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Abbreviations and acronyms

CPM    Centre for Preventive Medicine
DPC    District People’s Committee
HEMA   Health Environment Management Administration (in MOH)
IDE    International Development Enterprises
ILO    International Labour Organisation
MOH    Ministry of Health
NGO    Non-Governmental Organization
PC     People’s Committee
pCPM   Provincial Centre for Preventive Medicine
PPC    Provincial People’s Committee
RWSS-NTP National Target Program for Rural Water Supply and Sanitation
RWSS-NTP 1 First National Target Program for Rural Water Supply and Sanitation
RWSS-NTP 2 Second National Target Program for Rural Water Supply and Sanitation
RWSS-NTP 3 Third National Target Program for Rural Water Supply and Sanitation
SanMark Sanitation Marketing
SC     Steering Committee
ToT    Training of Trainers
WSP    Water and Sanitation Program (World Bank)
1. INTRODUCTION

1.1. Piloting SanMark: from projects to national program

In 2000, the Government of Vietnam adopted the National Strategy for Rural Water Supply and Sanitation to achieve full access to clean water and sanitation to all rural people by 2020. The first National Target Program on Rural Water Supply and Sanitation, RWSS-NTP1, was implemented from 2001 to 2005. It led to significant achievements in water supply, but had limited results in sanitation. The second phase program (RWSS-NTP2), from 2006 to 2010, was based on the foundation and experiences of NTP I and placed emphasis on increasing sanitation coverage and improving hygiene practices. Under RWSS-NTP2, the Ministry of Health – Health Environment Management Agency (MOH – HEMA) took the lead on increasing good sanitation and hygiene. RWSS-NTP2 sets the overall target for sanitation. By 2010, 70% of rural households must have hygienic latrines. Thus, it was estimated that more than 6 million family latrines should be improved or built during this phase.

To achieve the sanitation target, new sanitation and hygiene approaches and effective sanitation models are required. Among them, sanitation marketing (SanMark) was implemented in Vietnam on a pilot scale by the international NGO International Development Enterprises (IDE) with very promising results. IDE’s experience with sanitation marketing in rural Vietnam showed that latrine coverage can be substantially increased by promoting latrines as a consumer good and offering households latrine options they find attractive and can afford. A case study organized by the WSP showed that the rate of progress in access to sanitary toilets was sustained also after the assistance from IDE had ended.

1.1.1. Successful stand-alone pilots in 3 different areas

From 2003 to the present, IDE has successfully implemented 3 pilot SanMark projects in different ecological areas:

- the first project in the coastal area of Thanh Hoa and Quang Nam provinces
- the second in the poor mountainous area of Dakrong District, Quang Tri province
- the third project in the high mountainous area of Yen Bai province.

The first and second pilot projects were carried out by District Project Steering Committees with technical support from IDE. The third project in Yen Bai province was implemented by the provincial Centre for Preventive Medicine (CPM) and IDE’s technical support in phase 1. In phase 2, the provincial CPM expanded its SanMark project activities to other districts in the province.

The pilot projects have demonstrated that:

- SanMark helps to speed up sustainable access to sanitation

- Rural people and even poor and minority people can and do invest in building their own hygienic latrine when they have access to appropriate and low-cost latrine options and a local supply of the materials and latrine construction services

- SanMark has been shown to work under a wide variety of environmental, social and economic conditions

- Relevant local authorities, such as the Centre for Preventive Medicine at provincial and district levels, can completely implement a SanMark program by themselves throughout their area.

1.1.2. Piloting under the national program

Based on this success, the MOH has begun to integrate rural sanitation marketing into the third national target program (RWSS-NTP3) and other local sanitation programs in collaboration with IDE. The work differs from the previous pilots in that now SanMark is implemented as part of national rural sanitation programming and operated according to governmental regulations. The expenditure for local SanMark is part of the government budget of the sanitation component of RWSS-NTP. Donor budgets from bilateral agencies or international NGOs are used for IDE’s technical support, such as training trainers and providing backstopping as per local demand.

There are three important reasons to integrate SanMark into RWSS-NTP3:

- The National Target Program for Rural Water Supply and Sanitation (RWSS-NTP) is the only program at scale across the whole country

- RWSS-NTP3 has built a system of steering committees from national to local levels to implement the program. Members of each steering committee are representatives from government and various sectors and mass organizations such as health, agriculture and rural development, finance, planning and investment, women’s union, youth’s union, farmer’s union, etc. These representatives can also be involved in the SanMark operating system and therefore, it is unnecessary to create a new organizational system for SanMark.
In some provinces, RWSS-NTP already allocates budget to carry out SanMark-type activities such as communication campaigns on hygiene and sanitation and training for staff, motivators and masons.

To include SanMark, program designers can just put the SanMark activities into RWSS-NTP programs in the planning stage with a small additional budget. Because the local authorities who are responsible for planning and allocating funds for RWSS-NTP are also members of the SanMark operating system, they can integrate SanMark activities to the NTP program. Advocacy of SanMark to the local government and authorities is thus very important for integrating SanMark in the sanitation program.

1.2. Purpose and organization of this manual

This manual documents the steps of SanMark as it has been piloted under NTP-III in Quang Tri province. It can be used:

- As a guideline to include SanMark in local sanitation programs under NTP-III in other central provinces
- To harmonize the approach to rural sanitation in projects with other sources of funding in other parts of Quang Tri province as well as other provinces in the Central region
- As a basis for developing similar preparation and implementation guidelines in other regions of Vietnam
- As a source of information for other countries in the Mekong region as well as other parts in and outside Asia.

The primary users of the manual are the provincial and district authorities responsible for planning, managing and implementing the sanitation component of RWSS-NTP-III in Quang Tri province and other Central region provinces. Provinces in the other regions of Vietnam who wish to apply SanMark in their local RWSS programs can use this guide as a reference document. For other governmental organizations, national and international NGOs and bilateral donors, the guide can show what SanMark offers in comparison with/in addition to, other sanitation approaches. It can also help them envisage how to use a locally adjusted form of SanMark in their own rural sanitation projects/programs.

The manual consists of four parts:

- The preliminary sections above
- Part I: Basic SanMark Concepts, with definition and principles of rural sanitation marketing
- Part II: Steps for SanMark Preparation and Implementation, with market assessment, strategic plan development, development of the implementation program and implementation of the program
- Part III: Lessons Learned from SanMark Implementation in Vietnam, with a summary of the experienced risks, challenges, advantages and pre-conditions.
PART I: BASIC SANMARK CONCEPTS

Before going into the content it is useful to clarify the meaning of the key terms of rural sanitation marketing as applied in this manual. The reason is that different documents define these terms in different ways. As a result, readers may interpret the same terms differently, which leads to misunderstandings and confusion on SanMark as implemented under RWSS-NTPIII. The definition of terms makes their meaning in this manual clear to all concerned. This section also outlines the major characteristics and benefits of rural sanitation marketing and the differences with commercial marketing.

2. Definition of Terms

Sanitation: The term ‘sanitation’ often has a very broad meaning, from issues related to human waste (such as feces, garbage) to management of livestock waste, wastewater and sewage disposal and drainage. Here, sanitation is limited to services related to the sanitary disposal of human excreta, particularly through household latrines.

Demand: Demand is the extent to which a customer wants to purchase a product or service. The concept of demand differs from that of desire. A desire is what people want and aspire to, which can be infinite. Scarcity means that many desires do not get satisfied. ‘Demand’ is a desire with a high priority that people are more likely to pay for.

Supply: The availability of a good, a product or a service in a market.

Supplier: Any company, organization or individual who has the ability to provide a good, a product or a service to consumers.

Transaction: Exchange of one or more types of products, goods or services between a customer and a supplier.

Market: The interaction between the "supply" and the "demand" for a product, a good or a specific service. A ‘market’ includes a ‘buyer’ and a ‘seller’, ‘transactions’ and other factors affecting the process of ‘buying and selling’.

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**Sanitation market:** A market in which the buyers are households who pay for their latrine construction themselves: they buy the materials, hire transport to bring the materials home, hire a mason to build the latrine, a pit emptier or vacuum-tank service to empty the pit when it is full, etc.

**Fig. 1 The Sanitation Market**

**Sellers:** All those selling products, goods and services.

**Supply system:** All those operating within an informal or formal system of supplying everything needed for building, operating and maintaining sanitary toilets, including:

- **Producers:** Companies or individuals that produce construction materials to build latrines such as cement, bricks, iron, sand, plastic pipes, and other latrine components such as slabs, composite pans and platforms, and concrete-based rings.
- **Suppliers:** The wholesale and retail stores/shops selling materials for latrine construction
- **Service providers:** Includes the masons who provide the latrine building service, companies or individuals who own trucks and provide transportation service, banks or individuals who provide credit or cash for latrine construction
- **Information providers:** In this manual, we refer specifically to the provision of information relating to the construction of latrines, such as health workers providing information about
the types of latrine and prices, women's union members providing information about loans or credits for latrine construction, masons providing information on materials needed to build a latrine, etc. They are all considered as information service providers. Unlike many other service providers, these information service providers do not receive payment directly from the customers who receive the information. Their benefit/profit is paid for by projects or the government through a salary or allowances. For masons who are not salaried by the government, the provision of information is considered as an embedded service associated with their construction services.

In Fig.1, we can see that credit, transportation and information services can be provided to both the demand parties (households) and the supply parties (producers and shops).

**Transaction**: This is the way in which households pay for buying construction materials to the sellers or pay for building latrines to the masons. Usually people pay cash to these providers.

**Factors impacting the process of buying and selling**: There are many factors that will influence the buyers and sellers, i.e. the economic conditions, the societal context, people’s habits and customs, and the national and local policies.

**Sanitation marketing (SanMark)**: SanMark is an approach which considers sanitation as a market, in which rural people ('buyers') pay for their latrine construction themselves.

**Sanitation market development**: When buyers and sellers do not easily interconnect and transact, solutions are sought to solve problems that may occur at both the buying and selling sides. This process has three aims:

- To improve the supply capacity of the sellers to provide the products, goods and services that people want and can pay for. Usually the suppliers need training on new technologies, a wider range of models or a better match between what they offer and what the customers want and can afford. When the suppliers have understood and practiced this concept once, they usually go on adjusting their goods, products and services to the changing market.

- To apply commercial marketing methods to promote the demand of buyers to buy latrine products and services, such as information, communication and advertisement programs to promote people owning latrines and inform them about the range of options, models and costs. Part of the marketing is also to correct wrong information, such as excessive cost-estimates.

- To increase the accessibility of households to sanitary latrines, including ways of financing the acquisition and installation of the toilet or bathroom of choice.
3. Characteristics and Benefits

3.1. Differences with commercial marketing

Although SanMark uses commercial concepts and techniques, it is not the same as commercial marketing. Commercial marketing uses market principles and techniques to increase sales and profits. Sanitation marketing uses the same principles and techniques to raise the number of households which have a sanitary latrine and the number of people who practice hygienic behavior. SanMark can be considered to be a form of social marketing because it uses commercial marketing to achieve a positive social change: the construction, use and hygiene of sanitary toilets.

Another difference is that the budget for commercial marketing is derived from the product sale of the company and as such is financed by the customers. The budget for promotion and market development of sanitation marketing is usually part of the public administration budget or (co) financed by donors.

3.2. Differences with IEC

In what ways does sanitation marketing differ from an information, education and communication program (IEC)? IEC programs help rural people to change and perform the target behavior, in this case the hygienic use of the latrine, through propaganda and education. They have what is called a one-side effect, because the emphasis is on message flows from the agency to the households.

Sanitation marketing also helps people perform such behaviour, but through the resolution of constraints in the latrine ‘buying – selling’ process and in promoting the use of the latrines on both sides:

- the ‘buyers’ side: make the ‘buyers’ (household) wish to buy a sanitary latrine and if they want to do this, they will buy a good quality latrine which fits their needs and affordability.
- the ‘sellers’ side: make the ‘sellers’ have the ability to meet the needs of the ‘buyers’ with an acceptable price and design that they agree on with the ‘buyers’.

IEC programs are usually designed based on a KAP study (Knowledge, Attitude, and Practice) on target sanitation behavior (ownership and use of latrines). The contents of the IEC programs are developed based on the findings of such a study. They focus mostly on influencing attitudes and providing information and education to people about the issues on which their awareness and knowledge is still limited.

Advertisements, banners, brochures and other promotional activities undertaken as part of SanMark programs are also developed based on customer research, including KAP studies and investigations of emotional drivers, consumer perceptions and consumer-identified benefits that come from the performance of the targeted behavior (‘have and use sanitary latrines’). These marketing programs put emphasis on factors that stimulate people to change behavior, such as their aspirations and benefits that they will get from the adopted products and practices.
Different target groups are motivated by different ‘triggers’

What triggers people to adopt and use sanitary toilets? This differs with their sex, age, culture, living area, type of work, etc. For example, women like the convenience, privacy, safety and cleanliness of having a sanitary toilet near the house or in a bathroom (often a tiled outhouse or annex with a toilet and shower). Men may value the status, privacy and safety for their wives and daughters, and the increased value of their property. The culture may stress privacy, being modern, a clean environment and/or providing a better life for the children. Shopkeepers may value not losing sales by leaving their business premises for their private needs. Farmers such as vegetable growers may value free compost and urine fertilizer. People in densely populated areas may value having the convenience of a private and clean place for excreta disposal near or at the house 24 hours a day, etc. Note that while agencies often give health messages, health is not a major trigger for many target groups. There are many routes that lead to the target practice of ‘owning and using a sanitary toilet’ and it does not matter how people get there as long as they reach it. Reaching the target practice means finding out and using the trigger of the different types of consumer groups in a program location.

