



# Value for Money of the National Sanitation Campaign

**Final Report**

**October 2021**

LONDON  
SCHOOL of  
HYGIENE  
& TROPICAL  
MEDICINE



PROJECT  
**CLEAR**

**INNOVEX**

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## List of acronyms

BCC	Behavioural change communication
BCD	Behaviour Centred Design
CPP	Cost per point
CPR	Cost per reach
DCC	Direct consumer contact
FCDO	Foreign, Commonwealth & Development Office
GRP	Gross rating points
LSHTM	The London School of Hygiene & Tropical Medicine
MEL	Monitoring, evaluation and learning
MoHCDGEC	Ministry of Health, Community Development, Gender, Elderly and Children
NNC	<i>Nyumba Ni Choo</i>
NSC	National Sanitation Campaign
NSMIS	National Sanitation Management Information System
TFF	Tanzania Football Federation
ToR	Terms of reference
TZS	Tanzanian shilling
VfM	Value for money

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## About the report

This report sets out the value for money (VfM) framework for the Tanzania National Sanitation Campaign (NSC), known locally as the *Nyumba Ni Choo* campaign. It provides the principles, approaches and practices that helped to ensure that the intervention achieved VfM and maximised impact. It is based on the UK's Foreign, Commonwealth & Development Office (FCDO)'s "5 Es" VfM framework, which has been modified to reflect the complexity of this project's theory of change and results chain, as well as its innovative approach and practices. This report sets out key VfM achievements, challenges and lessons learnt from the implementation of the campaign that could inform other similar and future interventions. Moreover, this VfM framework provides reference for project teams which may be useful for the design and delivery of behavioural change communication campaigns in other sectors as well.

## Disclaimer

This material has been funded by UK Aid from the UK government; however, the views expressed do not necessarily reflect the UK government's official policies.

## Acknowledgements

This report has been produced by the Foreign, Commonwealth & Development Office (FCDO) in collaboration with the CLEAR consortium, a group led by the London School of Hygiene & Tropical Medicine (LSHTM) and Tanzanian company Project CLEAR Ltd., which supports the Tanzanian government in the implementation of the NSC. It was written by Lukas Kwezi (FCDO) with inputs from Francis Sampa (FCDO), Joshua Mwakalikamo (Project CLEAR Ltd.) and Emil Sankwa (Project CLEAR Ltd.). Sincere thanks to Anyitike Mwakitalima (MoHCDGEC) and Kaposo Mwambuli (Project CLEAR Ltd.) for their guidance and inputs into sections of this report; to Gertrude Mapunda Kihunrwa (FCDO), Martyn Shannon (FCDO) and Daniel Packham (FCDO) for providing information, insights and peer review during the report's development; to Lilian Mkama (FCDO), who provided management support throughout the development of this report; to everyone who offered insights during the stakeholder workshop in Dar es Salaam; to the Tanzanian Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC) for their leadership in the workshop, and to FCDO Tanzania for encouraging and supporting this programme-wide learning process.

## 1. FCDO's value for money framework

### 1.1 Understanding value for money

The UK's Foreign, Commonwealth & Development Office (FCDO) defines value for money (VfM) as "maximising the impact of each pound spent to improve poor people's lives." As shown in Figure 1, VfM is achieved through the "5 Es": economy, efficiency, effectiveness, cost effectiveness and equity.<sup>1</sup> Box 1 contains descriptions of these five criteria.

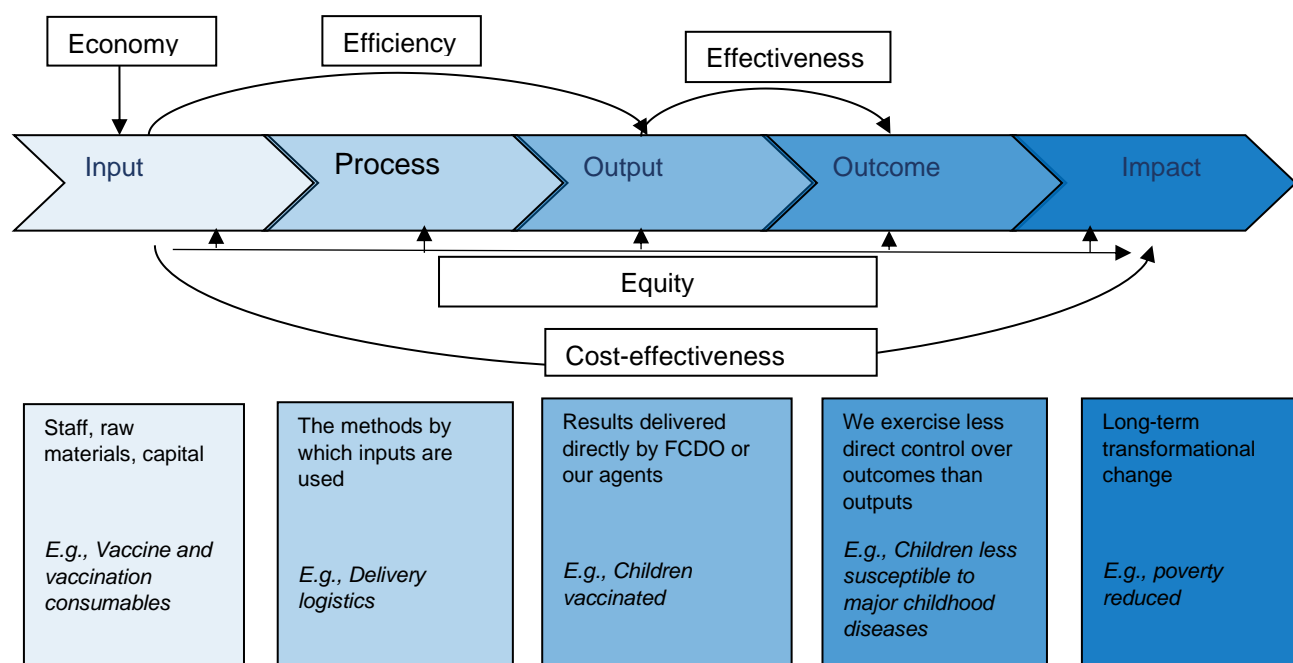


Figure 1: A results chain demonstrating FCDO's "5 Es" VfM framework

#### Box 1: Description of "5 Es" evaluation criteria

**Economy:** Are we (or our agents) buying inputs of the appropriate quality at the right price?  
**Efficiency:** How well are we (or our agents) converting inputs into outputs? ("Spending well")  
**Effectiveness:** How well do those outputs achieve outcomes? ("Spending wisely")  
**Equity:** How fairly are the benefits distributed? To what extent will we reach marginalised groups? ("Spending fairly")  
**Cost-effectiveness:** What is the intervention's ultimate impact on poverty reduction, relative to the inputs that we or our agents invest in it?

Several factors need to be considered when we aim to maximise the impact to poor people's lives. First and foremost, we need to have a clear *understanding of the benefits*

<sup>1</sup>Department for International Development (DFID), 2011. *DFID's Approach to Value for Money (VfM)*. London, UK: DFID. Available at:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/49551/DFID-approach-value-money.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/49551/DFID-approach-value-money.pdf) (accessed 17/12/21)

*of the intervention* in the context in which the intervention is implemented, and to reflect whether the expected benefits will be sustained beyond the duration of the intervention (sustainability). In this aspect, the VfM analysis should be supported with evidence from different sources on the benefits of the intervention (effectiveness) and the level of benefit per pound (cost-effectiveness). We also need to consider to whom benefits accrue (equity) as well as the risks and likelihood of the benefits being realised. The overall aim of the intervention should always be maximising the impact on poor people.

It is also critical to *understand the costs*, both direct and indirect, as VfM is not only about doing things as cheaply as possible, but about striking a balance between costs and benefits. Project implementers therefore need to work on reducing the costs of actions and activities while ensuring that the benefits for each pound spent are maximised.

We also need to ensure that *VfM is considered throughout the project cycle*. This means exploring the best modalities to design, procure, deliver and close interventions to maximise impact, given the resources available. The best practices for achieving VfM at each stage are as follows:

- **Design stage:** Using evidence to identify interventions that maximise the impact of each pound spent. VfM can be further improved by assessing risks and devising mitigation measures, early market testing and beneficiary feedback and piloting, as well as timely monitoring outputs, costs and VfM metrics throughout delivery.
- **Procurement/mobilisation stage:** Minimising costs, given quality and quantity of outputs required through robust and competitive procurement processes. This involves ensuring that suppliers' or delivery partners' incentives are aligned with maximising impact during programme delivery.
- **Delivery stage:** Managing and adapting the project to maintain or increase impact during the implementation. It also involves actively and accurately monitoring results towards delivering impact, timely responding, and adapting the project so that it continues to achieve VfM in the changing context, whilst acting on opportunities to increase impact as new evidence and information becomes available.
- **Closure stage:** Achieving VfM may mean closing a project early if expected additional impact no longer justifies the expected additional costs, or extending a programme where expected impact of a programme extension significantly exceeds expected extension costs. Sustainability of outcomes is important and should be considered during design, procurement and delivery.
- **Learning, evolving and adapting:** This should occur at all stages of the project. VfM means learning from failure rather than hiding it. It requires proportionate and effective monitoring and evaluation and knowledge management to identify problems and lessons and adapt the project to maintain or enhance outcomes. This can be done through both formal and informal knowledge. Lessons are used to improve future programmes.

## 1.2 Value for money metrics

VfM metrics are the performance indicators that are purposefully designed to help us monitor the project's VfM and its impact on the lives of the poorest. They are usually additional to, and complement, the project's log frame or results framework indicators.

The objective of a metric is to drive performance improvement. As such, VfM metrics should be clear from the start of the project. They can also be improved over time to add value to the project. The general principles for good VfM metrics are that they:

- have a clear methodology
- reflect the main objectives and cost drivers
- are few and well-defined
- take into account economies of scale
- use benchmarking
- are simple to interpret.

