Plan Uganda – Facilitator & Consultancy Support</i>		<i>43,200,000=</i>	<i>39,000,000=</i>	<i>39,000,000=</i>	
<i>Tororo Cement for Supply Chain Support</i>			<i>3,000,000=</i>		
<i>Meetings & Workshops</i>		<i>4,000,000=</i>	<i>3,000,000=</i>	<i>5,000,000=</i>	
<i>Sub Total</i>		<i>53,200,000=</i>	<i>55,000,000=</i>	<i>46,000,000=</i>	
<i>Monitoring & Review Activities</i>		<i>28,000,000=</i>	<i>28,000,000=</i>	<i>35,000,000=</i>	
<i>Sub Total</i>		<i>28,000,000=</i>	<i>28,000,000=</i>	<i>35,000,000=</i>	
GRAND TOTAL	126,400,000=	90,500,000=	120,500,000=	84,000,000=	

7.2 Budget Notes:

- i. All activities in Year 1 were completed with support from Hygiene Improvement Project funded by USAID in partnership with Plan Uganda. Financing for subsequent activities has not been secured.
- ii. All figures in the budget are only indicative and derived using historical cost method

Annex 1. Proposed Monitoring Indicators

Sanitation Marketing Strategy for Tororo District in Brief/Summary		
Strategy Focus		
Provide households in the District with latrine technologies that are matched in price with the current monetary value being paid for traditional pit latrines, but introducing latrines that meet household expectations; long-lasting, convenient, affordable, and easy to clean and maintain.		
Strategic Objectives – Monitoring Indicators		
Segment	Objective	Indicator
Adopters	Adopters move from traditional to upgraded and improved latrines in four years	Number of adopters with new improved latrines
Non Adopters	Non-adopters construct improved latrines within three years	Number of non-adopters acquiring improved latrines
Strategy Elements		
Product	Intervention	Indicator
	<ul style="list-style-type: none"> Product development and testing 	<ul style="list-style-type: none"> Number of product designed tested and on the market
	<ul style="list-style-type: none"> Train of masons 	<ul style="list-style-type: none"> Number of trained masons engaged in latrine construction
	<ul style="list-style-type: none"> Train trainers for masons 	<ul style="list-style-type: none"> BCP program delivery and training content
Place/Distribution	Strategy Intervention	Indicator
	<ul style="list-style-type: none"> Identify and mapping of locally available materials and inputs 	<ul style="list-style-type: none"> Number of sites with materials mapped in localities
	<ul style="list-style-type: none"> Cast slabs at households where the demand is based 	<ul style="list-style-type: none"> Number of latrines with slabs cast at households
	<ul style="list-style-type: none"> Improve access to materials by acquisition from the community and local trading centres 	<ul style="list-style-type: none"> Number of outlets for local materials and inputs available in local trading centres
	<ul style="list-style-type: none"> Design and produce portable moulds to enable masons take the total product to the household 	<ul style="list-style-type: none"> Number of masons accessing portable moulds Number of portable moulds produced
	<ul style="list-style-type: none"> Train and link supply chain members to provide materials to masons who build latrines for household 	<ul style="list-style-type: none"> Number of masons/household buying materials & inputs from listed supply chain members
Promotion	Strategy Intervention	Indicator
	<ul style="list-style-type: none"> Utilise existing communication channels to deliver information on improved latrines 	<ul style="list-style-type: none"> Number of communication channels with communication materials
	<ul style="list-style-type: none"> Support and integrate informal & formal communication delivery channels 	<ul style="list-style-type: none"> Number of collaboration arrangements between formal and informal channels
	<ul style="list-style-type: none"> Communicate favoured product attributes and take advantage of enforcement without making it a primary approach. 	<ul style="list-style-type: none"> Level of awareness and action generated through relationship between attributes and enforcement
	<ul style="list-style-type: none"> Re-structure and clarify roles for NGOs, VHTs, and HAs as promoters and masons as providers 	<ul style="list-style-type: none"> Extent of differentiation among communication, latrine provision, and enforcement
	<ul style="list-style-type: none"> Utilise the opportunity provided by CLTS and communicate availability of improved products and trained providers 	<ul style="list-style-type: none"> Extent of improved latrine awareness among communities in CLTS implementation area
Price	Strategy Intervention	Indicator
	<ul style="list-style-type: none"> Price improved latrines to match that of traditional ones in 	<ul style="list-style-type: none"> Price variation trends between improved and traditional pit latrine

	monetary terms	
	<ul style="list-style-type: none"> • Design price structure that enables latrine acquisition with payments in instalments 	<ul style="list-style-type: none"> • Mode of payment for household latrine acquisition by households with improved latrines
	<ul style="list-style-type: none"> • Encourage household to source basic materials like sand and bricks and only pay for labour consistent with household income cycles 	<ul style="list-style-type: none"> • Number of household self-sourcing basic materials
	<ul style="list-style-type: none"> • Partner with financial service providers for design and delivery of latrine specific financial products 	<ul style="list-style-type: none"> • Number of financial service providers with latrine specific products • Number of financial products for latrine acquisition available
	<ul style="list-style-type: none"> • Introduce competition by training and open publicity of their contacts to impact on prices hikes 	<ul style="list-style-type: none"> • Number of masons active and publicised in different information centres
Policy & Enabling Environment	Strategy Intervention	Indicator
	<ul style="list-style-type: none"> • Amendment of bye-law to mitigate limitations 	<ul style="list-style-type: none"> • Amended bye-law
	<ul style="list-style-type: none"> • Increase sanitation budget 	<ul style="list-style-type: none"> • Amount budgeted and disbursed
	<ul style="list-style-type: none"> • Review monitoring indicators to reflect quality of latrine 	<ul style="list-style-type: none"> • Number of monitoring indicators reviewed, adopted, or dropped
	<ul style="list-style-type: none"> • Sanitation role definition and allocation 	<ul style="list-style-type: none"> • MOUs signed between District and partners
Partnerships	Strategy Intervention	Indicator
	<ul style="list-style-type: none"> • Integration of organisational programs 	<ul style="list-style-type: none"> • Number of integrated organisational activities
	<ul style="list-style-type: none"> • Conflict management by re-defining roles and activities 	<ul style="list-style-type: none"> • Number of active MOUs agreed and signed
	<ul style="list-style-type: none"> • Harmonise approaches to sanitation provision 	<ul style="list-style-type: none"> • Range of implementation divergent approaches in the District • Number of partners adopting/complementing sanitation marketing approach