3.3. Benefits for ‘sellers’ and ‘buyers’

By participating in the sanitary market through a network of suppliers of sanitation products and services, the ‘sellers’ enjoy profits without having to spend money on advertising for their services as individuals.

When all of the households use sanitary latrines, the ‘buyers’ also have many social and economic benefits:

- Social well-being improves
- All enjoy a cleaner environment
- Land and water become less contaminated
- Water and sanitation-related illnesses drop in frequency and seriousness
- Nutrition and public health improve
- Children miss school less often and have better school results
- People and countries reduce losses from cost of illnesses and deaths
- Incomes grow through greater productivity and new jobs in sanitation
- Poverty drops.

4. The six P's of a SanMark program

Six factors – known as the six P’s — are important when designing a SanMark program: Product, Price, Place, Promotion, Partnership and Policy⁴.

4.1. Product

In the SanMark program, the products are:

- "Tangible" products or goods such as sanitary latrines, or the materials to build them

⁴ These factors are called the marketing mix in various marketing documents.
• Services, such as latrine promotion, producing, selling and transporting materials, latrine construction and emptying the septic tank latrine
• Ideas and behaviors such as owning a proper (sanitary) latrine, the proper use of latrines.

4.1.1. ‘Tangible’ products

People buy a product if that product brings values and benefits that they desire. For example: someone spends money on buying a motorcycle, because it helps him or her to travel faster than by bicycle. Thus, he/she spends money not purely for the motorcycle properties, but to buy convenience and rapid transport (i.e. the benefits of using a motorcycle).

To convince rural people to pay money to buy and use a sanitary latrine, SanMark program designers must design or select those types of latrines that meet the sanitary latrine standards issued by the Ministry of Health, are appropriate for the local geographical conditions, and bring the values and benefits that local people expect from having and using such latrines.

4.1.2. Services

Unlike other kinds of products, besides the purchase of raw materials such as cement, bricks etc, rural people have to hire a mason to build their latrines and must sometimes rent trucks to transport the materials from shops to their homes. Also, for households with septic tank toilets, they have to hire the vehicle to empty their septic tank when it is full. When buying a product, they must thus also "buy" services from service providers such as masons, owners of transport vehicles and septic tank cleaning services.

For rural people to accept "buying" these services, those service providers must also meet their requirements in the best possible ways. Requirements may be having a well-developed technique, reasonable prices, a reliable, quick and good repair service and providing a warranty or guarantee of the quality of the goods and service. Therefore, when designing a SanMark program, the designers should evaluate both the ‘demand’ side (the households) and the ‘supply’ side (service providers) to be able to offer appropriate interventions.

4.1.3. Ideas and behaviors

It is not enough to own a sanitary latrine, the owners must also know how to use and maintain it properly. For example, they must know what to do when the tank of the latrine is full, or how to operate a double vault toilet to get good and safe compost. They must also know how to use the toilet hygienically and the proper management of the feces of babies and infants. Only with proper operation and use can the ultimate goal of a sanitation program, ‘to reduce diseases related to hygiene and sanitation’ be ensured.

Similar to the promotion of the 'tangible' product, the staff of a sanitation program must enable people to become aware of the value and benefits that they gain from the operation and hygiene behaviors. However, different from the promotion of the ‘tangible’ products (sanitary latrines, raw materials) and services, people do not pay for information providers when they receive services such as latrine information and hygiene promotion. Instead, the government or the project will need to pay
for these services through salaries and allowances for special motivators and/or government staff and local authorities with a motivation task. For government staff and local authorities the salary can cover promotion as part of their regular tasks, unless the program adds substantially to their workload. ‘Voluntary’ promoters may need an incentive to carry out their work over a longer period of time and account for results.

4.2. Price

In SanMark programs, price is the amount of money that people have to pay themselves for the full package of having and using a sanitary latrine. This price must be attractive, in line with the affordability of the family and profitable to the latrine product suppliers.

Of the four types of sanitary latrines that meet the MOH’s standard (septic tank, pour-flush toilet, double vault toilet and ventilated improved pit latrines), the ventilated improved pit (VIP) latrine is the most simple and cheapest model that is consistent with the affordability of the poor people. However, in some areas, in spite of the low cost of the VIP latrine, many poor households do not want to buy this kind of toilet, because it does not meet their expectations such as convenience, status and long-term use. Many people want to have water-flush toilets such as pour-flush and septic tank latrines because they bring the benefits that people expect such as cleanliness, convenience, no flies and no bad odors.

The prices of these types of latrine are usually high and their costs often exceed the affordability of very poor families. So when designing the SanMark program, the designers should also consider ways to reduce the costs of latrines so that people can buy the kind of latrine that they want, while preserving the MOH standards for the designs.

For ‘invisible’ products such as hygiene behaviors, the price is the cost of the supportive activities for the network of motivators, so that they can provide appropriate information to the people, use local ‘triggers’ to help them decide and promote good operation and hygiene behaviors after construction. Price is also the costs of buying the necessary marketing products, such as development of marketing slogans, placing advertisements in the local press, designing and making banners to place across shops, leaflets to hand out to potential buyers, and message broadcasts in the local mass media.

4.3. Place

In SanMark programs, place relates to the location of the products, services and information. These locations should be easily accessible to target customers. The distribution system of SanMark comprises locations of:

- The wholesale and retail shops/stores that distribute construction materials from manufacturers to consumers
- The suppliers who provide services directly to households such as masons, transportation owners and pit/tank emptying services
• The network of motivators which provide information relating to the types of sanitary latrines, their designs, costs, benefits and constraints, and how to overcome these, and the nature and benefits of hygiene practices.

When designing a SanMark program, the designers should analyze the entire system of local distribution ads given above. They must find out where the barriers are so they can offer solutions that address the barriers. The solutions should be based on the following principles:

• **Buyers have easy access to suppliers.** The raw material stores and masons must be available locally, so that if local people need to buy materials or hire a mason they can do so immediately. If this is not possible, other solutions must be found. The motivator must also be available in the village in order to provide timely information to village people when they need it, or advocacy meetings should be held locally at convenient times and places, so that village people can easily attend the meetings. An example is to use local meetings of the farmers’ union, youth union and women’s union.

• **The suppliers supply proper information and products/services.** The masons must know which models are feasible and how to build them so that they meet the standards issued by the Ministry of Health. They must also be able to negotiate designs and price/quality without jeopardizing crucial elements e.g. the dimensions of the outhouse can be reduced; the dimensions of the ventilation cannot be changed without risk of bad odors. The shops must have information about the models, suitable materials, costs (also long-term, such as emptying) and ways of financing. The village motivators must have adequate knowledge on hygiene and sanitation and their promotion e.g. what are the types of sanitary latrines? When is a latrine a sanitary latrine? How to handle the latrine tank properly when it is full? How to reach poor people and help them to choose and finance a sanitary toilet within their means and to their satisfaction? The motivators need the knowledge about messages, triggers and channels for the different customer groups, in order to provide the right information to the right people.

• **Non-interference in prices except for the provision of information services.** Let the ‘seller’ and the ‘buyer’ make decisions on pricing themselves and let the chain of supply (the distribution network that covers the full sanitation life cycle chain) create profits naturally. This helps the sanitation market to develop in a sustainable way.

• **Latrine subsidies are restricted.** In the SanMark program, government or donor money goes to the development and strengthening of the market: the promotion (creation and strengthening of the buyers’ information and demands) and the sales (development of the supply chain). There is no direct subsidy of the toilets, but a ‘subsidy’ on developing the market. Once the system has been developed, it becomes largely self-sustaining and there is no longer any need for support. The promoters continue to motivate sanitation and hygiene as part of their regular work. The suppliers continue the innovation of their services through learning about new products and methods through their network and supply companies for sanitary goods and construction materials. In this way SanMark differs substantially from individual toilet subsidies for which the demand does not stop. When the local authorities allow others, such as NGOs, to give subsidies in a SanMark area
this can destroy the market, unless the subsidy system is very carefully managed, e.g. using a voucher system for households to buy goods and services from the local enterprises.

4.4. Promotion

Promotion covers all activities aimed at influencing people and encouraging them to invest in the construction of a sanitary latrine and use and operate it in a hygienic manner. Unlike other goods, latrines are made using various materials, such as bricks, cement, sand, steel, ceramics and plastic, plus the building work of the mason. Suppliers of construction materials and building services are not often interested in advertising latrine construction because the consumption of materials used for the latrine construction is very small compared with other civil construction works. It is not attractive enough to let them to spend money for promoting latrine construction. Therefore, instead of the suppliers, the government and sanitation programs must pay initially for the promotion and advocacy of the toilets. This will change when the businesses and companies recognize that there is a small, but reliable and profitable line in latrines and bathrooms in rural areas (usually about 10% of their turnover and profit). Larger local companies and networks then become more ready to invest in producing and distributing sales materials such as flyers and simple catalogues.

SanMark applies commercial marketing techniques to develop communication messages on latrines and hygiene. Experiences from commercial marketing designers show that communication messages which relate to human emotions catch people’s attention more easily. Moreover, latrine communication messages that relate to the wishes and dreams of people are more powerful in convincing people to spend money on a latrine rather than on another product.

Communication

Communication is the effective dissemination of information about a product or a service (e.g. a sanitary latrine, a hygiene behavior, construction of a toilet) to let all (targeted) people know about it, understand more about it, pay more interest to it and finally decide to purchase it. To implement a communication program effectively, there are two points that the program designers need to consider:

- What information needs to be disseminated – the most effective messages for the different target groups
- How to disseminate the information – the methods and channels to reach the different target groups.
To develop effective messages the designers should understand deeply what people think and how they feel when having a sanitary latrine. What benefits from having a latrine will make people accept spending money on buying a toilet? And which benefits relate to specific feelings that can be used for the messages’ development? What are the feelings on ownership and benefits of the different groups: women (who are most open to communications on toilets and bathrooms), men (who make or have a strong influence on family finance decisions), poor people, better-off people, etc?

In addition, communication programs must also provide additional information relating to operation and hygiene to enhance people’s knowledge and understanding of human feces and how to deal with them, the types of toilet in line with local conditions, so that people can choose the appropriate latrine for their family, and the supply network for latrine construction, maintenance and emptying.

Direct or indirect communication methods can be used for disseminating information. Indirect methods are forms of communication that reach people via mass media and printed media. Examples are loudspeakers, broadcasting on radio or television, displaying latrine models and information leaflets and pricelists disseminated via, for example, people’s organizations, shops and masons. Direct methods are all forms of face-to-face communication, such as village meetings, group meetings, neighborhood meetings, home visits and consultative talks in health posts, shops and other enterprises that supply goods and services.

The choice of the mix of communication methods is often based on the cost – effectiveness principle. Using this principle the SanMark program will choose the communication method(s) with the highest effect but the same or lower costs than others. A mixture of communication method and form is often used to achieve maximum efficiency within limited budget capability. Monitoring the cost and effectiveness of the promotion under the established supply system is a good way to make limited funds go farther. This is discussed in the section on monitoring in Part II of the manual.

Person-to-person contacts make communication more effective. They promote and facilitate the ‘buying’ of latrines and the adoption of proper operation and hygiene practices. The experiences from the pilot SanMark projects have shown that communication activities make people more aware of toilets and their benefits, fill any information gaps (e.g. on models and ways of financing), correct wrong information, such as on the construction costs range (which are often estimated too high) and help them decide on the investment and decision to build a sanitary latrine or bathroom. However, when they encounter difficulties, such as lack of money or have other priorities that need money, their decision on latrine construction may be delayed or forgotten. Therefore, promotion activities should address barriers and maintain the interests of these families in latrine construction.

The promotion activities in a SanMark program include:

- **Advocacy to involve the local government and social organizations** to continually inform and advise people about building and using sanitary latrines
- **Credit support to enable people to finance the toilets** e.g. by borrowing money through the existing local credit programs, or by establishing revolving fund groups that people can
contribute to and take loans from, by encouraging the local people's organization to take out and administer a loan on behalf of their members and lend the money to its members, or by encouraging masons and material store owners to accept that households will owe money when building latrines

- **Integration of SanMark into other sanitation-related programs**, such as the National Target Program on Water and Sanitation, sanitation-related NGO programs and the cultural villages' movement.

### 4.5. Partnership

Sanitation is related closely to health and social issues. Therefore, it is necessary to have the cooperation of related departments and offices, social organizations and local governments to resolve the problems of sanitation effectively.

SanMark is a model of collaboration and partnership between government, non-governmental organizations (NGOs) and the private sector. In this partnership, government plays the role of market facilitator and regulator. Non-government organizations provide advisory and technical assistance to governmental sectors to design market development programs and build capacities for implementation. The private sector provides goods and sanitation services.

When developing a SanMark program, a system of cooperation and division of tasks must be established between all locally involved sectors, such as the health sector (Health Department, pCPM), the agriculture and rural development sector (pCERWASS) and the Vietnam Women’s Union, to draw maximum advantage from the opportunities and strengths of each party.

The presence of a local government leader, such as the Chairman or Vice Chairman of the People's Committees in the organizational arrangements, helps to steer all departments involved in the program. Moreover, the local leaders can allocate the resources from other programs to support SanMark. Examples are staff time and funds from the RWSS-NTP program, Program 1355 and the loan programs of the Bank of Social Policy.