## 2. The *Nyumba Ni Choo* campaign

Tanzania's National Sanitation Campaign (NSC), locally known as *Nyumba Ni Choo*, was a behavioural change communication campaign which aimed to encourage 2 million Tanzanians to construct improved toilets and practise handwashing with soap.

The campaign was implemented by the Government of Tanzania's Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC), with funding from the UK government's Foreign, Commonwealth & Development Office (FCDO).

The design and implementation of the campaign was carried out by the CLEAR Consortium, a group led by the London School of Hygiene & Tropical Medicine (LSHTM) in association with global and local private companies specialising in media, communication and marketing fields. LSHTM was directly procured by FCDO on behalf of MoHCDGEC. It received funding directly from FCDO to design and support the implementation of the campaign at national and local levels.

The campaign was launched in 2017 and ended in December 2021. The total funding allocated for the campaign was GBP 15 million. Out of this, GBP 7 million was channelled through the water sector basket fund to MoHCDGEC to support coordination, monitoring and evaluation activities at national and local levels. The remaining GBP 8 million was paid directly to LSHTM in compensation for services rendered in delivering the campaign activities. The major focus of this report is the funds and activities directly implemented by LSHTM through the Project CLEAR consortium, in line with the coordination, monitoring and evaluation support provided by the Tanzanian government at national and local levels.

### 2.1 The *Nyumba Ni Choo* results chain

The logical causal pathway, or results chain, through which the *Nyumba Ni Choo* campaign brought about the intended impact is shown in Figure 2. The results chain demonstrates how the contents of the campaign were produced in various formats and distributed through different channels to reach the targeted audience (reach), who in turn understood the messages (reception) and were motivated to construct improved latrines and practise handwashing with soap (reaction), leading to a reduced prevalence of diarrhoea and neglected tropical diseases (impact).



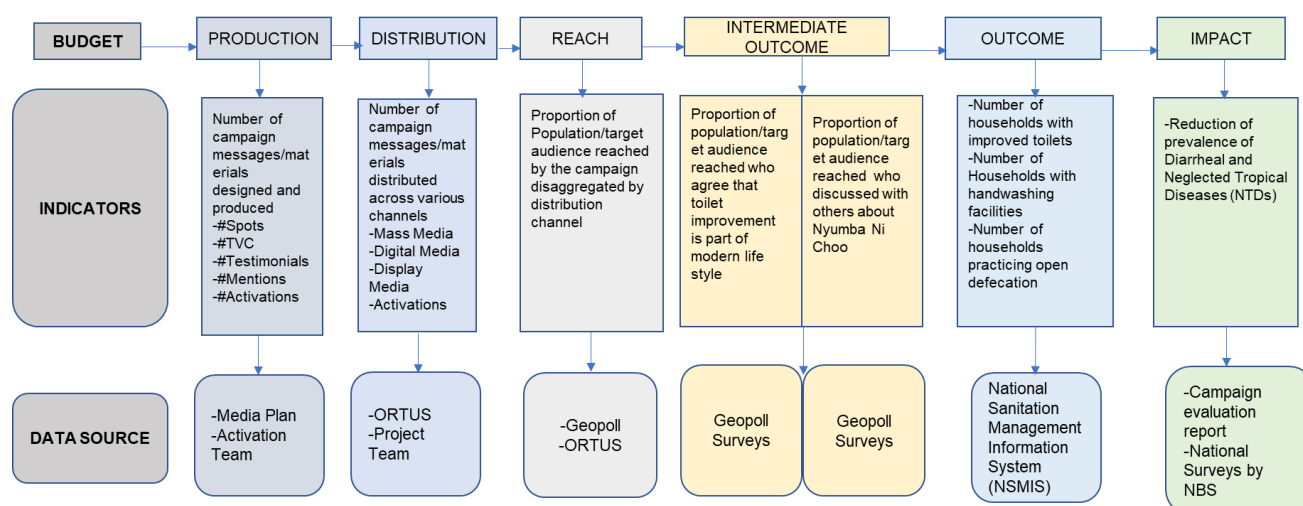


Figure 2: *Nyumba Ni Choo* results chain

## 2.2 Progress against results chain

Since its launch in 2017, the *Nyumba Ni Choo* campaign has covered 2,492 villages in 146 local authorities across 21 regions of Tanzania. It has reached its audience through four different platforms, including ground activations, mass media, social media and display media across the country.

Over the past four years of implementation, *Nyumba Ni Choo* has established itself as a brand with recognisable value among Tanzanian households. During the campaign, 5,824,591 households (approximately 29,122,955 Tanzanians) improved their latrines and installed handwashing facilities. Official reports by MoHCDGEC show that, from 2017 to June 2021, access to improved sanitation in Tanzania as a whole increased from 42% ~~in 2017 to~~ 70%, and open defecation reduced from 7.2% to 1.3%. During the same period, the number of Tanzanian households with basic hand washing facilities of soap and water increased from 14.7% to 41.9%.

The campaign's structure and adaptability were also invaluable in supporting the Tanzanian government's COVID-19 Contingency and Response Plan. In 2020, when COVID-19 was first reported in Tanzania, the *Nyumba Ni Choo* campaign platforms quickly developed and implemented COVID-19 preventative messages and communications about social distancing, handwashing with soap and the use of masks. Table 1 below summarises the results delivered by the entire campaign from June 2020 to December 2021.

Table 1: Results delivered by the campaign from June 2020 to December 2021

Results chain	Indicators	Target	Progress achieved
Impact	Reduction in the prevalence of diarrhoea.	Proportion of children reported to have suffered from diarrhoea reduced from 15% to 12%.	To be reported by DHS 2020/21. The results of DHS will be available next year.

Results chain	Indicators	Target	Progress achieved
	(Demographic and Health Survey (DHS), planned national surveys, two-year intervals)		
<b>Outcome: access and behaviour</b>	Number of latrines constructed or improved to <i>choo bora</i> ('improved toilet') status.  (National Sanitation Management Information System (NSMIS))	420,000 latrines benefitting 2.1 million Tanzanians.	3,439,243 latrines <sup>2</sup> benefitting 17,196,215 Tanzanians. Data coincide with implementation trends but have not been verified.
Results chain	Indicators	Achievements	
<b>Intermediate outcome: motivation and reception</b>	Understanding the reception and reaction of the population.  Strong linkages between modernity and sanitation, reported intent and action among surveyed audiences.  (GeoPoll surveys).	Reception: Proportion of population reached who agree that improving latrines is part of modernity (93%).  Reaction: Proportion of population reached who discussed <i>Nyumba Ni Choo</i> with others (90%)	
<b>Output: reach</b>	Number of heads of households aged 15–35 years reached by the campaign messages.  (GeoPoll surveys)	The campaign has reached at least 12 million people directly, or 41% of the media-consuming public in Tanzania.	
<b>Output: distribution</b>	Number of communication materials distributed (airing television/radio commercials, mentions, testimonials, display media, events, digital posts).  (Media, staff, Ipsos, GeoPoll)	The campaign has distributed over 20,000 communication materials across all channels, including 7,900 radio airings, 8,000 display media, 650 events and 2,000 digital media posts across the country.	
<b>Output: production</b>	Number of materials produced across mass media, digital media and social media, and number of display activations.  (Media, staff, Ipsos, GeoPoll)	The project produced 20,204 pieces of content for various communication channels. Pieces were developed based on the communication strategy and plans and checked for fidelity to these plans.	

### 3. *Nyumba Ni Choo* value for money metrics

The *Nyumba Ni Choo* VfM framework is presented in Figure 3. It is based on FCDO's VfM framework and the *Nyumba Ni Choo* results matrix presented in Table 1. This VfM framework sits alongside the campaign's theory of change and explains how the data and

<sup>2</sup> The reported figures by MOHCDGEC are higher, but those in Table 1 are conservative figures by the project team, given that the results reported are not independently verified.

results generated throughout campaign implementation can be used to better understand VfM.

The VfM framework draws on best practice from the *Nyumba Ni Choo* campaign over the past four years. It aims to provide comprehensive guidance for assessing VfM and clearly communicating VfM considerations when delivering similar campaigns.

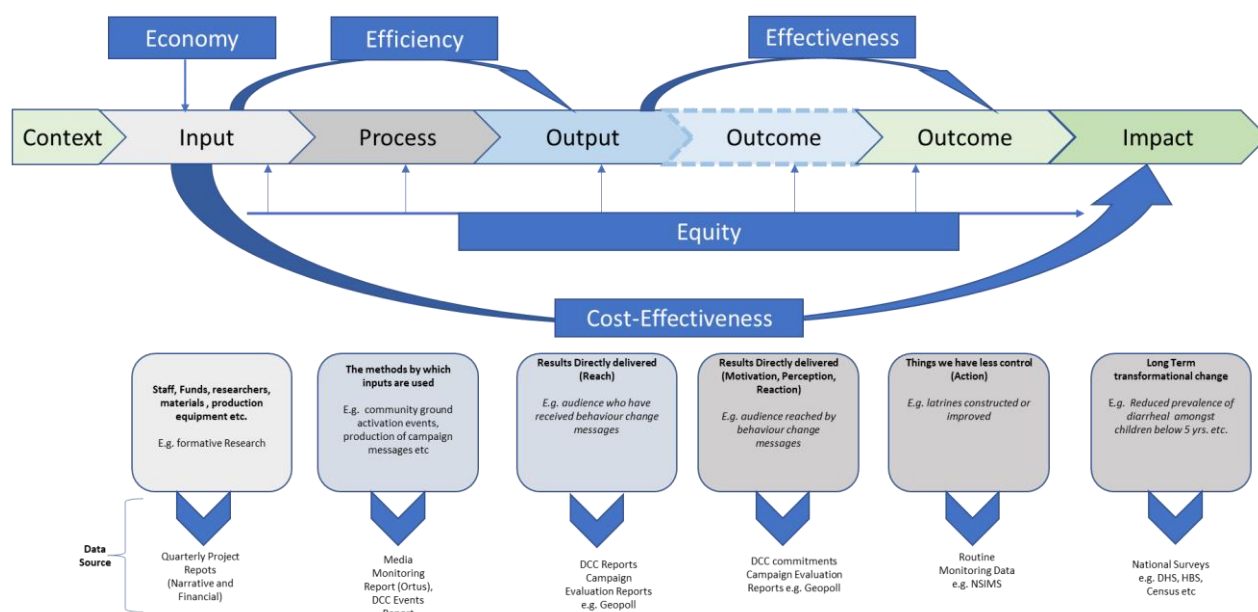


Figure 3: *Nyumba Ni Choo* VfM framework.