SanMark is usually based in the local health sector, because this department already has major roles in rural sanitation and hygiene:

- guiding and implementing local programs on sanitation and hygiene
- planning and providing IEC on water, sanitation and health
- providing technical assistance for training staff and motivators
- monitoring the acceptance and quality of latrine construction, operation and maintenance and hygiene.

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5 Socio-economic development program for poor and ethnic minority groups in the mountainous areas, this is one of the poverty reduction programs of the Vietnamese Government

6 According to Decision No. 62/2004/QĐ-TTg dated 16/4/2004 of Government on credit policy for RWWS-NTP
The Vietnam Women’s Union provides a network of women members from grass-root level up to provincial level with a lot of experience in community mobilization.

### 4.6. Policy

The concept of ‘Policy’ can be interpreted here as the environmental factors affecting the development of the sanitation market. These factors usually consist of the following:

- policies on sanitation and hygiene
- governmental regulations, e.g. on construction, toilets and the environment
- economic and population developments, such as economic growth, population growth and changes in nature and density of settlements
- culture and society, or the (changing) set of shared attitudes, values, goals and practices in the different parts and among the different populations of Vietnam.

The program designers should fully understand these factors, then review and analyze in which areas barriers exist that limit the growth of the sanitation market and which areas may have the opportunity to develop the market.

An important limitation is that the funds for mobilization and communication activities should be allocated from the budgets of local governments. This kind of budget is often limited, so it can only be used for a communication campaign of a limited duration. However, to change people’s behavior requires a long time. Therefore, a commitment from local government and authorities is needed to continue community mobilization and promotion after the end of the initial media campaign.

### Institutionalization

In some districts in Quang Nam and Thanh Hoa province, local staff continue to promote toilets on a fixed day of each month. They often give it a special name, such as ‘green Thursday’. They use the day to look at sanitation access in their communes/villages and promote sanitary toilets to the groups and households who have not yet built such toilets, visit toilets under construction to monitor quality, etc.

The integration of sanitation into local annual development plans, the local RWSS-NTP program, Program 135 and other related health and environment programs helps the local authorities and Women’s Union to continue and maintain the achievements of the SanMark program after ending the pilot/starting-up activities.
PART II: STEPS FOR IMPLEMENTING A SANMARK PROGRAM

A SanMark program has five main steps to develop, plan, prepare, implement and assess results:

- Step 1: Assessment of the sanitation market
- Step 2: Development of strategic plan for SanMark program
- Step 3: Preparation for SanMark implementation
- Step 4: Implementation of SanMark program, including the following activities:
  - Establishment of steering committees for SanMark implementation
  - Development of SanMark action plan
  - Training and capacity building for staff and motivators
  - Training for supply network
  - Implementation of advertising campaigns to promote latrine construction
  - Strengthening supply network to meet the demands on latrine construction of households
  - Supporting poor people
- Step 5: Monitoring and Evaluation

An overview of the steps is given in Figure 2 below.

The first three steps are conducted by the SanMark Expert Group at the central level. Steps 4 & 5 are carried out by the local authorities at provincial and district levels. In the following sections we therefore introduce only the basic contents of steps 1, 2 & 3 and provide detailed guidelines on how to carry out steps 4 & 5.

5. First Step: Assessment of the local sanitation market

The purpose of this assessment is to provide inputs for the design of a SanMark program by evaluating and analyzing the opportunities and barriers from the side of the ‘supply’ and the ‘demand’, as well as the environment affecting the development of the sanitation market. This assessment is the first activity that needs to be done before planning and preparing the program.

The assessment does not have to be done separately for each province, but can be done regionally. Based on its geographical, economical and social differences Vietnam can be divided into six major regions:

- the Northern mountains
- the Red River delta and North Central delta
- the South Central delta and South delta
• the Coastal region
• the Mekong River delta
• the mountainous region of the Central provinces

A study and report on the assessment of the regional sanitation market includes information concerning the relationship between toilet ‘buying’ and ‘selling’, as well as the institutional environment which supports sanitation market development. The study and its report can be classified into the following components:

• Market size and market potential. This part of the study and report relates to information on the size and composition of the local population, the numbers and types of households, the
sanitation coverage, with percentages of (better-off and poor) households with sanitary latrines, unsanitary latrines and no latrines.

- **Demand** side. This part covers the current sanitation practices of the local people. It looks into the constraints to sanitation demands and the opportunities to increase this demand. It also looks at which emotional drivers exist for the latrine demands in the region.

- **Supply** network. This section addresses the current status of the sanitation supply network. The researchers investigate and report on the constrains and opportunities for sanitation supply in each part of the sanitation supply chain, from the producers of the materials and latrine parts to the suppliers, constructors, transporters, financers, tank/pit emptiers and the customers for the compost/sludge.

- **Information provision service.** In this section, data is collected and reported on who provides information relating to sanitation and hygiene. The section reports on their capacity, knowledge and skills on sanitation and communication. It also summarizes the methods to provide information, the adjustment to the different target groups and their interests and needs, and how well these groups can access the information.

- **Physical and institutional environment.** Finally, the researchers assess and report on the local infrastructure, environment, geographic and socio-economic factors to which the program must adjust. They also assess the local institutions and policies related to sanitation market development and the available programs and budgets in which SanMark can be incorporated.

Collection of information is done through surveys or qualitative and quantitative studies in each region. A SanMark consultancy team develops the study method and tools in line with the purposes and local situation of the study. The team gathers the information and then analyzed and evaluates the information. The team then reports the findings to the authorities and what these mean for a SanMark program in the region. This is done by a report, a presentation and discussions.

The end product of the step is a report on the regional sanitation market. The regional reports provide the input data for the provincial authorities in the region to develop SanMark strategies and plans with technical support from the SanMark consultancy team.

The work for this step will be done at central level by a SanMark consultant team. It is referred to as the MOH consultancy team. The team includes MOH experts and an international consultant on SanMark and will work with the technical assistance of IDE.

6. **Second Step: Development of a strategic plan for SanMark**

The strategic plan for SanMark constitutes the SanMark master plan for the concerned region. The plan gives the general overview on how to proceed to achieve the objectives of the whole sanitation program in the particular part of the country. The development of the SanMark strategic plan is done immediately after the completion of the sanitation market assessment. The plan is based on the findings from the regional assessment report and the initiatives of the local (provincial and district) authorities. The involvement of these authorities in the development of the SanMark plan is very important to ensure the adaptation of the plan to local conditions.
A SanMark strategic plan can be developed for each region similar to the sanitation market assessment activity. Based on the regional plan, each province subsequently develops its provincial SanMark action plan.

A SanMark strategic plan often contains the following contents:

- The situation analysis of the sanitation market, including information on the market size, products being used by households and the main obstacles and opportunities for the market development
- The goal, objectives and target(s) of the sanitation program
- The identification of the target groups, the groups that the program will aim at
- Solutions to achieve the objectives and target(s) of the program. These solutions will revolve mainly around six issues:
  - **Products**: What types of sanitary latrines will be marketed, and which local adjustments are needed? What kinds of hygiene behaviors will be disseminated? How to develop and promote the desired products of the target groups?
  - **Price**: How can people ‘buy’ toilets that they wish to have without any toilet subsidies? How can local opportunities be developed projects to allocate capital for the people through loans from the distribution network, banks and other sources?
  - **Place/Distribution**: Who in the distribution network/sanitation life cycle supply chain need to improve their capacity so that rural people can easily access the materials and construction services? Where/how can the network improve this access?
  - **Communication**: What is the communication strategy? Who are the target groups and in which ways do they differ? What are the contents and messages which need to be disseminated to each group? How to disseminate these materials and messages so that the different groups are reached and adopted?
  - **Partnership**: Who implements the program? Who are the possible collaborators and partners of the program at the various levels? What are the functions and roles of the different partners?
  - **Policy**: What institutional mechanisms, governmental regulations and policies which support SanMark development need to be issued or modified? How to limit the negative impacts from other projects/programs?
  - **Monitoring and evaluation**: What are criteria for program monitoring and evaluation? Who will do the monitoring of which aspects? How does the current monitoring network operate? How can SanMark monitoring be part of this system? Are there aspects whose monitoring and evaluation needs to be improved, e.g. progress in time in the proportion of poor households with a sanitary toilet out of the total percentage of poor households in the village/commune/district and province? Who will manage the system and analyze and report to whom on rural sanitation progress over time?

For the SanMark strategy plan for Central region is discussed in part II of this document.

The MoH consultants’ team at central level will also do this part of the work. The final output is SanMark Strategic Plans for all six regions. These plans need further fine-tuning within each region.
Fine-tuning within each region

The development of the regional strategic plans to provincial and district conditions requires more creativity and initiatives to adapt the plans to local conditions. To this purpose, MoH could organize regional strategy development/adjustment workshops with the participation of local authorities at provincial and district levels.

7. Third Step: Preparation for SanMark implementation

This step includes the following activities in each region:

- Product development: selection of latrine types and designs suitable for each local area
- Identification of interventional activities for the supply network
- Development of the promotion program and promotion materials
- Defining the organizational structure for SanMark implementation
- Development of training programs and materials

7.1. Product development for appropriate latrines

The purpose of this activity is to select and then improve the types of sanitary latrines which are appropriate to the local conditions and can be accepted by the local residents. So far, only 4 types of sanitary latrines have been recognized by the Ministry of Health (see Figure 3 below):

- Septic tank latrine
- Pour-flush latrine
- Double vault latrine
- Ventilated pit latrine

It may take a long time to develop a new type of latrine which differs from the four other types. The short time duration (1 – 3 years) of a SanMark program makes the development of a new latrine type a problem. The program has focused therefore mostly on selecting one or several types of latrine among the 4 listed types of latrine, which can be accepted by local residents. The program has then improved its design and technology and/or offered gradual investment plans to reduce the costs for latrine construction.

![Figure 3 Four latrine types currently accepted by MoH](image-url)
In the coming years, it is proposed that the MOH consultants’ team will work on the development of the latrine product as follows:

- Based on market results of sanitation market assessment, the MOH consultants’ team selects some types among the four types of latrine issued by MOH, which are appropriate for local conditions and accepted for use by the local residents in a particular region or regions.

- The team works with engineers to re-design and improve the selected types of latrines, and offer a range of several different toilet models that vary in price.

- The team builds a prototype of the chosen model(s) with local materials. This makes it possible to determine the bills of quantity and give clear information about the general costs of the models. (Specific costs will depend on the dimensions and materials chosen by the individual households). A second benefit is that the user households can give feedback on ease of operation and use. If these toilets are built at people’s homes, the households get a discount in exchange for agreeing that interested others can visit their toilets on specific “open days” so that they can hear more about the new models, their costs and the benefits and requirements of use and maintenance.

- The team collects feedback and comments from masons, households with demonstration latrines and other local residents on the easy of construction, performance and consumer satisfaction of the new models. Information should cover technical issues - latrine design, building techniques, technical performance - as well as convenience of use, maintenance and the sanitation market (How do consumers and suppliers feel about the costs of the demonstration latrines? Do the households accept paying the costs of owning one of them?).

- The team completes the technical dossiers of the selected latrines based on the feedback and comments from local masons and residents. The dossier includes the design drawings, the list of necessary materials and existing prices and the gradual investment plans. The MOH will then transfer the approved new models to the provinces for SanMark implementation at provincial level.

For the technical dossiers of latrines used in the Central region, see 7.1.

**Ways to reduce the cost of latrine construction**

**Adjusting dimensions to household size**: Cost reductions come from adjustment of latrine dimensions, e.g. adjusting the height of the toilet to the height of its users, or adjusting the size of the pit/tank to the size and composition of the household, building smaller double vault pits rather than large septic tanks, etc.

**Improvement of building technologies**: Building latrine tank by using pre-fabricated materials such as concrete rings or concrete panels instead of bricks.

**Using local and lower cost materials**: Examples are wood, bamboo, corrugated iron sheets and plastic sheets to make the upper parts of latrine (walls and roof).

**Partial self-construction**: People can partially construct their latrine themselves e.g. dig and line the pit and make the superstructure. In Dien Bien province, the Women’s Union started to train women from ethnic minority groups on their request on toilet masonry.
**Combined construction**: Build, for example, the latrine attached to the house/kitchen/bathroom so that one wall or roof of these constructions can be the wall or roof of the latrine.

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**Figure 4** Women in Dien Bien province trained to build own double vault toilets (photo: SNV)

7.2 Identification of interventional activities for the supply network

The ‘supply network’ mentioned in this section is the network of manufacturers, wholesale and retail shops/stores, transporters and masons that provides materials and services. The network may also include banks and credit societies that give group loans and/or individual loans for toilet construction.

The purpose of this step is to determine which ‘actors’ in the supply network need interventions to learn about the SanMark approach and new latrine models and services, and what interventions should be done, such as training on technologies, marketing, quality control, and business administration.

In most areas of Viet Nam, especially in the plains, supply networks are relatively developed. It is therefore often not necessary to do full-scale network or sanitation chain development. To develop the entire sanitation market, it is sufficient to identify the local constraints and opportunities based on the results from the supply network analysis in the sanitation market study and then offer interventional activities. For an overview of common constraints, opportunities and possible actions, see Table 1 below.

When determining supportive activities for a supply network, the following principles should be ensured:

- Use the available local network
- Ensure that the buying and selling processes occur at the lowest possible level
- As facilitators, avoid any direct intervention in the supply chain, but encourage local entrepreneurs to fill gaps in supply, e.g. as suggested in Table 1
- Allow the seller and buyer to set all prices themselves
- Limit subsidies
- Make each subsidy ‘smart’ (see section 3.1 below)
- Encourage smooth operation of the network though a quick response to the needs of the market

### Table 1: Some common constraints, opportunities and problem-solving actions in networks

<table>
<thead>
<tr>
<th>Constraints</th>
<th>Opportunity</th>
<th>Possible actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>No concrete ring producer in the area</td>
<td>- Interest in setting up a local ring production center</td>
<td>Select local masons who wish to become manufacturers and invest in a business, then train and support them to be manufacturers. Supportive activities and training can be:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Donate the moulds for making the concrete rings</td>
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<tr>
<td></td>
<td></td>
<td>- Train masons on techniques for concrete ring casting</td>
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<tr>
<td></td>
<td></td>
<td>- Assist mason(s) to write a business plan and take out a loan to start the business</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Give training on basic business skills</td>
</tr>
<tr>
<td>No material shops/stores in the village/commune</td>
<td>- There are some local grocery stores</td>
<td>Encourage the shopkeepers to sell construction materials, promote sanitary toilets, and give information on construction</td>
</tr>
<tr>
<td></td>
<td>- There are some local owners of buffalo carts or small trucks or local bus drivers</td>
<td>- Encourage owners of buffalo carts and small trucks to become “mobile shops”: The owners buy construction materials from central/wholesale stores, then transport them to villages and sell them to households.</td>
</tr>
<tr>
<td></td>
<td>- There are some local prestigious and well trusted masons</td>
<td>- Encourage local bus drivers to place orders for materials at district shops and collect and transport the materials to the customers in the village for a commission.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Encourage masons to become “mobile shops”: District Steering Committee introduces masons to the owners of central material shops/stores so that they can buy materials from these shops. Then the masons will sell materials to households and build latrines for them. For masons who don’t have much capital, the commune and village leaders who do trust the masons can persuade residents to pay in advance so that the masons can buy material for building latrines. Shops may also supply trusted masons on credit.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Explain to potential businesses that latrines can add some 5-10% to their businesses, business continues from both upgrading and new households, and they can increase sales by good marketing and expanding their outreach and network.</td>
</tr>
<tr>
<td>No masons in the village/commune</td>
<td>People do build simple structures</td>
<td>In each village, select 1 person according to criteria: (i) ability to build simple facilities such as water tanks, walls, fences, (ii) not too busy, (iii) desire to participate in the project (iv) likely to remain in village/commune.</td>
</tr>
<tr>
<td>Building technique of local masons is incompatible</td>
<td>Women have time and are interested in learning to build latrines</td>
<td>- Train them on techniques for building sanitary latrines of the desired types. NB: This training may last longer than training more advanced masons. Starters should be trained not only in a course, but also to be guided on the job when</td>
</tr>
</tbody>
</table>
| The masons do not have many customers who want to build latrines | Local organizations and leaders want to promote sanitation in their village | - Implement an advertising and communication campaign to promote and create demand of residents for building latrines  
- Connect masons with customers through such activities as: (i) The masons introduce their building service to residents in village and union meetings (ii) Provide masons’ addresses to households who want to build latrine, or provide the masons with a list of households who need a home visit on latrine construction.  
- Raise the prestige of the masons through local leaders who certify the quality of their construction, or local leaders introduce the masons directly to the residents without sanitary latrine.  
- Compare the work of all masons and select good masons who have lots of customers and are trusted by the residents, then train them on business skills so that they can continue their business in sanitation area. |
| Poor people have problems paying for the latrines they want | The masons and shopkeepers may agree to supply/build on credit  
Shopkeepers and vehicle owners can reduce the price if they can sell more goods at the same time | - Village authorities can stand as guarantors for the debts of residents with the shopkeepers or masons, then help them to recoup the debts when residents have revenues from their harvest.  
- Village authorities gather households who want to build latrines into group for buying and transporting materials together to be able to get discounts from shopkeepers and owners of vehicles  
- Local residents club together their orders and negotiate for a reduced price of the suppliers, because their larger order and reduced costs of bulk packing and delivery makes the delivery more attractive to the providers. |

### 7.3 Development of the promotion program

The purpose of this activity is to develop an effective promotion program in order to influence and stimulate local residents to invest in the construction of a hygienic latrine and to operate and use it properly.

The expected outcomes of this activity are:
- Identification of the content for communication and advertising
- Identification of communication channels and methods
- Development of sets of materials for communication (communication tools)
- Choice of promotion activities to support communication and information
The development of communication programs requires an in-depth understanding of the target audience by the program designers. The program should be based on the results from the sanitation market assessment study, especially the component of the ‘demand’ side, and the indigenous knowledge of local staff. As already mentioned in the part ‘Basic concepts on SanMark’, a promotion program includes two types of activities: (i) an information and communication program and (ii) promotion activities.

7.3.1 Communication program for providing information

A communication program serves to disseminate information on a product effectively. In the case of SanMark the two ‘products’ are the hygienic latrine and good hygiene behaviors. Good information and communication is adjusted to the target audiences. They give people knowledge of and interest in the product, make them understand it better, and finally decide to buy it.

A communication program is developed through the following steps:

i. Selecting the target group(s) for the program. If needed, the target people can be divided into different groups and the communication program adjusted to the specific needs of the groups
ii. Setting the behavior change objective (communication goal)
iii. Development of the key message for communication and determining the additional information which needs to be disseminated
iv. Choosing the communication channels and activities to reach the different groups effectively
v. Developing and providing the communication materials, involving the choice of the type of materials, their design, pre-testing, production and distribution.

Specific information and communication for low-income groups

The case study on sustainability marketing in Quang Nam and Thanh Hoa revealed that one communication strategy does not fit all. The low-income households wanted much more information on how they can better afford to build a latrine: how to make a ‘master plan’ and build a high quality toilet or bathroom over time, how to reduce costs without jeopardizing quality and how to finance the construction.

Of these steps, steps (i) - (iv) are done together with the development of the SanMark strategic plan. Step (v) is done later, after development and selection of the product, because full information on latrine prototypes is needed before the information materials can be developed.

Selecting the target group. In order to ensure the effectiveness of the SanMark program, the designers need to divide the potential customers into groups with similar properties. They then select

7 see http://www.wsp.org/wsp/sites/wsp.org/files/publications/WSP_SustainabilityCaseStudy_TSSM.pdf
the target group or target audience, which can be interpreted as the priority group for the program and focus the communication efforts on that group.

**Setting the behavioral objectives.** The behavior change objectives or communication targets are the outcome that a communication program expects to achieve. In the case of SanMark these are the construction of sanitary toilets or the upgrading of the existing toilets into sanitary ones, the hygienic use by all family members (no more open defecation) and the proper operation and maintenance of the toilet over its life cycle.

### Example of target groups and objectives for information and communication

In Trieu Phong District, a report from the CPM gave the following sanitation situation in the SanMark pilot communes:

- Households without a latrine: 27%
- Households with an unhygienic latrine: 41%
- Households with a hygienic latrine: 32%.

The observations by IDE’s staff during the sanitation market assessment showed that the latrines of the households in the group with unhygienic latrines are usually simple pit latrines, which need to be re-constructed, not improved. Therefore, the staff considered this group identical to the group of households without a latrine as having an unhygienic latrine can be as risky to health as having no toilet and defecating in the open. Thus both groups became the target group, with a total size of 68% of the households. The target behavior defined for the two groups was: "Have a new toilet and use it properly".

### Determining the key message and additional information.

The key communication message is the message that a communication program spreads. This is a message that people will pick up and agree with and that will stay for a long time in the minds of the target audience. The development of the key communication message should therefore be based on an indepth understanding of the target audience’s thinking and feelings. Why would they want to own a latrine? What are the benefits of having a latrine they value most? Which of the benefits related to their feelings and desire? What will make them decide to spend money on a latrine, or a bathroom which includes a latrine, and not on other desirable investments?

Note that the reasons why local people want and value a toilet can be quite different from place to place, and may also differ from the reasons that the agencies have for promoting hygienic latrines.

The key messages thus differ from place to place and must be based on the local market assessment. All messages should however be:

- Easy to understand for all target groups
- Short and catchy
- Truthful: The message given should be correct and acceptable for the target groups
- Convincing: Usually messages that relate to people’s emotions convince the audience best
- Reflect the objectives of the program.
Example of a local key message

The results from the customers study in Dakrong district showed that the benefits which people in that district felt that they got from having a latrine were "a clean environment" and "convenience". The desires of most women asked were to have "healthy children" and a "happy family". After discussion with the parties of the project, the SanMark designers proposed the following main message of the communication program on the latrines: “Convenience and Cleanliness - Healthy and Wise Children".

Besides the key message, more information must be provided relating to hygienic latrines that are appropriate to the local conditions and the supply network. With this information, the local residents can choose the type of hygienic latrine in line with their family conditions and buy construction materials and services more easily.

Additional information to correct local misunderstandings and stop over-design

Results from studies in Quang Tri, Yen Bai, Soc Trang and An Giang provinces showed that many people do not know the true price of toilets and that this is a barrier to their decision to build a latrine. Their estimated price normally is much higher than the real price of a latrine and therefore they do not dare to build a latrine because they fear they will not have enough money for completion. People who usually provided information on toilets and prices were mostly masons or residents who had already built a toilet. But they also did not know exactly what types of hygienic latrines exist and what the real prices are, because they simply copy the latrines that they have learned about elsewhere. These toilets are often built larger than necessary. Moreover, the masons also tend to advise households to build large latrines, so they can get more money from the construction. One message given is to build a large pit or tank ‘so that it will not fill up’. Because the customers have not been informed about the way the soak pits and septic tanks work, they tend to believe that it is safer to build a large pit or tank.

Based on the above analysis, the SanMark program design team identified the following types of information which a SanMark program needs to provide to the residents:

- The types of hygienic latrines adapted to the local conditions as well as the advantages and disadvantages of each type
- The prices for the construction of these latrine types at the time of communication, or a list of materials needed, also called Bill of Quantity, so that households can make a costing. An example can be found in Table 2 below
- Building methods for reducing costs
- Gradual investment plans
- Ways of financing, with advantages and disadvantages (for details see section below)
- Names and addresses of trained masons.

In addition, the program also provides drawings of latrine designs to village authorities, so that they can give the accurate information to local residents.
Furthermore, it is also necessary to provide information on operation and hygiene, so that people have a better understanding of how feces can spread fecal-oral diseases from sick to healthy adults and children and how to prevent these diseases by using a clean hygienic toilet and washing hands with soap after defecation and before touching food.

Based on the results of the sanitation market (section of ‘demand’ assessment on knowledge, behavior and attitudes of the target group), the program design team will determine which information should be provided to residents in a particular area.
Choosing the communication channels and activities. After determining the contents for communication, the next step is to identify communication channels and communication methods to disseminate the information effectively to the target audience.

There are many information channels and materials that the design team can choose from:

- Advertisements and articles in the local press
- Special sanitation meetings in the village
- Short talks at general village meetings and meetings of the Women’s Union, Farmers’ Union, etc
- Neighborhood meetings in neighborhoods with many households with no or unhygienic toilet
- Home visits by the health worker, women’s leader or village head to households with no or unhygienic toilet
- Home visits by the mason to households with no or unhygienic toilet and an interest in building one
- Single information sheets or brochures of the different types of latrines, with their bills of quantity for easier calculation of costs, including for different types of local materials.

The selection of communication channels and activities should be based on the information gathered during the sanitation market study (section of communication channels assessment). Based on the analysis of the information in the study report, the program design team will list the potential communication channels and methods which can be used to transmit the contents of the program to the identified target group(s). They base their choices on the following criteria:

- The potential to reach lots of people at the same time
- The desired impact: what is best suited to give information, e.g. spreading brochures, paying home visits, and what will create demand, e.g. households with toilets who tell, at a village or union meeting, how they feel about this and in which ways the latrine has changed their lives.
- The budget needed for each activity, in order to choose the optimal (most cost-effective) mix of communication channels, methods and materials.

Selection of the best communication activities is done with the help of a scoring table. An example is given in Table 3.

**Table 3 Example of a scoring table for selection of communication activities**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Reach</th>
<th>Effectiveness</th>
<th>Optimal Cost</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broadcast on provincial TV</td>
<td>6</td>
<td>1</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>Publication in provincial newspaper</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Giving news on commune loudspeaker</td>
<td>5</td>
<td>2</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>Hygiene contest</td>
<td>6</td>
<td>6</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Residents meeting</td>
<td>4</td>
<td>8</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Household visit</td>
<td>2</td>
<td>9</td>
<td>2</td>
<td>13</td>
</tr>
</tbody>
</table>
Of which:
- “Reach”: is the accessibility to the target groups at the same period of time
- “Effectiveness”: is the degree to which the activity will convince the target groups
- “Optimal cost”: is the cheapest cost per person for the target groups that the program reaches.

Ratings (Maximum scores possible):
- Highest reach: 10
- Most effective: 10
- Cheapest cost per person reached: 10

Table explanation:
- The “reach” of “Publication in provincial newspaper” is the lowest, because, according to findings from group discussions, almost all interviewees from the target groups responded that they never read the newspaper. Contrary to expectation, “Broadcast on provincial television” does not get the highest rating, and is rated equally with “Hygiene contest” because in group discussions with the target groups most of participants said that they do not often watch advertising. They sometimes switch to other channels when advertising occurs.
- The “Household visit” is rated highest in terms of “effectiveness”, because, as described by promoters, by visiting households the promoter understands the actual situation of the households. They can therefore provide tailored advice to them and help them resolve constraints to build a latrine. As a result the households are quickly convinced.
- When rating by “Optimal cost”, the activities of “Broadcast on provincial TV” and “Giving news on commune loudspeaker” are rated highest. But these activities do not get overall high scores as many people wrongly thought that, when transmitting via the loudspeaker it is likely that the audiences just “heard”, but did not internalize what they heard. Also many people in the target group may not watch TV when the messages are being transmitted because they are busy or because they switch to other channels.