Considering the process through which an intervention has an impact on public value is a good place to start thinking about how VfM can be achieved. Table 2 shows an outline logic map for a behavioural change communication campaign, which provides a framework for understanding VfM in the results chain (Figure 2).

**Table 2: Logic map for a behavioural change communication campaign**

Stage of logic	Example from the <i>Nyumba Ni Choo</i> campaign
Context: the problems the campaign aims to address	<p>A large proportion of people do not have improved latrines, do not wash their hands with soap, and many still defecate in the open.</p> <p>FCDO-commissioned research shows that people do not see the lack of improved toilets and handwashing as a problem. It also found that many people who do not have improved toilets do own a mobile phone and a television and live in a modern house. Overall, it found that most people aspire to a modern lifestyle but do not consider improved toilets as a necessary feature of this modernity.</p>
Inputs: the resources required to design and deliver the campaign messages	The staff, consultants, researchers, production equipment and materials used to design and deliver behaviour change campaign messages to persuade people to improve their latrines and to wash their hands with soap.

Stage of logic	Example from the <i>Nyumba Ni Choo</i> campaign
Process: the delivery of campaign messages	Community ground activations/direct consumer contact (DCC) events; production of campaign messages/contents; media deals and distribution of contents across various channels; monitoring and reporting of campaign activities, etc.
Outputs: the tangible deliverables directly attributable to the campaign.	Number of people reached by the campaign messages. The target audience was heads of households aged 15-35 years.
Outcomes: the short- and medium-term results of the campaign which may affect public value.	Short-term results within the control of the campaign (contribution only): campaign is positively perceived by the target audience, who are motivated and react by wanting to improve their latrines and wash their hands with soap.  Medium-term results that the campaign may influence but without direct attribution: number of improved latrines constructed with handwashing facilities.
Impacts: the longer-term effects of the campaign on the well-being of the public. It is the wider public value attributable to the campaign.	Reduced prevalence of diarrhoea among children under five years to due high presence of improved latrines and majority of people handwashing with soap.

In the next section, we apply the VfM framework outlined above (see Figure 3) to assess the VfM of the *Nyumba Ni Choo* campaign. However, given the timing of the campaign and the data available, most of the VfM metrics reported below reach the intermediate outcome level only (short-term results). They also only cover the implementation period from January 2018 to June 2021, because the data used are derived from GeoPoll surveys which were commissioned during that period.

### 3.1 Economy

As indicated above, economy is about buying inputs of the appropriate quality at the right price. For the *Nyumba Ni Choo* campaign, it includes the costs of the production and distribution of campaign materials and how these costs compare with market prices.

There are two main components to these costs. First, the campaign materials need to be produced. Second, the materials need to be distributed via various channels to reach the target audience. The main campaign materials are radio commercials, television commercials and presenter mentions, and testimonials for both radio and television.

Regarding production, the analysis of available data for 2019 and 2020 shows that the *Nyumba Ni Choo* campaign spent a total of TZS 273,800,000 on the production of campaign materials. This amount is below the benchmark market cost, which would cost of TZS 365,600,000. Table 3 summarises the production costs for various campaign materials and the estimated costs saved in comparison with market prices.

**Table 3: Production costs of various campaign materials**

Campaign materials	Units produced	Total estimated cost (TZS)	Total estimated market cost (TZS)	Total savings (TZS)	Proportional cost savings

<b>A. Radio</b>					
Commercials	19	76,000,000.00	95,000,000.00	19,000,000.00	0.20
Mentions	124	24,800,000.00	31,000,000.00	6,200,000.00	0.20
Testimonials	399	79,800,000.00	99,750,000.00	19,950,000.00	0.20
<b>Sub-total 1</b>	<b>542</b>	<b>180,600,000.00</b>	<b>225,750,000.00</b>	<b>45,150,000.00</b>	0.20
<b>B. Television</b>					
Commercials	13	65,000,000.00	104,000,000.00	39,000,000.00	0.38
Mentions	58	11,600,000.00	14,500,000.00	2,900,000.00	0.20
Testimonials	83	16,600,000.00	20,750,000.00	4,150,000.00	0.20
<b>Sub-total 2</b>	<b>154</b>	<b>93,200,000.00</b>	<b>139,250,000.00</b>	<b>46,050,000.00</b>	0.33
<b>MAIN TOTAL</b>	<b>696</b>	<b>273,800,000.00</b>	<b>365,000,000.00</b>	<b>91,200,000.00</b>	0.25

As shown in Table 3, an estimated total of TZS 91,200,000 was saved during the two-year period under review. This implies the campaign has had an average cost saving ratio of 0.25 for the production of materials, meaning that for each piece of campaign content produced, the campaign saved about 25% of the production cost. Annex 2 provides a further production cost breakdown, including units produced and unit production cost for both *Nyumba Ni Choo* and the market rate.

Regarding distribution, we find that the distribution costs incurred by the campaign are well within or below market costs, with an estimated saving of TZS 2.8 billion. However, distribution costs varied greatly between national and regional radio stations, with regional radio recording the highest cost saving ratio of 0.77 compared with national radio's 0.57, implying that regional radios are cheaper distribution channels. The main reason for this was a lack of compelling content on regional radio, which allowed the majority of regional radio stations use campaign materials to fill their contents gaps. Therefore, most regional radio stations outperformed the contracted communication targets for frequency and reach, especially for commercials.

Further analysis shows that the highest distribution costs were for television commercials, although, with a cost saving ratio of 0.14, the costs incurred were still below market rates. This means that, for each television commercial aired, the campaign saved around 14% of the costs. Effective bargaining strategies by the project team and a long-term contract incentivised suppliers to distribute commercials below the market rate. Table 4 summarises the distribution costs of campaign materials.

**Table 4: Distribution costs of campaign materials**

Campaign materials	Units distributed	Estimated production cost	Estimated market production cost	Savings (TZS)	Proportional cost saving
<b>A. National radio</b>					

Commercials	2,652	369,251,220.00	794,376,102.00	425,124,882.00	0.54
Presenter mentions	2,697	399,384,975.30	995,642,589.90	596,257,614.60	0.60
Testimonials	296	41,986,327.20	79,920,000.00	37,933,672.80	0.47
<b>Sub-total 1</b>	<b>5,645</b>	<b>810,622,522.50</b>	<b>1,869,938,691.90</b>	<b>1,059,316,169.40</b>	<b>0.57</b>
<b>B. Regional radio</b>					
Commercials	21,047	323,680,760.65	1,441,348,020.45	1,117,667,259.80	0.78
Presenter mentions	11,427	196,412,075.34	775,826,109.24	579,414,033.90	0.75
Testimonials	379	6,212,120.78	28,219,256.06	22,007,135.28	0.78
<b>Sub-total 2</b>	<b>32,853</b>	<b>526,304,956.77</b>	<b>2,245,393,385.75</b>	<b>1,719,088,429.00</b>	<b>0.77</b>
<b>C. Television (national)</b>					
Commercials	1,800	583,713,900.00	675,000,000.00	91,286,100.00	0.14
Testimonials	104	28,525,692.00	33,800,000.00	5,274,308.00	0.16
<b>Sub-total 3</b>	<b>1,904</b>	<b>612,239,592.00</b>	<b>708,800,000.00</b>	<b>96,560,408.00</b>	<b>0.14</b>
<b>MAIN TOTAL</b>	<b>40,402</b>			<b>2,874,965,006.38</b>	

### 3.2 Efficiency

Below, Table 5.1 presents the survey results from GeoPoll, a mobile-based research company involved in programme evaluation. These results show that, in 2020, an estimated 60% of the targeted audience, or 17 million people, were reached through radio. Television reached an estimated 20% of the targeted audience.

**Table 5.1: Efficiency of the *Nyumba Ni Choo* campaign**

Indicator	Target	Campaign performance	Benchmark
<b>Efficiency of reach/distribution channel</b>			
Population reached by the campaign messages (unique population reached per total media consuming population)	No data	The campaign has reached at least 12 million people directly, or 41% of the media-consuming public in Tanzania.	No data
Proportion of the population reached by campaign messages via radio	No data	60% of the targeted audience.	No data
Proportion of the population reached by campaign messages via television	No data	20% of the targeted audience.	No data
<b>Cost per point (CPP): cost of reaching 1% of the targeted population (TZS)<sup>3</sup></b>			
Regional radio	N/A	35,915.53	159,931.59
National radio	N/A	175,477.90	377,508.44
Television	N/A	324,285.50	375,000.00

<sup>3</sup> See disaggregation on quarterly basis in Annex 4.

We used the cost per point (CPP) to estimate of the efficiency of the campaign. The results are presented in Table 5.2. CPP is a measure of cost efficiency which enables comparisons between the cost of an advertisement or campaign schedule and other advertisements (for example, comparing television and radio). CPP is calculated as media costs divided by gross rating points (GRP). In other words, it is the cost of advertising exposure opportunities that equals one rating point, or 1% of the population in any geographically-defined market (see Box 2 for details).