The optimal mix of communication activities and materials means that with a reasonable amount of funds and in a reasonable period of time, the activities and materials will reach the right target audience(s) and obtain the highest efficiency in achieving the expected goals. In making the mix, the design team also consider if different groups need different communication channels and methods, since different channels and methods may reach and convince different groups, e.g. women, men, poor households.

When the optimal communication channels and methods have been selected, the program design team will determine the content of the communication for each method: which information should be spread by which communication channel and method? They also choose, design and test the communication materials before their larger-scale production and distribution. Also, based on the analysis of the capacity of the sanitation information providers in the sanitation market assessment,
the team will determine which type of person is the most appropriate to use each communication method.

**Choosing the communication contents**

When determining the content of the communication, the following rule applies: ‘The contents of the communication activities must be consistent with each other and relate to the key communication message’.

**Developing and providing the communication materials.** The design of mass media promotion materials (brochures, posters, video tapes, etc.) is done after having determined the communication contents and after completion of the development of the products (latrines). This is needed to get accurate information about types of hygienic latrines for dissemination to households without a hygienic latrine.

The design of the communication materials is done through the following steps:

- Determining the kinds of materials and their contents
- Working with local artists and painters, providing them with ideas and contents which need to be communicated, so that they can design the materials in the most attractive way.
- Getting feedback from local residents (pre-test). When the materials have been designed, it is necessary to organize resident meetings with the target groups to check whether these materials reflect the local situation, are easy to understand and remember, and are stimulating or not. When the target group consists of different sub-groups (segmented), each type of sub-group should be asked to comment.
- Completing materials design: Edit the materials based on the feedback and comments and arrange for their production and distribution.

**Need to budget for ongoing materials supply**

Rural sanitation is an on-going program, since new families form and existing ones update or replace their latrines. It is therefore necessary that the provinces or districts reserve funds to reprint (and if needed, adjust) the most important materials also after the first campaign has ended.

When designing communication materials, it is again necessary to apply the principle that the information used is consistent. This goes for both content and design style, in order to remind viewers to remember the key communication messages. For an example of communication material applied in the SanMark pilot of IDE, see this video [http://wn.com/ide_sanitation_marketing_pilot_project?orderby=relevance](http://wn.com/ide_sanitation_marketing_pilot_project?orderby=relevance).

**7.3.2 Determining promotion activities**

As already mentioned above, promotion activities support the communication and information program of hygienic latrines, operation and use. Promotion activities support the Information,
Education and Communication activities and make them more effective. There are many types of promotion activities, such as exhibitions, rallies, competitions and sales, to promote and facilitate the purchase of hygienic latrines. The determination of promotion activities should also be based on results from the sanitation market study, and analysis of the obstacles that keep people from building or using hygienic latrines and the opportunities which help resolve these obstacles. However, there is a lot of room for local initiatives, e.g. from schools, the Women’s Union and the Youth Union, to promote the sanitation program in their village.

7.4 Determining the organizational structure for SanMark

Normally, the choice of the partners for implementing a SanMark program starts at the lowest level, which is the village level, using the following steps:

- Based on the chosen communication channels and the sanitation market study results, the consultancy team identifies the organizations and individuals with an influence on the decision-making of the residents on issues related to sanitation. This is the organizational long-list.
- The team then analyses the long-list and selects the most appropriate organizations and individuals at village level (short list). For this purpose a strength, weakness, opportunities and threats analysis (SWOT analysis) can be used, asking:
  - What are the strengths and weaknesses of these organizations and individuals?
  - What opportunities do they bring to the project if they are chosen?
  - What are the risks or challenges if they are chosen for implementing SanMark program activities?
- Based on this network of village-level authorities, the team identifies the members of the steering committees at the higher levels: commune, district and province.
- Finally, the consultancy team defines the roles and responsibilities of each level and each member of the steering committees.

Currently in Vietnam, the RWSS-NTP program has established an organizational system for implementation of rural water supply and sanitation programs. The system includes Steering Committees from the provincial to district and commune levels. The head of each Steering Committee is the president or vice-president of local government (People’s Committee). Members of the Steering Committee include representatives from the involved sectors and mass organizations, such as the Department of Agriculture and Rural Development, the Health and Education Department, the Women’s Union and the Farmer’s Union. There is therefore no need to set up a separate system with new steering committees for a SanMark program.

However, task forces for SanMark programs should be established at all levels to ensure that all its activities can be facilitated properly. Members of these task forces are also members of the Steering Committees of the RWSS-NTP program.
Central level. At the central level the Ministry of Health is the leading agency for the sanitation component of the RWSS-NTP program.

Provincial level. For this reason the provincial CPM should take the leading role in implementing a SanMark program at the provincial level.

District level. At district level, the district CPM should lead the implementation, but under the direction of the district People’s Committee to be able to mobilize all resources from other programs such as 135 and 30A.

Commune level. At the commune level, there should be a combination of three parties: the local government, the Health Department and the Women’s Union, to implement SanMark activities in commune.

Village level. At village level, a network of promoters, including the village head, health workers and WU members, will carry out communication and advocacy activities in the commune.

Among the provincial, district, commune and village levels, the district level plays the central role in the implementation of the SanMark program. Because the district is close to the grass-root levels, the district officials should be able to closely grasp local situations, develop action plans in accordance with local conditions and support commune staff when needed. If capacity building is provided, the district authorities can expand the SanMark activities across the entire district area later.

Furthermore, the District People’s Committee (DPC) is often decentralized and manages funds for many development programs, for example credit programs and program 135. This makes it possible for the DPCs to integrate SanMark into the district development program and mobilize other resources for its implementation. In order to help the district authorities actively implement a SanMark program, SanMark funds should be decentralized for district management.

7.5 Development of the training programs and training materials

The purpose of this activity is to develop training programs and materials for the SanMark implementation network (promoters, steering committees and suppliers) that have been determined in the previous steps.

The expected outcomes of this activity are:

- The training content and methods for SanMark implementation and the supply network are determined
- Sets of training materials are developed.

The development of training programs has the following steps:

- **Identification of training needs.** The program design team will determine the additional knowledge and skills required for the staff and the members of the supply network. They base
their needs analysis on the roles, responsibilities and tasks of each type of program staff and each group in the supply network, the knowledge that these partners require to carry out their work for SanMark and the assessment of their current capacity

- **Determining the training contents and methods.** Based on the identified training needs, the team will determine the training contents and training methods for the training activities in the pre-project stage and during project implementation. They will also decide who the trainers will be for the training and what training these trainers need (training content, skills and methods)

- **Developing training materials.** When the training content and methods have been determined, the team will work with the trainers to develop appropriate training materials.

This step is mostly done at central level by the MOH’s consultant team. Then the provincial CPM will select the latrine products, communication materials and methods and training materials. They will adjust these to the local conditions when developing the SanMark program in their province.

Currently, the Ministry of Health has published and disseminated a technical guideline for various types of household sanitary toilets. These differ from public sanitary toilets. The provincial CPMs can select some types of latrine according to the guideline and further adapt the selected latrines to meet local physical and market requirements with technical assistance from the MOH and/or other consultants.

8. **Fourth Step: Guidelines for SanMark implementation in Central Region provinces**

This step includes the following activities:

- Establishment of the SanMark implementation system
- Development of the action plan for SanMark programs in the province
- Training of trainers for district staff (who will train the village promoter) as well as for commune steering committee members
- Training of the village promoters
- Training of selected members of supply networks
- Implementation of communication and promotion activities
- Capacity building for the selected members of the supply networks
- Implementation of supportive activities for the poor
- Monitoring and evaluation.

The guidelines in this step are based on the SanMark strategic plan for Quang Tri province and the plan of preparations that IDE and the provincial CPM of Quang Tri province prepared. Other provinces in the central region can also apply these guidelines for their SanMark program.
8.1. Establishment of the SanMark implementation system

Figure 5 shows the organizational system of the SanMark program in Quang Tri province.

![Organisational system of SanMark program](image)

The organization and roles of the parties involved in the program is as follows:

**At provincial level:**

Based on the provincial Steering Committee for RWSS-NTP, the Department of Health, in association with members of the Program Steering Committee, advises the provincial People’s Committee to establish a provincial SanMark task force. The task force is chaired by the Department of Health; the provincial CPM performs the technical support and the coordination. Key members of the SanMark task force are also members of the Steering Committee for NTP. The Task Force assigns specific responsibilities to each member and sets up an effective coordination mechanism on the implementation of SanMark and the integration of its activities in the NTP program.

CPM Quang Tri is a member of the Steering Committee for RWSS-NTP. The provincial Health Department assigned the CPM to be the leading agency for implementing the sanitation component of the NTP. The unit is able to integrate SanMark activities in the provincial NTP program. The roles and responsibilities of the CPM are:

- Annual planning of the sanitation component of the provincial NTP, including the integration of SanMark activities in the NTP
• Managing the activities and budgets of the sanitation programs in the province
• Technically supporting the district task forces for SanMark
• Training of trainers for communal staff and masons
• Editing and printing of communication materials
• Monitoring activities of the district CPMs
• Monthly reporting on activities and progress in sanitation to the provincial Steering Committee on NTP and the Ministry of Health.

At district level:
The district CPM is the leading agency for implementing all sanitation programs in the district. The District Steering Committee for RWSS-NTP, the Provincial CPM and the district Health Department advise the District People’s Committee to establish the district task force for SanMark. The task force consists of a leader of the district People’s Committee and an official of the district CPM and the district WU. The district CPM is the leading agency, and is responsible for coordinating and managing SanMark activities in the district. The roles and responsibilities of the district CPM are:

• Annual and monthly planning of the sanitation component, including the integration of SanMark in the district NTP program
• Collaborating and managing sanitation activities by the commune staff
• Providing technical support to the commune and village program staff
• Training for village motivators and communicators
• Organizing quarterly meetings for commune staff
• Supporting the provincial CPM to organize TOTs for commune and district staff and training courses for masons
• Monitoring activities of commune staff and performance of the program
• Frequently communicating with the leaders of the Steering Committee for RWSS-NTP to use opportunities from other programs to support SanMark activities
• Report on program activities and performance to the provincial CPM and the district RWSS-NTP Steering Committee
• Documenting and storing data of program activities in the district and providing it to commune staff
• Members of the task force must also be assigned specific responsibilities and effective coordination mechanisms.

At commune level:
The district CPM and the commune health center advise the commune People’s Committee to establish the commune SanMark task force and assigns responsibilities to it. The commune task force also establishes a network of village promoters. The village promoters will choose the masons and inform the commune SC for the NTP program, so that the masons can later attend the training courses. The commune task force consists of the commune health center staff and the commune WU members, under the direct guidance of the Head of the Steering Committee for RWSS-NTP of the commune. Responsibilities of the commune task force are as follows:

• Setting up the network of village promoters
• Setting up the commune supply network
• Annual and monthly planning
• Supporting village motivators to set up revolving fund groups for sanitation
• Assisting the district CPM to organize training courses for village motivators
• Implementing communication campaigns in the commune
• Monitoring latrine construction in the commune
• Organizing monthly meetings for SanMark
• Taking opportunities and resources from other programs to support sanitation, such as the existing credit program (e.g. by the Bank of Social Policy) and Program 135 and 30A
• Monthly reporting on activities and performance to district CPM.

At village level
The SanMark implementer is the network of village promoters including the head of the village, the WU members and the health workers. The responsibilities of the network members are the following:
• Supporting the commune task force to organize communication activities in the village (resident meetings, contest on hygiene, sanitation and health, etc.)
• Selecting masons from the supply network for training, who will then pass on what they learned to the other network members
• Connecting masons in the network with customers by involving them in the advertising and communication activities
• Setting up the revolving fund groups and monitoring their activities and performance
• Visiting households and encouraging them to buy a latrine and adopt hygiene practices
• Guiding masons to build hygienic latrines by providing design drawings and monitoring construction quality
• Monitoring latrine construction in the village.

8.2. Development of the provincial action plan
The action plan is a detailed strategic plan that is implemented at provincial level. The plan is always developed after having obtained the results from the development of the strategic plan, the communication program and the training program, as done in steps 2 and 3. The provincial action plan covers the following contents:
• Identification of specific targets for each year of operation
• Activities to be undertaken to achieve these targets
• Leading agencies in the implementation
• Support agencies in the implementation
• Time schedule
• Monitoring system to monitor progress of activities
• Budget for implementation.

The planning of the provincial action plan is done as follows:
• Gathering information for planning
• Selecting the program area
• Setting up goals and targets to achieve
• Identifying activities which need to be done
• Planning for progress and assigning works to the involved parties
• Budget for the entire program and for the first year to submit the provincial People’s Committee for approval.

8.2.1. Gathering information for planning

The necessary data for planning include:
• Number of villages, communes and districts
• Total number of households of the commune/district
• Levels of access to sanitation in villages and districts (including percentages of households with hygienic latrines, households with non-hygienic latrines and households without latrines)
• The poverty rates of the communes and the district.

For insight on access of poor households to improved sanitation, data needs to be collected on the proportion of poor households in the villages and the proportion which have hygienic latrines, non-hygienic latrines and no latrine. This data must then be aggregated to commune and district level.

For an example of the information collection sheets see list of tools.

The reference documents for the planning include:
• The master plan of provincial RWSS-NTP program
• The regional strategic plan for SanMark
• Plans of the relevant programs which are being implemented locally, such as programs 135, 30A, credit program for clean water and sanitation, etc.

8.2.2. Selecting the program area (target area)

Since the budget for SanMark is limited, it is difficult to spread the program over the whole province in one go. It is therefore necessary to choose the target areas for implementing the program and then gradually scale up implementation.

Criteria for selecting the target area(s) are:
• Having a low coverage of hygienic latrines (below 35%)
• No other subsidy program for the construction of latrines
• Not too high poverty rates (just under 30%)

After gaining experience from the pilot, the program activities can be expanded to areas with higher poverty rates.

For the selection, the provincial Task Force reviews the data of all districts in the province, and then selects the districts that will be involved in the program. Then, based on data from all the communes in the selected districts, the provincial task force, together with the district task force, chooses the target communes.
8.2.3. Grouping of selected target areas

Because a province and even a district often has different areas, such as upland, lowland and coastal areas, the different types of areas should have a corresponding appropriate operating strategy. This means that when the target area has been chosen, the communes are grouped into (i) a mountain commune group, (ii) a plain commune group and (iii) a coastal commune group, for easy selection of communication materials and interventions for each area during implementation on the ground.

8.2.4. Number of communes/districts in the implementation program

The number of communes that will be chosen for the annual implementation program depends on the provincial and district budget of the sanitation component of the RWSS-NTP program. To gain experience and ensure success, the provincial CPM should pilot SanMark activities in 3 – 5 communes in its first year. After piloting, the program can be adjusted and then expanded to a wider area in the next year. This expansion is done through the use of a ‘rolling’ method - that is, implementation continues in the first communes and district(s) while the province expands the program to other communes and districts the following year.

An example of scaling-up district and province-wide

- First year: pilot in 5 communes of 1 district
- Second year: activities continue in the first 5 communes. Depending on the budget, the pCPM will expand to other districts at the rate of 2 - 3 communes per district
- Third year: the district CPMs maintain the program activities in the pilot communes and continuously expand it to remaining communes of the districts.

8.2.5. Estimation of the number of intervention households

To estimate the number of households that need an intervention and calculate the required number of activities, the planners use the above-mentioned planning data. In the sanitation program, the number of households that need intervention is the number of households without a hygienic latrine, including:

- The number of households without a latrine (calculated by multiplying the rate of households without a latrine and the total number of households in the program area)
- The number of households with unhygienic latrines (calculated by multiplying the rate of such households and the total number of households in the program area).

Depending on the priorities of the program and the numbers of each group, the planners will decide which group or groups will be the target group(s). This is preferably done prior to the actual intervention (see the section ‘Development of the communication program and materials’).
In the case of Quang Tri province, the Quang Tri CPM and IDE decided to choose 2 groups: ‘households without toilets’ and the ‘households with unhygienic latrines’ to be the target groups.

8.2.6. Setting up annual goals and targets

Determination of goals. The goals were identified in the strategic plans. The goals of the sanitation component should match the goals of the RWSS-NTP, which is: ‘By 2015, 75% rural households use hygienic latrines’8. Also, depending on any ‘hot’ problems of a province, other goals can be set up, such as ‘increasing the rate of households which wash their hands with soap’ or ‘increasing the rate of households with hygienic livestock sheds’. However, it is important not to set too many goals, because this will reduce resources and make the program ineffective.

Determination of annual targets. Based on the number of households that need an intervention, and experience from previous projects, the planners determine program targets for each year. Experience from pilot SanMark projects shows that the SanMark program can increase the coverage of households with hygienic latrines by 6% - 9% in the first year and 8% - 12% in the second year (Results from the project in Yen Bai).

8.2.7. Determination of activities

This work involves the following steps:

- Reviewing available documents, including: (i) The Master Plan of the provincial RWSS-NTP program, (ii) the regional SanMark strategic plan, (iii) the communication and training activities (determined in the section: Development of communication and training programs), and (iv) action plans of other related programs, such as Program 135, 30A, credit program for clean water and sanitation, etc
- Choosing appropriate activities that are adapted to local conditions.

Reviewing documents

- From the Master Plan of the provincial RWSS-NTP program, the planners will know how much budget is allocated for the sanitation component and how long the NTP program has been running and with which results. Based on this data the planners can determine the scale of the SanMark program and allocate a time table for activities
- From the regional SanMark strategic plan and the communication and training programs, the planners will identify the activities, schedule of activities and responsible partner(s) for implementing these activities

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8 According to the document of RWSS-NTP stage 2011 – 2015 (NTPIII)
• From the plans of other programs such as Program 135, 30A, credit for water and sanitation, the planners can determine possible opportunities for combining resources and decide when and where these opportunities can be utilized.

Selection of local activities
Based on the determined targets and results from the above situations analysis, the pCPM will determine appropriate activities which are adapted to local conditions.

Integrating SanMark into the RWSS-NTP of Quang Tri province
Quang Tri province identified the following activities for integrating SanMark into their NTP sanitation program:

Training activities:
- Introductory meeting at district and commune levels
- Training of trainers for district and commune staff
- Training of the network of village motivators
- Training of masons on technical issues for building hygienic latrines
- Training of masons on business skills (if the budget is sufficient)

Communication and promotion activities to create demand:
- Residents’ meetings
- Household visits
- Leaflet dissemination to households
- Messages transmission on loudspeakers and radio
- Village contests on hygiene, sanitation and health

Monitoring:
- Monitoring implementation of activities in the communes, especially in the early stages
- Regular field monitoring
- Regular brief meetings in the communes.

8.2.8. Planning schedule and assigning works to the involving parties
Based on the determined program activities, the planners make a schedule of activities and assign specific tasks to the involved parties. In doing so, the following should be noted:

• Continuation of activities: The SanMark program usually carries out various kinds of activities and these activities will complement each other. For example, after a residents’ meeting, people have become aware of the importance of having a hygienic latrine. However, because they do not have enough money, they do not build a latrine yet. In order to maintain their interest in a hygienic latrine, the motivators should regularly visit these households,
encouraging them to save money to build a latrine and advising them on ways to make construction more affordable (For a list of such mechanisms, see tools list). Thus, following the residents’ meeting, household visits should be made. Or village contests on sanitation should be held when the communication program has reached around 70% of people in the village and many village residents have learnt about sanitation.

- **Seasonality**: The construction of latrines is often a seasonal activity. The construction of houses, latrines and other construction works is usually done in the dry months and when people have cash. Therefore, communication and promotion activities should be strengthened during these months. In the rainy season, or when people do not have available cash, only low-cost communication activities should be maintained, such as using loud-speakers.

- **Training**: The training activities should be arranged properly so that the training courses can achieve the highest efficiency. Table 4 gives the appropriate times for organizing the training courses.

Table 4 Appropriate timing of the different training activities of a SanMark program

<table>
<thead>
<tr>
<th>Training course</th>
<th>Appropriate time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meeting for starting program in the district</td>
<td>After:</td>
</tr>
<tr>
<td></td>
<td>- pCPM has prepared the action plan for sanitation component in scope of RWSS-NTP (SanMark integration already included in this plan) and this is approved by the provincial People’s Committee</td>
</tr>
<tr>
<td></td>
<td>- The district CPMs have formed the district and commune Task Forces for SanMark</td>
</tr>
<tr>
<td></td>
<td>- The district Task Force has developed the annual plan for the sanitation component, including the integration of SanMark activities (based on the provincial action plan)</td>
</tr>
<tr>
<td>Training of trainers for district and commune staff</td>
<td>After the district meeting for starting the program</td>
</tr>
<tr>
<td>Meeting for starting program in the commune</td>
<td>After:</td>
</tr>
<tr>
<td></td>
<td>- Training of trainers for district and commune staff has been completed</td>
</tr>
<tr>
<td></td>
<td>- The network of village motivators has been established</td>
</tr>
<tr>
<td></td>
<td>- The annual action plan for the commune has been developed</td>
</tr>
<tr>
<td>Training of village motivators</td>
<td>After the meeting for starting the program in the commune</td>
</tr>
<tr>
<td>Training of masons on latrine building techniques</td>
<td>After:</td>
</tr>
<tr>
<td></td>
<td>- Training of motivators has been done</td>
</tr>
<tr>
<td></td>
<td>- Village motivators have selected masons for training</td>
</tr>
<tr>
<td>Training of masons on business skills</td>
<td>After 1 year implementation of program, the Commune Task Force selects the masons with lots of customers for this training.</td>
</tr>
</tbody>
</table>

For an example of a training schedule for the SanMark program in Quang Tri province [click here](#).

8.3. Estimating and approving the budget
The pCPM will work with other involved agencies (i.e. the provincial and district SCs for RWSS-NTP) to prepare a budget and submit it to the People’s Committee for approval. The budget that must be prepared is for the entire program (say a 3-years program) and a specific budget for the first year when there are initial investments for preparing and printing the communication and training materials and training the trainers. The budgets are submitted to the provincial People’s Committee for approval.

8.3.1. Determining numbers for costing

For some SanMark activities, such as residents’ meetings and allowances for promoters for visiting households and disseminating leaflets, the numbers and costs will depend on the number of intervention households. The latter number was already determined in the section on ‘selection of program areas’. This data can be used to estimate the specific number of items to budget for. This is explained in the examples given below.

Examples for budgeting calculations

**Example 1: Calculating the number of residents’ meetings**

Typically, to ensure the effectiveness of the meeting, the number of participants should not exceed 50. When estimating the number of meetings for the budget, the default number of participants per meeting can be set at 50 people. Thus: Number of meetings = number of households requiring interventions/50

In areas where there are lots of households without hygienic latrines, inviting all intervention households to attend the meetings may require too many meetings needing to be held, and therefore requiring a large fund. In this case, the number of invited households should be reduced to some 60% - 70% of the total number of intervention households. The remaining households can be reached by other activities such as loud-speakers, competitions or contests on sanitation. In this case: Number of meetings = (70%* number of households requiring interventions)/50

**Example 2: Estimating allowances for village motivators to conduct household visits**

The best way to effectively manage household visits by the motivators is that allowances for the visits are based on the average number of visits needed to start construction. It is estimated that each motivator should visit households in the target group at least 1 time/household. Depending on the time and progress of the project, the manager can decide how many households each motivator should visit per month, then the cost norm for the allowance of the motivators can be decided.

To access Appendix 6 with an example of a budget plan for the SanMark program in Quang Tri province, [click here](#).

8.4. Training

As already mentioned above (in the section on “selection/determination of interventions”), training activities determined for Quang Tri province include:
• Meetings for starting program in the districts and communes
• Training of trainers for district and commune staff
• Training of village motivators
• Training of masons on hygienic latrine building techniques
• Training of masons on business skills (if budget is sufficient).

Based on the developed training program and actual conditions, the pCPM decides when and where the planned training courses will take place and by whom they will be carried out. As already mentioned in the section “planning schedule”, the sequence of training activities should be arranged for the greatest effectiveness.

8.4.1. Meetings for starting program in the districts and communes

The purpose of these meetings is to help all involved local partners to have a clear understanding of the work plans of the program and their roles and responsibilities during program implementation. The work plans of the province, the districts and the communes should be developed by the corresponding task forces before the meetings, so that participants can discuss such plans.

The pCPM collaborates with the district Steering Committee for RWSS-NTP to organize the meeting for starting the program in the district. Since SanMark is a relatively new concept for the local authorities, the pCPM has to guide and support the district CPM to develop an annual work plan.

Similarly, the district CPM supports the commune task force to develop its SanMark work plan and collaborates with the Steering Committee for RWSS-NTP to organize such a meeting in the commune. For an example of a meeting for starting the program in the district [click here].

8.4.2. Training of trainers for district and commune staff

Participants of this training come from the district and commune task forces. The purpose of the training is to provide knowledge on health, hygiene and sanitation, hygienic latrine options, etc. as well as necessary skills for local staff, so that they can perform their SanMark tasks well. For example:
• The district staff are able to train the village motivators
• The district staff are able to guide and support the commune staff when implementing the communication activities
• The commune staff are able to guide village motivators to implement communication activities in the commune
• The commune staff are able to facilitate the group discussions in village resident and union meetings
• Commune staff know how to monitor and report SanMark activities in their area.
8.4.3. Training of village motivators

The trainees are the village motivators and commune SC members. The purpose of this training is to provide relevant knowledge and develop required skills so that the motivators can perform their SanMark tasks well. For example:

- Visit households to stimulate and advise them to build a hygienic latrine
- Provide guidance to households on how to monitor the latrine construction work of the mason
- Implement communication activities in their village
- Prepare monthly reports by filling in report forms provided by the SanMark program.

Based on training and communication materials which have been provided by IDE and the MOH, the trained district CPM will conduct such training with the support of pCPM (if needed) while the organizational work is the responsibility of the commune SC. For an example of a training plan, content, and materials for training of motivators click here.

8.4.4. Training of masons on hygienic latrine building techniques

The trainees are the masons who have been selected by the village motivators and whose selection has been approved by the commune SC. Criteria for the selection of the masons are the following:

- ability to build simple facilities, such as water tanks, walls, fences
- a desire to participate in the project
- ready to ‘sell’ sanitary toilets before construction
- not too busy to undertake toilet construction
- likely to remain in the village/commune.

Only 4 or 5 masons should be selected in each commune so that each of them can serve about 2 - 3 villages. The purpose of this training is to provide relevant knowledge and required skills, so that the masons can build the types of hygienic latrines that are consistent with local conditions properly.