### Box 2: Calculation of CPP

$$\text{Cost per point} = \frac{\text{Media Cost}}{\text{GRPs}}$$

Where media cost equals the number of spots multiplied by average unit cost in TZS. (A spot is a single broadcast of an advertisement made by the campaign.)

Here, two types of unit cost per spot were employed: the unit cost paid by *Nyumba Ni Choo* and the unit cost in accordance with the market rate. Using both types of unit costs allows comparable CPPs to be calculated. This include CPPs incurred by the campaign against the market cost.

GRPs are the reach per spot for a particular date or set of dates, used to determine the number of people within an intended audience that a spot might have reached. GRPs were generated automatically by GeoPoll and were reported in quarterly campaign evaluation reports.

**Table 5.2: Cost per point (CPP)**

Campaign materials	Spots	GRPs (TZS)	CPP for NNC (TZS)	CPP for market (TZS)
<b>A. Radio</b>				
Regional radio	9,810	4,200.62	35,915.53	159,931.59
National radio	6,101	4,840.91	175,477.90	377,508.44
Combined radio	15,911	9041.53	136,042.40	323,815.76
<b>B. Television</b>				
Television	632	994.34	324,285.50	375,000.00

As indicated in Table 5.2, the campaign was able to reach 1% of the targeted population (out of a total of 17 million people reached in 2020) via radio at an average CPP of TZS 136,042.40, compared to the market estimate of TZS 323,815.756. In other words, the campaign reached the targeted population with lower costs than the market advertisement cost. However, there is again variation between regional and national radio.



Campaign cost efficiency was higher for regional radio than national radio. This difference in CPP between regional and national radio was attributed to differences in unit cost and the number of GRPs. The campaign's CPP for television was also low when compared to the market.

**Table 5.3: Cost per reach in DCC**

	Total Cost (TZS)	Reach	Cost per reach (TZS)
55 districts	185,506,000.00	321,217	577.51

When it comes to direct consumer contact (DCC) events, data shows that, in 2020, the campaign conducted ground activation events in 55 districts across 8 regions (Singida, Tabora, Kigoma, Katavi, Rukwa, Ruvuma, Lindi and Mtwara), with average cost per person reached of TZS 577.51 (see details in Table 5.3, above). Overall, this cost can be regarded as very reasonable, but we have not been able to compare it with similar campaigns due to lack of data for benchmarking.

### 3.3 Effectiveness

Effectiveness is about how well the outputs achieved help to realise the outcomes. For *Nyumba Ni Choo*, effectiveness relates to the extent to which the campaign messages can positively persuade the target audience to adopt intended behaviours and attitudes (i.e., to want to improve their latrines and wash their hands with soap). The effectiveness of the *Nyumba Ni Choo* campaign is determined by assessing the quality of reach to the target audience. This includes an assessment of:

- the levels of **awareness** created by the campaign among the general population. For *Nyumba Ni Choo*, this refers to awareness of the campaign messages and *Nyumba Ni Choo* brand
- the change in **perception** towards a specific behaviour. For *Nyumba Ni Choo*, this refers to how people perceive toilets in relation to a modern lifestyle
- the change in **motivation and reaction** of the target audience, to want to improve their latrines and wash hands with soap. For *Nyumba Ni Choo*, this refers to whether people have discussed *Nyumba Ni Choo* with their peers, and/or are prioritising toilet improvement above other competing needs.

The logic here is that a high level of public awareness about the importance of toilet improvements leads to positive changes in perceptions of toilets, which in turn motivates people in the target audience to want to improve their toilets. If these three things happen effectively, then there is a high likelihood that the campaign has influenced the increase in toilet improvements across the country.

However, since toilet improvement is result of multiple factors, we cannot establish with certainty the causal link between *Nyumba Ni Choo* and the reported increase in improved toilets. As such, our assessment of the effectiveness of the campaign is limited to the extent to which the campaign has influenced the achievement of intermediate outcomes: the target audience perceive the campaign positively, are motivated by it, and want to



improve their latrines and wash their hands with soap. Table 6, below, shows the performance of the campaign against various VfM effectiveness indicators between 2019 and 2020.

The data in Table 6 suggest there have been modest changes in the levels of positive perception and reaction to the campaign. This could be due to the high baselines already achieved by the campaign from earlier communication efforts in 2017 and 2018.

**Table 6: Effectiveness of the *Nyumba Ni Choo* campaign**

Indicator	Performance (Jan–Dec 2019)	Performance (Jan–Dec 2020)
Proportion of people reached by the campaign that are aware of the <i>Nyumba Ni Choo</i> (messages and brand)	93%	93%
Proportion of people reached by the campaign that agree that having improved toilets is part of living a modern lifestyle	89%	93%
Proportion of people reached by the campaign that discussed <i>Nyumba Ni Choo</i> with their peers	86%	90%

### 3.4 Equity

Equity refers to the fairness with which benefits are distributed, including the extent to which the programme reaches marginalised groups. For *Nyumba Ni Choo*, equity specifically refers to whether campaign messages addressed the needs of the target audience, and the extent to which the messages reached various marginalised groups in society.

By design, the campaign did not intentionally excluded anyone, but its primary target audience was heads of households aged 15-35 years old and living in rural areas. This target audience was chosen because access to improved sanitation in rural areas was only 37% at the start of the campaign, compared to 57% in urban areas. As such, the campaign aimed to reduce the inequity of access to improved sanitation between rural and urban areas.

In order to maximise reach, the campaign used national and regional communication channels that are inclusive in nature and accessible to a large population in Tanzania. Foremost among these was radio. A study by BBC Media Action showed that, in 2011, 80% of rural Tanzanians reported using the radio as a source of news every day. By 2013, radio was the most widely-accessed media platform, with 96% of Tanzanians over the age of 15 reporting access within the home or elsewhere.<sup>4</sup> The campaign also deployed a specialised media planning team to determine the optimal time for airing messages to reach the target audience.

<sup>4</sup> Bangapi, D., Chinfatt, S., Essendia, H., Swiecicka, J. 2017. *Strengthening accountability through media in Tanzania: Final Evaluation*. BBC Media Action. Available online at: <https://dataportal.bbcmmediaaction.org/site/assets/uploads/2017/07/Tanzania-Country-Report-2017.pdf> (accessed 30/06/22).

For very remote areas, the campaign used interpersonal communication (ground activations) to reach otherwise unreachable populations. To engage women, children and low-income earners, activation events were performed in a wide variety of places, including schools, markets, bus stands, hospitals, playing grounds and roads. Between January and July 2021, 321,217 people, including women, men, children and youth were reached. GeoPoll survey data also shows that, between 2019 and 2020, the campaign used various communication channels to reach about 12 million Tanzanians, of which 55% were female and 45% male.

To reach youth, the campaign used social media platforms such as Facebook, Twitter and Instagram, as well as collateral materials. Additionally, USB devices containing music and campaign messages were distributed to *boda bodas* (bicycle and motorbike taxis), *vibanda umiza* (street theatres), bars, regional buses and bus stands, *vijiwe* (informal places for people to meet and drink), guest houses, churches and mosques, as well as among congregations and political rallies. These actions helped the campaign to reach a broader section of Tanzanian society.

The campaign also addressed inequalities in supply chains. For example, it supported the private sector by marketing affordable sanitation products suitable for various categories of consumers, such as SATO toilet pans, ceramic pans and cement slabs.

#### 4. Cost-effectiveness

Cost-effectiveness refers to the extent to which the intervention being promoted achieves the intended outcome and/or impact, relative to the investments made to implement the interventions. Cost-effective indicators are derived by performing a cost-effective analysis, which compares the relative costs of achieving the same outcome using different activities. For example, if a programme uses one-on-one outreach to promote antenatal care for pregnant women, and another programme uses mass SMS to do the same thing, we can compare the relative cost for each extra woman who decides to attend antenatal care.

Looking at the results chain for *Nyumba Ni Choo*, cost-effectiveness can be computed at two levels:

- i) assessing the relative costs of the campaign for increasing the number of toilets built compared to alternative interventions, such as mandatory enforcement of laws, provision of subsidies or strengthening supply chains for sanitation products
- ii) assessing the relative costs of the campaign for achieving a reduction in the prevalence of diarrhoea among children under five years compared to alternative interventions such as breastfeeding, complementary feeding, vitamin A and zinc supplementation and vaccines for rotavirus and cholera.

While the expected outcomes and impact of the campaign are clearly defined and can be measured appropriately, the way the campaign was designed and rolled out make it difficult to perform a cost-effective analysis, because the *Nyumba Ni Choo* campaign was rolled out nationally from the outset. As such, we do not have a control group to measure the outcome for comparative analyses between different interventions. Linked to that, the *Nyumba Ni Choo* campaign included multiple activities which were integrated into one programme. For example, mass media broadcast campaigns were run alongside law enforcement and interventions to strengthen the sanitation supply chain. As a result, there

are not separate groups of people or communities receiving different activities. A cost-effectiveness analysis is therefore not appropriate in this case.

Finally, it is important to note that there are multiple factors that could influence toilet construction and ultimately reduce diarrhoea prevalence among children under five years. Such factors may include an increase in household income, remittances or the presence of adequate levels of water, sanitation and hygiene services in a particular area. Discerning these factors as part of a cost-effective analysis would be difficult in this case.

5. Maximising value for money throughout the project cycle

The design and delivery of the *Nyumba Ni Choo* campaign took into consideration the need to achieve VfM at each stage of the project delivery cycle. Figure 4 depicts the *Nyumba Ni Choo* project delivery cycle.