Based on the training materials that have been provided by IDE, the provincial or district CPM can work with an experienced mason to train other masons. In this training, the CPM staff provides the theoretical guidance and the experienced mason is responsible for the practical section.

Because most masons cannot read design drawings of latrines, the training method used is “training on the job”. This focuses more on practice than theory and includes building knowledge and skills by doing. In order to give more practice time to masons, when planning the course training work should be combined with the construction of prototype latrines. As mentioned above, households that commission such latrines can be given a discount, but in exchange they should be ready to display
their toilet on agreed days as a “demonstration toilet” for neighbors. After the course, the trained masons will build further “demonstration latrines” in their villages under the supervision of the district CPM. This will help them to understand the latrine construction technique better, as well as develop their skills and speed of work. For an example of a plan, content and materials for training of masons click here.

8.4.5. Training of masons on business skills

This course should be organized when a good network of masons has been developed. This means that selected masons have many latrine customers. During SanMark implementation, the commune task force members will follow up and choose the masons who have a lot of customers and are willing to carry out sanitation business. For example, their work is developing into a small contractor business, or they produce concrete rings and want to set up a production yard. These masons are sent to the training on business skills.

The purpose of this training is to provide relevant knowledge and business skills for chosen masons so that they can employ other masons and workers and run a small sanitation enterprise after the program has ended. The training program on “Starting a business” from ILO can be applied for this training. The pCPM should contact ILO’s Training Centers or collaborators to do this. For addresses of some ILO Training Centers click here.

8.4.6. Implementation of the communication and promotion program

This activity requires the adjustment of the communication and promotion program to local conditions, and then its implementation. The Commune SC and village motivators are the key persons for implementing communication activities in the communes. The district SC takes the responsibility for the monthly planning and provides monitoring, guidelines and support to the commune SC, as detailed below.

8.4.7. Adjusting the program to local conditions

Because the SanMark communication plan must be consistent with the current situations of each district and commune, its planning should be done at many levels and follow the steps below:

- Based on the master plan on sanitation and the achievements of the first year of implementation, the pCPM develops a detailed provincial annual plan of activities
- Similarly, district CPMs develop a district annual plan of activities based on the provincial plan and discussions with the communes.
- Next, the district CPM develops a monthly district plan of activities based on the district annual plan. In this stage of planning, the district CPM should discuss again with the commune SC to determine the timing of the activities for that month for consistency with the situation in the commune.

The steps for the monthly planning in the district are as follows:

- The district CPM outlines the monthly plan for the district and sends it to the SCs of the communes
• The commune SC discusses the plan with the village motivators to determine the appropriate times and places to carry out the communication activities in the commune and gives feedback to the district SC.
• The District SC adjusts the monthly plan based on feedback from the SCs of the communes, then sends the final version to the communes for implementation.

Thus the communication planning is done by combining two approaches: top-down and bottom-up planning, ensuring that activities are implemented in a synchronized manner but also consistent with the situation in each locality.

8.5. Implementation of the planned program

When implementing communication activities, especially direct communication ones, such as residents’ meetings and household visits, the time and venue for organizing these events should be considered carefully to ensure the effectiveness.

For example:
• When organizing a residents’ meeting, the program staff should select the venue of the meeting near the central area with working hygienic latrines, so that people can easily come to the meeting and visit the latrines immediately after the meeting. In addition, it is necessary to select the appropriate time when people are free so they can attend the meeting. Time and location should be convenient for both women and men, and for poor people and people from ethnic minorities. There should also be access for people with a disability.
• When the village motivators visit households, they must choose a time when the head of the family or his wife is at home, and preferably both. (The reason for this is that women have a higher motivation for hygienic toilets and men influence the financing decision).

For an example of a plan for organizing meetings and for meeting content [click here]
For a check list for household visits [click here]
For a plan for organizing contests on sanitation with details on content [click here]

8.6. Strengthening the capacity of the supply network

The strengthening of the capacity of the supply networks in Quang Tri province was done as follows:
• Technical training on building hygienic latrines, including the fabrication of concrete rings, was given to the masons.
• The motivators and SC members facilitated the masons’ contact with customers by inviting them to join the village meetings to introduce their services, with latrine types and prices.
• The leaders of the communes and villages raised the prestige of the masons through introduction of the masons to the village residents.
The program encouraged masons to become producers and sellers of concrete rings by providing the moulds for concrete rings fabrication and creating customer demands for them through the latrine promotion campaigns.

In mountainous areas such as Dakrong district without construction material shops, the program:
- Encouraged grocery shops/stores to sell construction materials
- Encouraged owners of vehicles to start mobile sales of construction materials
- Encouraged masons to buy the materials and then sell them to households
- Encouraged commissioning a local bus driver to buy the materials from an agreed shop in the district town and transport them to the village.

The process of capacity building for masons is as follows:
- Based on the number of households and the number of villages in the commune, the commune task force selects 4 – 5 masons in each commune and sends them to the training of masons (each mason is responsible for 2-3 villages). Criteria for selecting masons were already mentioned in the section ‘Identifying interventions for supply networks’ above (in section 4.4.4 “training of masons on hygienic latrine building techniques”)
- The district or provincial CPM organizes the technical training courses for the mason teams
- The motivators and local leaders invite the trained masons to attend the village meetings to introduce the latrine models and their services themselves. In case the masons cannot attend the meetings, the village staff provides the addresses of the trained masons to the participants
- When there is a household in the village that wants to build a latrine, the village motivators will notify the masons so that the latter can visit and make arrangements with the household for their services
- During the implementation of SanMark, the commune staff follows up the activities of the masons and then selects the masons who have lots of customers and sends them to the training course on business skills.

The process of encouraging masons to become producers and traders of concrete rings is as follows:
- The commune task force selects potential masons who wish to do business, are active and agile, and have sufficient funds to start a business
- The provincial or district CPM reviews and selects the potential candidates. After that the mold sets of concrete ring fabrication will be provided for those who are selected (1 person for each commune or 2 – 3 communes depending on the number of households and funds)
- Village motivators or the Commune Task Force will introduce households who want to build latrines or masons who want to buy fabricated concrete rings to these producers (creating customers).

Setting up material stores in unserved areas
For building a materials shop/store in remote areas, it is first necessary to analyze the market and investment costs and find out which opportunities can be used when building the store. For example, if a reputable mason who is honest and willing to run a business can be found in the location, the District Task Force can recommend this mason to the materials agent in the central area so that he can buy materials, then sell these materials to households with the construction of latrines. For masons who have insufficient capital, the commune and village staff can act as guarantor for the masons and persuade residents to pay in advance for building their latrines.

However, it is often not necessary to create a new store. If there is a communal grocery, or an owner of a vehicle for material transportation in the commune, the commune authorities should encourage them to do business on construction materials. In such a case, the commune authorities can act as guarantor for them or recommend them to a wholesale dealer of materials in the district center.

8.7. Implementation of support activities for the poor

To reach the poor better and help them build hygienic toilets, the commune task force can unite poor households in groups to offer an appropriate strategy for each group. They can be classified into two groups:

- the group of extremely poor households who cannot work to earn money, such as single heads of households and elderly and disabled people
- the group of poor households whose members still are able to work for money

8.7.1. Group of extremely poor households

For this group the district and commune SCs should mobilize available resources from programs funded by the government or other donors to support them. To avoid negative impact from subsidies on the normal development of the sanitation market the provision of subsidy should follow the principles below:

- The subsidies should reach the right people who are already recognized as extremely poor by the local residents
- Subsidized poor households should participate in the market by being able to select the type of latrine and the material, supply and construction services themselves at an agreed realistic cost, after which the commune SC will pay these costs
- The subsidy should be given at the end of the SanMark program when the movement to build toilets has filled the demand for self-financed latrines.

8.7.2. Group of poor households

The Commune Task Force and village motivators can support the latrine construction of this group with the support of provincial and district task forces in the following ways:

- Reduction of the latrine costs by:
- **Improving the construction of latrines:** Mass production and use of fabricated latrine components, for example, concrete rings or panels are used to build storage tank instead of bricks
- **Using available local low-cost materials:** for example, bamboo, leaves and wood are used to build the upper parts of the latrine (walls and roof)
- **Doing part of the work themselves:** The household can do some parts of the latrine construction themselves, such as digging holes, building the walls and roof of the toilet
- **Combining the latrine with existing buildings:** When the latrine is built near another building, such as kitchen, cattle shed, bathroom etc, a wall or roof of such a building can be a wall or roof of the toilet.

- **Advice on gradual investment plans**
  - **Gradual construction:** The household can spend money to build the storage tanks in advance, and then build temporary upper parts with simple low-cost materials for immediate use of the latrine. Later, when the household has enough money it can build the permanent walls and roof of the latrine
  - **Gradual acquisition of materials:** When it is possible to invest only small amounts of money, the household can buy the materials gradually until they have enough money to build the latrine.

- **Facilitation for saving or earning enough money to buy latrines by:**
  - **Creating a toilet saving fund** which is safeguarded by a trusted village leader to protect the savings from being dipped into for other needs. When enough is saved, the leader helps to buy some materials so as to protect the value of the savings from inflation
  - **Establishing latrine saving clubs, groups or fund rotating groups** in which the members contribute a small amount at an agreed interval and when the total is enough to build a toilet, or the permanent parts of a toilet, turn it over to a household by drawing the lucky number until the whole group has built a toilet
  - **Earning money** to build the toilets e.g. by doing harvesting work in agriculture
  - **Combining the SanMark program with other credit programs** to help local people borrow money to build toilets
  - **Clubbing together and negotiating discount** by ordering materials or services as a group and negotiating the best price-quality deal with a local supplier.

- **Limitation of confusion about latrine prices by:**
  - **Facilitating direct contacts** between the ‘buyers’ and the ‘sellers’ to limit confusion about latrine prices, and letting the parties make agreements on the price of the materials and services by themselves. For example, the masons can be invited to attend the village meeting to explain the latrine prices and prices of construction work and enter into discussions on cost savings and reductions.

- **Fair competition among suppliers by:**
- **Transparency about costs and services**: so that the households can construct a latrine at the most reasonable price
- **Blacklisting**: to protect the villagers, the commune task force can blacklist those suppliers that cheat the customers or deliver sub-quality goods and services.

Depending on the local situation, the task forces at all levels can apply appropriate solutions to create a fair business environment for suppliers.

9. **Fifth step: Monitoring and evaluation**

9.1. **Setting of indicators for program monitoring and evaluation**

Depending on the requirements of each program, several indicators are developed to measure program results and monitor the activities of the program. If there are no specific requirements, the following indicators can typically be used to measure the results of a SanMark program:

- Increase of the coverage of households using hygienic latrines including:
  - The increase of the percentage of households using hygienic latrines
  - The increase of the percentage of poor households using hygienic latrines
  - The increase of the percentage of ethnic minority households using hygienic latrines.

- Increase in the rate of coverage increase over time:
  - The annual increase of the rate of households with hygienic latrines from year ‘x’ to year ‘y’
  - The annual increase of the rate of poor households with hygienic latrines from year ‘x’ to year ‘y’
  - The annual increase of the rate of ethnic minority households with hygienic latrines from year ‘x’ to year ‘y’.

- Number of new latrines built by trained masons

- Average monthly income of the network actors trained by SanMark program, such as masons, concrete ring producers, etc., from the business and provision of sanitation services

- The rate of money invested in the SanMark program per total of money invested for building household latrines (Return of Investment)

- Indicators for monitoring the activities of the SanMark program:
  - Number of new latrines built per type (septic tank, semi septic tank, double vaults latrine, VIP latrine)
  - Number of new latrines built that meet MOH standards for hygienic latrine
  - Number of masons/concrete ring producers trained by the program
  - Number of motivators trained
- Number of activities carried out
- Number of women and men who accessed program activities (or number of women and men who attended program activities)

During application, such indicators can be changed to be consistent with the requirements of the program. Currently the RWSS-NTP Program also widely uses a set of indicators on water and sanitation. Therefore, indicators of the SanMark program which are the same as those of the NTP can be obtained from the NTP data monitoring. But other, more specific indicators of the SanMark program must still be collected in addition to the NTP data.

### 9.2. Baseline survey

The purpose of the baseline survey is to collect basic information for supporting the planning, monitoring and measuring of the results of the SanMark program. Thus, the baseline survey needs to be done before starting the program. The scale of the survey will depend on the actual situation, the allocated budget and the requirements of the program.

If there is a large enough budget for a survey, the baseline survey can be done at the regional level, combined with the sanitation market study. A sample survey can be used in a randomly selected group of villages whose characteristics and conditions are representative of the mix of characteristics and conditions found across the whole set of program villages. A household survey is complex and requires scientific methods. It is therefore better carried out by professionals or involving a professional in design and training.

Besides information used to design the program as already mentioned in the section ‘sanitation market assessment’, the baseline gives some useful information for measuring the results of the program, including:

- Coverage of household with hygienic latrines (including typical households, poor households, ethnic minority households)
- Coverage of household using a hygienic latrine (including typical households, poor households, ethnic minority households)
- Observed percentage of used toilets which are free from fecal-oral risks that can transmit fecal-oral diseases, e.g. pit or tank open to flies, feces laying in latrine or fecal smears on walls and door
- Rate of women and men in households who know how to use and maintain latrine properly
- Observed percentage of households with soap and water present at toilets and in kitchens
- Reported occasions when the household members wash hands, with water only or water and soap
- Rate of women (or if desired, women and men) with good knowledge on diseases related to hygiene and sanitation
- Rate of women (or if desired, women and men) who know about feces-based human transmission routes of diseases
• Rate of malnutrition among children under 5, e.g. weight for height by age
• Incidence of common diseases related to hygiene, water and sanitation (diarrhea, cholera, dysentery, typhoid, parasite infections, skin diseases, trachoma, etc.). However, note that this indicator requires different recall periods for the different diseases.