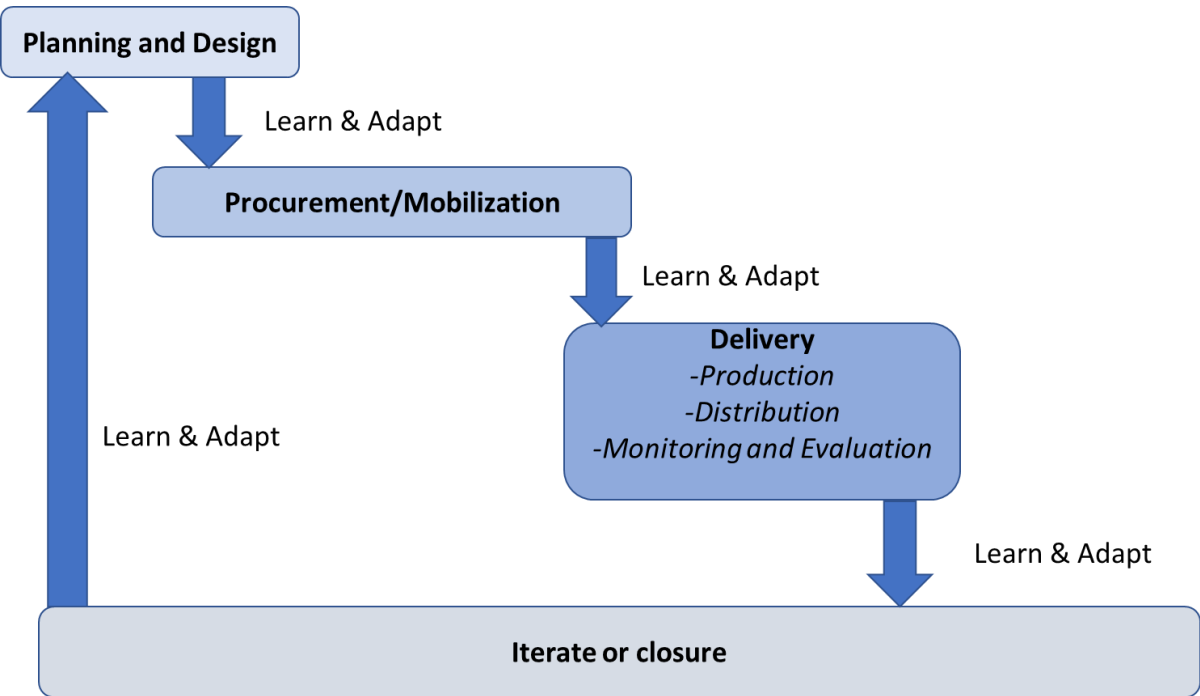


Figure 4: Simplified *Nyumba Ni Choo* campaign project cycle.

Below, we provide an account of key principles, approaches and practices that the *Nyumba Ni Choo* campaign adopted throughout the project cycle.

5.1 Planning and design

This entails all design stage considerations for the development of a robust behaviour change campaign. It includes the use of evidence and experience from research and previous campaigns to inform the design of the campaign.

The *Nyumba Ni Choo* campaign was designed to build on the lessons and experience gained during the implementation of the first phase of Tanzania’s NSC (NSC phase I; 2012–2016). Before the design of *Nyumba Ni Choo*, the FCDO commissioned a process

evaluation of the first phase of the NSC. This evaluation identified the following main barriers to campaign success:

### ***Inadequate enabling environment***

The evaluation found that the first phase of the campaign was hampered by lack of political commitment to sanitation as well as a poor financial flow system within the existing campaign structure. The poor flow of funds delayed the financial disbursement and the transfer of funds to regions and districts for the implementation of the campaign. Other significant hurdles identified related to the poor quality of the monitoring and reporting mechanisms at regional and district levels. Monitoring reports were submitted to MoHCDGEC with significant delays and were often poor quality, raising uncertainty about the validity of the output data gathered during NSC phase I. A lack of incentives and resources for the monitoring process at village level was suggested to be the most frequent cause of delay. Furthermore, due to delays in the national procurement system, the planned behavioural change communication component did not fully take place in NSC phase I, potentially reducing the effectiveness of the campaign.

### ***Limited sustained behaviour changes in the use of improved sanitation and the adoption of better hygienic practices***

In 2013, the evaluation of a previous sanitation initiative, the Tanzania Total Sanitation and Sanitation Marketing and Hand Washing with Soap programme, was commissioned in ten participating districts. The evaluation showed minimal changes in improved sanitation and hygiene behaviour, with only an estimated 7–13% uptake in the construction of improved latrines, and a 2–4% increase in handwashing with soap at critical times (e.g., after using toilets and before preparing, serving and eating food). This evidence is consistent with findings from the process evaluation of NSC phase I, conducted in 14 rural regions of Tanzania by LSHTM and Sanitation Hygiene Applied Research for Equity, in collaboration with MoHCDGEC, which revealed that, although the campaign reached 65% of the target households in rural areas and over 80% of respondents had a good knowledge of the importance of sanitation and hygiene for their health, coverage of improved latrines in the 14 regions visited was only 25%, and just 9% of households had hand washing facilities. These very limited improvements in intermediate outcomes resulting from the handwashing intervention (building handwashing stations and washing hands with soap at critical junctures) suggested a limited behaviour change uptake.

### ***Barriers to the adoption of improved sanitation facilities***

The NSC phase I evaluation also revealed that sanitation and hygiene promotion in NSC phase I had increased opportunities and motivation for building latrines among rural households. About 60% of households knew someone in their community capable of building an improved latrine; approximately 58% of households agreed that sanitation providers were easily available in their community; and about 61% of households agreed that suitable sanitation facility types were easily available in their community. However, the main challenges that limited the adoption of improved sanitation facilities appeared to revolve around a household's ability to afford an improved latrine. These challenges included the cost of the latrine models being promoted, coupled with the inability of households to save money (at least 64% of households indicated that they would not be able to save enough money to build a latrine)<sup>5</sup> or access credit. It concluded that more

<sup>5</sup> Rome, E., Rheingans, R., Tich, A., Agyei, P.A., Seleman, A., Mwakitalima, A., Kiberiti, S., Tenu, F., Meku, S., Cardosi, J. 2015. *Research Report: Process Evaluation of the National Sanitation Campaign of Tanzania*. Available online at: <https://assets.publishing.service.gov.uk/media/57a08963e5274a31e000005e/Tanzania-Research-Report.pdf> (accessed 21/12/21).

needed to be done to develop products appropriate and affordable for poor households as well as marketing strategies capable of reaching all market segments, especially the rural poorest.

The *Nyumba Ni Choo* campaign was designed to address these issues to improve campaign effectiveness using this prior experience. It set about achieving this in the following ways:

- **Adoption of the Behaviour Centred Design (BCD) approach** to assess, build, create and deliver a behaviour change campaign and messaging for hand washing with soap and sanitation, for use in national and local promotion efforts (using key motivators). The BCD approach (see Figure 5) has been shown to change hygiene, nutrition and exercise-related behaviours. It has the advantage of being applicable to product, service or institutional design, as well as being able to incorporate future developments in behavioural science.
- FCDO also **directly contracted a service provider, Project CLEAR, to lead the behavioural change communication (BCC) workstream** on behalf of the Tanzania government and other development partners. In addition to designing the BCC campaign, Project CLEAR provided support to the implementing agencies to ensure the campaign was delivered with a high level of fidelity across the delivery chain. This helped to ensure the *Nyumba Ni Choo* campaign had a stronger emphasis on behaviour change than the first phase of the campaign. More information about how the BCC campaign was designed and delivered can be found [here](#).

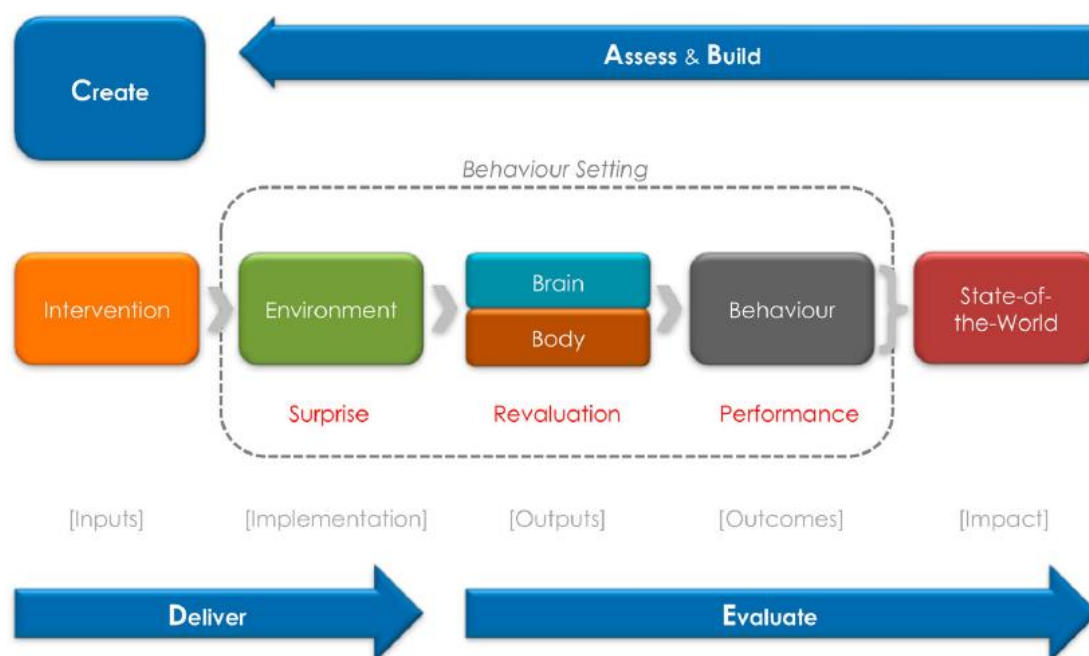


Figure 5: The BCD framework.