When resources are limited, the list of data should be shortened. Just enough information is then collected to help the provinces and districts develop their action plans when the strategic plan has already been completed, and measure the fundamental results of the program. The information needs to include the following for measurement of program results and planning:

Type of information needed for result measurement:
• Coverage of households with hygienic latrines, with specific (separate) data on coverage of poor households and ethnic minority households
• Coverage of households using hygienic latrines, with specific (separate) data on coverage of poor households and ethnic minority households.

Type of information needed for planning:
• Total number of households of village/commune/district
• Number of villages of commune/district
• Number of households without latrine
• Number of households with latrine but not hygienic
• Types and quality of latrines existing in the location, such as septic tank, semi septic tank, double vaults, VIP and others.

The gathering of basic information involves the following steps:
• The pCPM/district CPM prepares the questionnaires/checklists. For an example of a questionnaire click here
• The pCMU trains the village motivators on how to prepare the village households lists by category, how to draw the household sample for each group, who to interview and how, how to define a hygienic latrine and how to fill out the forms properly. This training can be integrated with other training courses of the SanMark program, or given after the meeting to start the program in the villages
• The village motivators visit the households, check out the sanitation facilities and fill in the questionnaires and checklists. This work can be integrated in the typical household visits of the program. Once the motivators are experienced, each can also train and supervise a few volunteers to help collect the data
• The data collected can be used to map the existing sanitation situation of the village. This map can be presented at the village meeting and hung in a public place (such as the village cultural house) to stimulate and promote households to build latrines if they have not yet done so
• The commune health workers follow up and provide support to the village motivators when they are collecting the information. They also summarize the collected data of the commune and report the outcomes to the district CPM
• The district CPM staff summarizes the information of the district and reports to pCPM
• The commune SC reports the summary to the district SC.

9.3. Division of responsibilities for monitoring and reporting

Monitoring is done at each level as follows:
• The commune task force monitors and supports the village motivators
• The district task force monitors and supports the activities of the commune task force
• The pCPM monitors and supports the District Task Force.

Reporting - that is, sending the report on activities and progress and on challenges and requirements - should also be done from the bottom to the top. The reporting mechanism includes monthly, quarterly and annual reports. The health workers are the most appropriate persons to write these reports, because they are familiar with using reporting tools. The order of reporting is as follows:
• The data is collected by the village motivators
• The village health worker summarizes the data following the designed forms and sends his/her report to the Commune Task Force
• The commune health center, on behalf of the Commune Task Force, checks the data reported by the village health workers, summarizes them and sends his/her report to the District Task Force
• The district CPM, on behalf of the District Task Force, checks all commune reports, summarizes the data and then sends a report to the pCPM.

It would be helpful if the district CPMs send the data of the previous months back to the commune task forces for planning of the communes in later months. For an example of the reporting click here.

9.4. Monitoring visits and meetings

In a SanMark program, monitoring plays a very important role, especially in the early stages of the program. The findings from the monitoring will help the program managers to adjust the program activities in an appropriate way and consistent with the situation. Monitoring activities include:
• Monitoring activities in the village/commune
• Regular field visits
• Regular program meetings in the commune/district.

9.4.1. Monitoring activities in the village/commune

The district SC staff should monitor most types of program activities at a time when the implementation of the activity begins for timely advice to the commune/village staff who are carrying out these activities, or for suitable adjustment of the program activities.

For critical activities which need more resources, for example training or residents’ meetings, the provincial staff should monitor frequently in the early stages when such activities are started, so that they can make appropriate adjustments and/or provide suggestions to the district and commune staff.
9.4.2. Regular monitoring after starting up

In the early stages when the program activities have just started, regular monitoring is not necessary because the district and provincial officials often monitor the activities in the commune/village through visits and meetings.

However, in the next stage, when important communication activities are carried out, such as residents’ meetings or contests on sanitation, the district officials have to organize regular monitoring trips of one visit per commune per month to evaluate the effectiveness of the operation, and provide timely advice for the commune/village staff.

Monitoring visits are organized as follows:

- The district program manager reviews the reports of the project communes on the activities and results to determine which communes need to be monitored
- The district staff visits these communes and reviews the actual situation in the commune with the chosen commune staff to determine which villages need to be monitored
- The district and commune staff visits these villages and reviews the progress of the program in the village with the village motivators, then visit some households who have built latrines along with village motivators to check the quality of the latrine construction and the accuracy of the report that was submitted by the village and commune staff
- After visiting several households, the monitoring team will work with the village motivators again. They share and discuss their recommendations from the monitoring with the village and commune staff, resulting in agreed actions
- During the monitoring process, the district staff can also provide more knowledge to the commune and village staff if needed.

Similarly, the commune staff also needs to regularly monitor the activities of the village motivators through at least one visit per village per month. For an example on monitoring content click here

9.4.3. Brief meetings for performance evaluation

The purpose of the brief meeting is to provide an opportunity for all involved parties to sit together to evaluate the results of the SanMark activities in that month or that quarter and to determine the obstacles and the solutions for solving them. Similar to the monitoring visits, the brief meeting should be held just after the most important communication activities (such as the residents’ meetings) have
been completed. The brief meeting of the commune SC and village motivators should be done once a month.

For an example on the content of a brief meeting in commune click here
For an example of a monitoring plan click here
PART III: LESSONS LEARNED DURING THE IMPLEMENTATION OF SANMARK IN VIETNAM

10. Using ‘smart subsidy’ only

Experiences from pilot SanMark projects in Dakrong and Yen Bai have shown that if the subsidy of latrine construction is done incorrectly without close monitoring, it can cause negative impacts on the results of the SanMark program as follows:

- The latrine subsidies cause ‘dependency thinking’ among the residents. They make other households rely on external funds and cause them to cancel their decision to build a latrine with their money.
- If the subsidies do not reach the right households, this causes resentment among the other residents. This also reduces the prestige of the local authorities, especially the village officials, so that they have problems in mobilizing the community to participate in the program.
- There can be several sanitation projects in the same area, funded by different donors (i.e. by governmental organizations, international organizations and NGOs), which support household latrine construction. Each donor usually has its own policies on latrine subsidy, which differs from those of the other donors. This causes local people to wonder why different households receive different subsidies from the local authorities for the same construction of household latrines. These situations are misleading and reduce the credibility of the local officials. They also make it unnecessarily hard for a SanMark program to succeed.

To ensure that giving latrine subsidies does not negatively affect the SanMark program, any subsidy provided should have the following conditions:

- A subsidy for latrine construction can only be given after implementing a SanMark program for at least 3 years, during which time the movement of latrine construction is created and the coverage of hygienic toilets has reached approximately 75% or more.
- The subsidy should be reserved for ultra-poor households who cannot work anymore.
- The subsidized households must be selected publicly by the local residents, not by the village officials, and the list displayed for all to see and if needed, corrected.
- The households should be free to choose their latrine model and materials and spend their subsidy on supplies and services locally.
- The task force should observe the allocation closely and make sure that the subsidy goes to the right households and the latrines are constructed properly.
- After construction, the village officials should guide the latrine owners on how to use and maintain their toilets properly.

Providing a subsidy that does not disturb the market and is allocated transparently, democratically and with accountability to only very poor households, is now generally known as ‘smart subsidy’.
10.1 Favourable factors for the SanMark program

Experiences with the SanMark program in the three pilot areas and as part of the NTP in Quang Tri have shown the following:

- Supply networks for sanitation or networks willing and able to include sanitation in their products and services package are available in the most localities. This enables people to easily access and purchase sanitary materials and latrine construction services
- The economic conditions and the quality of life of residents are improving
- The education background of the resident is not too low. Therefore people can absorb the messages on hygiene, sanitation and health from the communication materials as well as from the residents’ meetings
- Both women and men are involved in the decision-making. This makes it easier to mobilize households to build a latrine
- There is a complete administrative system from the provincial to the district, commune and village levels, which is able to carry out all activities of the program and control the local situation
- The network of health workers and WU members reaches down to the grass root level (village) which is an important advantage to carry out advocacy activities for each household
- The Government of Vietnam has been implementing the RWSS-NTP effectively since 1998
- Credit to finance sanitation with a favorable interest rate (0.5%/month) is available for rural populations under Decision No.62/2004QĐ-TTg of the Prime Minister
- Under the national Clean Water Program, communes can apply for a one-year allocation of a loan fund, under which individual households can get an interest-free or low-interest loan of maximum 4 million VND for a toilet or a clean water supply
- Key partners of the SanMark program, especially the Women’s Union, are prestigious in the community.
- The Ministry of Health has already integrated the sanitation goal into several programs of the health sector. For example, a cultured commune (that is, a commune that meets the national development standards) has at least 70% of households using hygienic latrines.

10.2. Conditions for implementing SanMark

Experiences so far have revealed the following conditions for a successful SanMark program:

- **Duration of programme:** The required time to implement a San Mark program is two years in plain areas and three years in upland areas
IDE’s experiences during the pilot projects showed that typically households take at least six months to save the money to build a latrine. In the mountain areas, more time is required.

- **Continuation of promotion**: The first households have enough money saved to build a latrine six months after the communication campaign has finished. Therefore, the promotion activities must continue over time to maintain the level of interest of the residents in the construction of latrines and ensure that households will build a latrine when they have enough money and do not use the saved money for other purposes. This is also why, in some villages, households prefer to place the money into a special latrine construction fund under the care of a trusted local leader until they have enough to be able start to buy materials and begin constructing a latrine.

- **Monitoring to manage change**: During the implementation of a SanMark program, the program managers should regularly assess the progress of the sanitation market, find out the causes of problems so as to offer timely solutions and adjust activities. These measurements must comply with the principles of the market to help the growth of the market without distortion.

### 10.3. Challenges of the SanMark program

There are a number of situations which are barriers or challenges to the success of the SanMark approach. These include the following:

- The relevant sanitation policies of the organizations working on rural sanitation in Vietnam are mainly subsidy-based, which is not consistent with the SanMark program activities.
- Local authorities adopt any sanitation program from any donor, even if the approach of these donors goes against the acceptance of a SanMark approach by the provincial and district authorities.
- Currently the budget of the Government’s program is focused on subsidies for toilets rather than for hygiene and sanitation IEC activities. The budget allocated for IEC programs is too small and not enough to carry out SanMark program on a large scale. Moreover, the budget of sanitation tends to be allocated to the construction activities (‘hardware’) rather than the ‘soft’ activities (software) such as promotion and training because the results of the software activities are not easy to be seen.
- If Government officials at the different levels, especially those from district level upwards, do not directly participate in and witness the results from a SanMark project, they do not appreciate the sanitation market approach and tend to prefer projects investing in construction works, because its results can be easily seen and accepted.
- Local staff, especially at commune and village levels, are the direct implementers of not only the SanMark program, but also several other projects, so they can be overloaded due to having many different jobs.
- After each election there are changes in appointments of local officials, especially in government agencies and civil society organizations.
While not all these challenges can be overcome easily, it helps to scale up SanMark when the provincial and district authorities with experience in SanMark share their experiences and results with the other provincial and district officials in the region. It also helps when the provincial authorities (the People’s Committee and other agencies such as the Department of Health, the Agricultural Department and the Planning and Investment Department) adopt sanitation marketing as part of the provincial rural sanitation strategy. They and the district authorities concerned can then enlighten other rural sanitation donors about the strategy and request them to incorporate it into their programs. Adoption of SanMark district-wide in Nui Thanh district, Quang Nam province

In December 2002, the average coverage rate of hygienic latrines in Nui Thanh was only 27%. The lowest commune rate was 4.45%. The Vice-Chairman of the District People’s Committee recognized the importance of good sanitation. Earlier sanitation projects had not been effective. When the SanMark pilot started in 2003, he thought that most households would not be able to afford to buy latrines with their own money. The local leadership also doubted the feasibility of an unsubsidized approach. However, using his prestige with the local government, the Vice-Chairman promoted the approach and helped set up Commune and Village Steering Committees in five pilot communes as well as the District Steering Committee. After two years, he was very happy with the results and said Nui Thanh has never had such a successful program. Access to sanitary toilets increased 13.62% in two years, compared to a 4% annual increase earlier. He expanded the SanMark approach and training to the other 12 communes in the district and after 2 more years the other communes had caught up, raising the district latrine coverage rate to over 60%.

Further information

For further information on the performance of SanMark projects, you can contact IDE Vietnam and/or agencies that implement/have implemented pilot SanMark projects together with IDE:

- In Quang Tri province: Centre for Preventive Medicine of Quang Tri province, Centre for Preventive Medicine of Dakrong district
- In Yen Bai province: Centre for Preventive Medicine of Yen Bai province
- In Quang Nam province: Centres for Preventive Medicine of Nuis Thanh, Thang Binh, and Tam Ky districts
- In Thanh Hoa province: Centres for Preventive Medicine of Tinh Gia, Hau Loc and Tho Xuan districts.

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9 see [http://www.wsp.org/wsp/sites/wsp.org/files/publications/WSP_SustainabilityCaseStudy_TSSM.pdf](http://www.wsp.org/wsp/sites/wsp.org/files/publications/WSP_SustainabilityCaseStudy_TSSM.pdf)