- **Strengthening the sanitation supply chain.** This involved assessing and addressing constraints and drivers related to various sanitation and handwashing goods and services, and improving the private sector's ability to market and innovate



appropriate and appealing solutions. For example, the *Nyumba Ni Choo* campaign partnered with LIXIL, a corporation that designs and manufactures toilets, to promote market penetration of an affordable toilet brand, SATO, which targets low-income households. This helped to match supply to the increased demand for sanitation products.

- **Financing modalities, coordination, monitoring and evaluation.** To complement the rollout of the *Nyumba Ni Choo* campaign, FCDO set aside GBP 7 million funding to support coordination, monitoring and evaluation activities at national and local levels. Channelling part of the funding through the government system helped to ensure government ownership of, and accountability for, the delivery of results. The campaign also benefitted from the appointment of a dedicated National Coordinator of the Campaign, who helped to coordinate development partners supporting the implementation of the campaign at different levels. The funding also supported local government, national-level monitoring and supervision through MoHCDGEC, and education efforts to strengthen monitoring and reporting through the National Sanitation Management Information System (NSMIS).
- **Strengthening the Sanitation and Hygiene Technical Working Group (TWG 4)** to coordinate dialogue and decisions around sanitation and hygiene programming in Tanzania. The Technical Working Group was strengthened by a competent secretariat, led by the National Campaign Coordinator and assisted by focal persons from key ministries to allow effective coordination of campaign implementation within government agencies. The secretariat was also helped by a Technical Adviser on Sanitation Marketing and BCC from UNICEF.

## 5.2 Procurement and mobilisation

At this stage, VfM is about minimising the costs of procuring quality inputs. In practice, this means aligning the delivery team's incentives with impact maximisation during programme delivery and ensuring that the contract allows the required flexibility to support this. For *Nyumba Ni Choo*, this concerned the way in which we procured and contracted a service provider to support the government to deliver the campaign. Some of the measures we took to maximise VfM at procurement and mobilisation stage were:

- **Early market engagement:** FCDO conducted a thorough market engagement before the tendering stage to check that appropriate and capable local suppliers and firms, as well as non-traditional partners like creatives firms, were available in the local market to effectively implement the campaign and achieve the intended impact. The market engagement revealed that the scope of the BCC work that FCDO and the Tanzanian government wanted to execute would need a diverse skillset and capacities in BCD, research, marketing, creative design, media and project management in order to produce a campaign with strong local content. As such, it was found that no single firm would be able to execute the scope of work. This insight helped FCDO refine the terms of reference (ToR) to allow service providers to form associations with various institutions so that they could address various components outlined in the scope of work. The refined ToR also had specific sections demanding the inclusion of local talent both in leadership positions and in the execution of the campaign.
- **Two-stage procurement process:** When the ToR was finalised, FCDO conducted a two-stage procurement process. This included an international tender (with local content to reduce costs) to recruit a local management firm that could maximise

experience in programme delivery as well as bring in non-traditional partners to work on creative design, marketing and mass media broadcasting. This gave us a large pool of applicants, which was screened in the first stage to ensure that only highly-qualified service providers were invited to the proposal development stage.

- **A bridge campaign:** During the mobilisation stage, we found that, given the scale of the campaign, it would take up to one year for the service provider to mobilise resources and complete formative research to inform the design of the BCC campaign. To ensure that we got maximum VfM during this period, we asked the service provider to adjust the scope of work to deliver a bridge public relations campaign in parallel to the research and design work. This bridge campaign, #NipoTayari (which means “I am ready” in Swahili), was designed and rolled out to bridge the gap between design and delivery whilst creating an enabling environment for the main campaign. The details about the #NipoTayari campaign are provided in Box 3 for further reference.

### Box 3: The #NipoTayari campaign

The [#NipoTayari campaign](#) was designed to deliver quick wins for the NSC. Its activities, agreed by the Tanzanian government, enabled the rapid amplification of the campaign and the engagement of national and local leaders as part of the mobilisation for the core BCC programme. This bridging campaign was launched at a high-level event on 9 May 2017 in Dodoma by the Minister of Health, Community Development, Gender, Elderly and Children, with high-level support from the Ministry of Water and Irrigation and the President's Office, Regional Administration and Local Government Tanzania, as well as Members of Parliament and development partners. Under a campaign brand and slogan, #NipoTayari ("I am ready"), the Minister of Health made a call to action for leaders and stakeholders to join the NSC to help ensure that every Tanzanian would be using an improved toilet ("choo bora") and washing their hands with soap by 2025.

#NipoTayari activities focussed on obtaining commitments to the campaign and its goals from leaders. This was symbolised by photographs of leaders posing in custom-made #NipoTayari frames. #NipoTayari brand ambassadors were sent to government and development partner events during which ministers, Members of Parliament, local government officials, development partners and other stakeholders publicly pledged their commitment to the campaign.

A range of arguments were used to mobilise various stakeholders to build the case for improved toilets and handwashing with soap, including economic analysis, establishing the relationship between poor sanitation and stunting, and presenting the impacts of improved sanitation and hygiene impact on Tanzania's development and industrialisation goals. The commitments were further underpinned by publicising MoHCDGEC's matrix of regional and district performance in improving sanitation and hygiene access during events and in the media. This highlighted sanitation and hygiene coverage around the country and clarified what local and national leaders were making themselves accountable to.

The #NipoTayari campaign engaged the media, which published the commitments made to the sanitation campaign. Newspapers, radio, television and events also reported the economic opportunities around sanitation and the accountability, financing needs and actions needed for the NSC relaunch. These messages reached political leaders, key decision makers and other stakeholders. Youth were also integrated into the #NipoTayari campaign through social media and an innovative "Toilet Challenge" that encouraged young Tanzanians to innovate a low-cost toilet and engage creatively in a nationwide conversation about toilets.

The #NipoTayari campaign ended in November 2017 and was followed by the national launch of *Nyumba Ni Choo* in December 2017.

## 5.3 Delivery

At the delivery or implementation stage of the campaign, VfM is achieved through: careful delivery planning; deliberately agile, adaptive approaches and systems that drive VfM in the creative design, production and distribution of campaign materials and messages; efficient monitoring of the process, output and outcome indicators to track progress towards impact; and monitoring project costs and VfM indicators. Some measures that the *Nyumba Ni Choo* campaign used to maximise VfM during delivery were:



- **Testing and prototyping campaign materials and messages.** Before rolling out the campaign materials and messages developed through the creative process, we worked to ensure that they were prototyped and tested before scaling to avoid wasteful spending. In some circumstances we also carried out randomised experiments to determine the effectiveness of different materials, segmented by audience and area, to identify the most appropriate ones for rollout.
- **In-house production of campaign materials and messages.** Initially (during #NipoTayari), the campaign outsourced the production of campaign materials. However, the payment of overhead costs to downstream contractors proved to be expensive. After the #NipoTayari campaign, a decision was made to produce all campaign materials in-house. Compared to external production, in-house production enabled the timely production of more materials, of better quality, and at a significantly lower cost, as shown in Table 4.
- **Distribution of campaign materials and messages.** Once the campaign materials and messages were produced, they needed to be distributed across various channels to reach the target audiences. The campaign mostly used radio, television and social media as the main distribution channels. In many campaigns, distribution is the most expensive component, usually accounting for over 80% of the total cost. To lower the distribution costs, the *Nyumba Ni Choo* campaign adopted the strategies below:
  - *Partnerships with national and local media houses, including their programming and personalities with existing substantial audiences* (e.g., IPP Media, Clouds Media Group, the Masoud Kipanya television show) in the distribution of campaign materials and messages resulted in significant savings in the procurement of airtime.
  - *Use of platforms.* Alongside partnerships with media houses, the *Nyumba Ni Choo* campaign forged partnerships with institutions such as the Tanzania Football Federation (TFF), Tanzania Police Force and the Tanzania Private Sector Foundation. This enabled the campaign to use the platforms created by these institutions, such as the TFF's Vodocam Premier League, as distribution channels for campaign materials and messages.
  - *Negotiating long-term media deals* for the distribution of campaign messages and content via mass media. This helped to secure airtime at lower costs compared to market value.
  - *Using an integrated communication approach* in which ground activation events were also used as production events for creating content for digital and social media platforms. In these cases, these platforms were used to amplify campaign messages, thereby complementing mass media and interpersonal communication activities.

These strategies helped the campaign significantly lower the costs of distribution, as shown in Table 4.

#### 5.4 Monitoring, evaluation and learning

Once the campaign materials and messages are distributed via various channels, it is important to see whether communications reach the target audience and are effective enough to achieve the intended outcome of behaviour change. The *Nyumba Ni Choo* campaign used the following approaches and tools to monitor the effectiveness of campaign implementation:

- **Media planning:** Before distributing campaign messages, the *Nyumba Ni Choo* team developed a media plan which clearly indicated where, when and how often messages would be aired to maximise engagements with the target audience. The media plan included a breakdown of spend and resources between various online and offline channels, such as broadcast, print, paid adverts, video adverts and native content. Having an effective, data-driven media plan helped the campaign leverage multiple forms of media, optimise the campaign and its messaging, and streamline the campaign review process.
- **Media purchasing:** Once the media plan was developed, the campaign team initiated a process of purchasing advertising space across various channels and platforms in coordination with the agreed-upon media plans and monitoring campaigns. This required: evaluating platform formats and rate cards to ensure they coincided with the plan; negotiating costs; keeping abreast of media trends; and building relationships with counterparts at various media channels and platforms.
- **Media monitoring:** After purchasing advertising space, the campaign used various monitoring tools, such as ORTUS (through third parties), to monitor whether the campaign messages were aired in accordance with media plan. This helped to ensure the campaign paid only for the distributed messages.
- **Monitoring ground activation activities:** For all direct consumer communication (DCC) events, the campaign developed a DCC event monitoring toolkit to capture various data, such as level of attendance, profile of participants and fidelity of the campaign.
- **National Sanitation Management Information System (NSMIS):** The campaign used the Tanzanian government's online monitoring system, NSMIS, to monitor whether it had influenced the desired changes in behaviour – in this case, an increase in construction of improved toilets. The use of NSMIS was very cost effective, as the alternative – regular collection of field-level data – would likely have been costly.
- **Data verification:** To compliment NSMIS, the project set up a 12-hour call centre where outcome data were verified. This provided feedback to the Tanzanian government on how to improve the quality of reporting and functionality of NSMIS.
- **Campaign evaluation:** Various methodologies were applied in real time to determine whether campaign activities had been implemented as intended and whether they resulted in the intended outputs and outcomes. For example, the campaign commissioned quarterly GeoPoll surveys to assess the reach of the campaign, as well as changes in people's perceptions, motivations and reactions towards the campaign. The GeoPoll survey results were used to complement the process evaluation, which looked at whether the campaign delivered in accordance with the implementation manual.

## 6. Costs and cost drivers

Costs are the amount that must be paid or spent to buy or obtain something. For the *Nyumba Ni Choo* campaign, they include salaries, travel, security and the production and distribution of campaign materials.

Cost drivers are the push and pull factors affecting costs, such as location, inflation, supply and demand for commodities or staff, and foreign exchange fluctuations. For the *Nyumba Ni Choo* campaign, possible cost drivers included: supply and demand of qualified staff to

undertake creative design; overhead management costs; type, quality and quantity of campaign materials; and the channel, quantity and frequency of campaign materials distribution. However, the programme did not disaggregate its costs in a way that would help track different cost items, such as the management costs incurred at each stage of the campaign, making it difficult to know its cost drivers with absolute certainty. This is something to consider when designing and implementing future campaigns. Despite this, Table 7 provides an overview of the costs and cost drivers of delivering a BCC campaign, based on the experience of the *Nyumba Ni Choo* campaign.

**Table 7: Cost drivers of a BCC campaign, based on the *Nyumba Ni Choo* campaign<sup>6</sup>**

Cost driver	Proportion
Creative and design	3%
Production	10%
Distribution and media amplification	80%
MEL	7%
<b>Grand total</b>	<b>100%</b>

Table 7 shows that a large proportion (approximately 80%) of the costs were driven by distribution and media amplification. The least significant cost driver of the *Nyumba Ni Choo* campaign was creative and design, which is estimated at 3%. This implies that a higher cost proportion has been allocated to the execution of the project. Note that management and consultation fees could not be effectively disaggregated because they were inclusive in all components.

## 7. Closure

Achieving VfM at the closure stage means either closing early or extending the programme, or components of the programme, depending on whether the expected impact does or does not justify additional costs, respectively. VfM at this stage also concerns considerations about the sustainability of the outcomes during and after programme closure.

The implementation of *Nyumba Ni Choo* campaign ended only in December 2021. As such, there is very little we can say now about VfM in relation to closure of the campaign. However, some VfM and sustainability measures that were being considered by the campaign at the time of writing include:

- **Strengthening government systems.** From the onset, the *Nyumba Ni Choo* campaign used the Tanzanian government's delivery structure for implementation and monitoring at national, regional, district, ward and village levels. This helped to

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<sup>6</sup> Note that the management costs are streamlined within all cost elements.

institutionalise budgeting and resource allocation, which in turn helped to support sanitation and hygiene activities at different levels. The use of the government monitoring system also helped to improve the quality of data and reporting through NSIMS. Having this effective monitoring system helped the government to leverage support from various development partners, such as the World Bank, which is key to sustainability of the campaign post-FCDO support.

- **Strengthening local implementation capacity for future campaigns.** As indicated in section 5.2, the design of *Nyumba Ni Choo* included local development and content creation. As such, apart from research, the bulk of implementation activities related to creative design, marketing, mass media broadcast, monitoring, evaluation and learning (MEL) and implementation was through local suppliers. Working with international partners has improved the capacity of these local firms. This will help them design and implement similar campaigns locally with minimal international support in the future.
- **Strengthening national behavioural science capacities.** Linked to the previous point, in 2017 the campaign team supported the Tanzanian government in the formation of a Behaviour Science Unit at the Economics Department of the University of Dar es Salaam. The establishment of this unit is part of the strategy to develop national capacity in behavioural science. The Behaviour Science Unit, which was established in 2018, applies behavioural science to improve policy and public services, working closely with departments across government on three main activities: (i) specific projects with government departments; (ii) providing evidence-based policy advice; and (iii) conducting training on the application of behavioural science for government officials.
- **Evolution from the campaign into the *Nyumba Ni Choo* platform.** During the four years of implementation, the FCDO-supported NSC has been successful in developing the unique and valued *Nyumba Ni Choo* brand and platform. A GeoPoll survey of the country in mid-2021 showed that 97% of the Tanzanian population was aware of the programme. The existence of this brand, and the extremely high awareness of it nationwide, provides a huge opportunity for sustainability. By using the *Nyumba Ni Choo* brand as a platform, it can be used and pivoted in different ways (e.g., promoting COVID-19 hygiene behaviours and vaccination uptake) by leveraging financial resources from the private sector and other development partners to sustain aspects of the campaign after FCDO support has ended. In addition to the results achieved regarding the number of people using latrines, the creation of *Nyumba Ni Choo* brand is perhaps the most important asset that has been created by the campaign, and one which can be used in a variety of ways going forward. Indeed, the brand has already proven its worth by enabling the programme to quickly pivot to COVID-19 messaging, and will soon pivot again to address vaccine hesitancy. The brand has also demonstrated effectiveness with respect to its initial mission of increasing improved toilet coverage across the country. It therefore makes eminent sense for donors and government to make use of such a highly adaptable brand in future public health endeavours.

## 8. Conclusion

Through the innovative use of tools to guide adaptive processes of MEL, Tanzania's NSC has been both effective at achieving its objectives and cost-effective in the ways those objectives were achieved. We believe this project can serve as an example to others in

how to develop and direct a large-scale, long-lasting programme, while still achieving the “5 Es” – economy, efficiency, effectiveness, cost-effectiveness and equity – as demonstrated here. Although best practice is always evolving as we learn from the experiences of projects like this, perhaps the most important message from this case study is to always keep an eye on changing circumstances, from procurement at the beginning of the project to measuring cost-effectiveness at the end. This awareness should be coupled with an attitude that current practices can always be bettered. Being adaptive in this way has its own costs, as reported here, but can lead to off-setting benefits in terms of achieving outcomes.

**Annex 1: Production cost breakdown**

Campaign materials	Units produced	Unit cost of production (TZS)	Estimated cost for <i>Nyumba Ni Choo</i> (TZS)	Unit market price (TZS)	Estimated market cost (TZS)	Savings per unit (TZS)	Total savings (TZS)
<b>A. Radio</b>							
Commercials	19	4,000,000.00	76,000,000.00	5,000,000.00	95,000,000.00	1,000,000.00	19,000,000.00
Presenter mentions	124	200,000.00	24,800,000.00	250,000.00	31,000,000.00	50,000.00	6,200,000.00
Testimonials	399	200,000.00	79,800,000.00	250,000.00	99,750,000.00	50,000.00	19,950,000.00
<b>Sub-total 1</b>	<b>542</b>	<b>4,400,000.00</b>	<b>180,600,000.00</b>	<b>5,500,000.00</b>	<b>225,750,000.00</b>	<b>1,100,000.00</b>	<b>45,150,000.00</b>
<b>B. Television</b>							
Commercials	13	5,000,000.00	65,000,000.00	8,000,000.00	104,000,000.00	3,000,000.00	39,000,000.00
Presenter mentions	58	200,000.00	11,600,000.00	250,000.00	14,500,000.00	50,000.00	2,900,000.00
Testimonials	83	200,000.00	16,600,000.00	250,000.00	20,750,000.00	50,000.00	4,150,000.00
<b>Sub-total 2</b>	<b>154</b>	<b>5,400,000.00</b>	<b>93,200,000.00</b>	<b>8,500,000.00</b>	<b>139,250,000.00</b>	<b>3,100,000.00</b>	<b>46,050,000.00</b>
<b>MAIN TOTAL</b>	<b>696</b>	<b>9,800,000.00</b>	<b>273,800,000.00</b>	<b>14,000,000.00</b>	<b>365,000,000.00</b>	<b>4,200,000.00</b>	<b>91,200,000.00</b>

**Annex 2: Distribution cost breakdown**

<b>Campaign materials</b>	<b>Units distributed</b>	<b>Unit cost of distribution (TZS)</b>	<b>Estimated cost for <i>Nyumba Ni Choo</i> (TZS)</b>	<b>Market price (TZS)</b>	<b>Estimated market cost (TZS)</b>	<b>Savings per unit (TZS)</b>	<b>Savings (TZS)</b>
<b>A. National radio</b>							
Commercials	2,652.00	139,235.00	369,251,220.00	299,538.50	794,376,102.00	160,303.50	425,124,882.00
Presenter mentions	2,697.00	148,084.90	399,384,975.30	369,166.70	995,642,589.90	221,081.80	596,257,614.60
Testimonials	296.00	141,845.70	41,986,327.20	270,000.00	79,920,000.00	128,154.30	37,933,672.80
<b>Sub-total 1</b>			<b>810,622,522.50</b>		<b>1,869,938,691.90</b>		<b>1,059,316,169.40</b>
<b>B. Regional radio</b>							
Commercials	21,047.00	15,378.95	323,680,760.65	68,482.35	1,441,348,020.45	53,103.40	1,117,667,259.80
Presenter mentions	11,427.00	17,188.42	196,412,075.34	67,894.12	775,826,109.24	50,705.70	579,414,033.90
Testimonials	379.00	16,390.82	6,212,120.78	74,457.14	28,219,256.06	58,066.32	22,007,135.28
<b>Sub-total 2</b>			<b>526,304,956.77</b>		<b>2,245,393,385.75</b>		<b>1,719,088,428.98</b>
<b>C. National television</b>							
Commercials	1,800	324,285.50	583,713,900.00	375,000.00	675,000,000.00	50,714.50	91,286,100.00
Testimonials	104	274,285.50	28,525,692.00	325,000.00	33,800,000.00	50,714.50	5,274,308.00
<b>Sub-total 3</b>			<b>612,239,592.00</b>		<b>708,800,000.00</b>		<b>96,560,408.00</b>
<b>MAIN TOTAL</b>			<b>1,949,167,071.27</b>		<b>4,824,132,077.65</b>		<b>2,874,965,006.38</b>

### Annex 3: Disaggregation of cost per point (CPP) on quarterly basis

#### Annex 3.1: Disaggregation of CPP on quarterly basis for regional radio

Regional Radio						
	Commercials	GRPs	Unit cost in TZS (NNC)	Unit cost in TZS (market)	CPP (NNC)	CPP (market)
Q4'19	359.00	1,073.92	15,378.95	68,482.35	5,141.02	22,892.92
Q1'20	1,591.00	915.56	15,378.95	68,482.35	26,724.53	119,004.13
Q2'20	3,103.00	913.41	15,378.95	68,482.35	52,244.76	232,645.51
Q3'20	159.00	233.36	15,378.95	68,482.35	10,478.46	46,660.50
Q4'20	4,598.00	1,064.37	15,378.95	68,482.35	66,435.93	295,838.71
<b>AVERAGE</b>	<b>9,810.00</b>	<b>4,200.62</b>	<b>15,378.95</b>	<b>68,482.35</b>	<b>35,915.53</b>	<b>159,931.59</b>

#### Annex 3.2: Disaggregation of CPP on quarterly basis for national radio

National Radio						
	Commercials	GRPs	Unit cost in TZS (NNC)	Unit cost in TZS (market)	CPP (NNC)	CPP (market)
Q4'19	163.00	270.05	139,235.00	299,538.50	84,041.12	180,799.02
Q1'20	163.00	1,185.61	139,235.00	299,538.5	19,142.30	41,181.14
Q2'20	398.00	609.84	139,235.00	299,538.5	90,868.97	195,487.87
Q3'20	458.00	1,187.26	139,235.00	299,538.5	53,711.60	115,550.62
Q4'20	4,919.00	1,588.15	139,235.00	299,538.5	431,254.58	927,764.93
<b>AVERAGE</b>	<b>6,101.00</b>	<b>4,840.91</b>	<b>139,235.00</b>	<b>299,538.5</b>	<b>175,477.90</b>	<b>377,508.44</b>

#### Annex 3.3: Disaggregation of CPP on quarterly basis for television

Period	Commercials	GRPs	Unit cost in TZS (NNC)	Unit cost in TZS (market)	CPP (NNC)	CPP (market)
Q4'19	168.00	291.08	324,285.50	375,000.00	187,164.92	216,435.34
Q1'20	54.00	48.80	324,285.50	375,000.00	358,840.51	414,959.02
Q2'20	74.00	99.62	324,285.50	375,000.00	240,886.64	278,558.52
Q3'20	172.00	311.86	324,285.50	375,000.00	178,853.03	206,823.57
Q4'20	164.00	242.98	324,285.50	375,000.00	218,877.36	253,107.25



**Annex 4: DCC cost per reach disaggregation**

<b>Total reach</b>				
<b>Type of reimbursable expenses</b>	<b>Unit measure</b>	<b>Unit cost (TZS)</b>	<b>Quantity</b>	<b>Total amount (TZS)</b>
Mpoto cost	Days	1,066,000.00	141	150,306,000.00
TFF cost	Number of districts	640,000.00	55	35,200,000.00
Total cost				185,506,000.00
<b>Cost per reach (Total cost/Total reach)</b>				<b>530.73</b>

**Annex 5: Period and slogans of the campaign**

<b>Period</b>	<b>Slogan</b>
Q4'19	<i>Tumetoka Mbali</i> ("We have come a long way")
Q1'20	<i>Mikono Safi, Tanzania Salama</i> ("Clean hands, safe Tanzania")
Q2'20	<i>Mikono Safi, Tanzania Salama</i> ("Clean hands, safe Tanzania")
Q3'20	<i>Nyumba Ni Choo</i> , Radio post-campaign evaluation
Q4'20	<i>Nyumba Ni Choo</i> , Radio post-campaign evaluation

**Annex 6: Number of participants, disaggregation by regions and groups**

Region	Total participants	Male	Female	Heads of households	PLs	GVOs	Influencers	PS	DPs	Children (below 18 years)	Mothers with children under 5 years
Singida	19,012	10,832	8,180	17,760	86	86	273	60	0	6,108	238
Tabora	44,455	27,781	16,674	43,554	112	413	232	80	4	6,595	276
Kigoma	51,545	29,401	22,144	50,214	108	283	484	449	7	11,879	474
Katavi	30,670	16,617	14,053	30,097	43	147	237	142	3	6,746	303
Rukwa	10,280	5,778	4,500	8,963	13	37	71	48	0	1,807	96
Ruvuma	68,604	39,868	28,736	66,235	133	472	804	950	9	12,956	832
Mtwara	79,487	43,943	35,544	77,126	249	520	714	880	7	11,900	1,428
Lindi	17,164	10,115	7,049	16,539	57	179	252	125	2	2,740	230
<b>TOTAL</b>	<b>321,217</b>	<b>184,335</b>	<b>136,880</b>	<b>310,488</b>	<b>801</b>	<b>2,137</b>	<b>3,067</b>	<b>2,734</b>	<b>32</b>	<b>60,731</b>	<b>3,877</b>

**Annex 7: Number of new campaign ambassadors (football players, coaching staff and referees)**

<b>Region</b>	<b>Local government authority</b>	<b>Football teams</b>	<b>Players</b>	<b>Coaching staff</b>	<b>Referees</b>
<b>Singida</b>	Singida MC	4	16	4	8
	Singida DC	4	16	4	8
	Manyoni DC	4	16	4	8
	Itigi DC	4	16	4	8
	Ikungi DC	4	16	4	8
	Mkalama DC	4	16	4	8
	Iramba DC	4	16	4	8
<b>Sub-total</b>		<b>28</b>	<b>112</b>	<b>28</b>	<b>56</b>
<b>Tabora</b>	Igunga DC	4	16	4	8
	Nzega TC	4	16	4	8
	Nzega DC	4	16	4	8
	Uyui DC	4	16	4	8
	Tabora MC	4	16	4	8
	Sikonge DC	4	16	4	8
	Urambo DC	4	16	4	8
	Kaliua DC	4	16	4	8
<b>Sub-total</b>		<b>32</b>	<b>128</b>	<b>32</b>	<b>64</b>
<b>Kigoma</b>	Kakonko DC	4	16	4	8
	Kibondo DC	4	16	4	8

Region	Local government authority	Football teams	Players	Coaching staff	Referees
	Kasulu TC	4	16	4	8
	Kasulu DC	4	16	4	8
	Buhigwe DC	4	16	4	8
	Kigoma DC	4	16	4	8
	Kigoma MC	4	16	4	8
	Uvinza DC	4	16	4	8
<b>Sub-total</b>		<b>28</b>	<b>128</b>	<b>32</b>	<b>64</b>
<b>Katavi</b>	Tanganyika DC	4	16	4	8
	Mpanda MC	4	16	4	8
	Nsimbo DC	4	16	4	8
	Mlele DC	4	16	4	8
	Mpimbwe DC	4	16	4	8
<b>Sub-total</b>		<b>20</b>	<b>80</b>	<b>20</b>	<b>40</b>
<b>Rukwa</b>	Nkasi DC	4	16	4	8
	Kalambo DC	4	16	4	8
	Sumbawanga MC	4	16	4	8
	Sumbawanga	4	16	4	8
<b>Sub-total</b>		<b>16</b>	<b>64</b>	<b>16</b>	<b>32</b>
<b>Ruvuma</b>	Madaba DC	4	16	4	8

Region	Local government authority	Football teams	Players	Coaching staff	Referees
	Songea MC	4	16	4	8
	Songea DC	4	16	4	8
	Nyasa DC	4	16	4	8
	Mbinga TC	4	16	4	8
	Mbinga DC	4	16	4	8
	Namtumbo DC	4	16	4	8
	Tunduru DC	4	16	4	8
<b>Sub-total</b>		<b>32</b>	<b>128</b>	<b>32</b>	<b>64</b>
<b>Mtwara</b>	Masasi TC	4	16	4	8
	Masasi DC	4	16	4	8
	Nanyumbu DC	4	16	4	8
	Newala TC	4	16	4	8
	Newala DC	4	16	4	8
	Tandahimba DC	4	16	4	8
	Nanyamba DC	4	16	4	8
	Mtwara DC	4	16	4	8
	Mtwara MC	4	16	4	8
<b>Sub-total</b>		<b>36</b>	<b>144</b>	<b>36</b>	<b>72</b>
<b>Lindi</b>	Lindi MC	4	16	4	8

Region	Local government authority	Football teams	Players	Coaching staff	Referees
	Lindi DC	4	16	4	8
	Ruagwa DC	4	16	4	8
	Nachingwea DC	4	16	4	8
	Liwale DC	4	16	4	8
	Kilwa DC	4	16	4	8
<b>Sub-total</b>		<b>24</b>	<b>96</b>	<b>24</b>	<b>48</b>
<b>MAIN TOTAL</b>		<b>220</b>	<b>880</b>	<b>220</b>	<b>440</b>