THE REPUBLIC OF UGANDA
MINISTRY OF WATER AND ENVIRONMENT

Framework, Implementation Mechanism and Financial Projections for Targeted Household Incentives to Promote Safely Managed Urban Sanitation in Uganda

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Contents

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Abbreviations

BCC	Behaviour Change Communication
FSM	Faecal Sludge Management
FSTP	Faecal Sludge Treatment Plant
GIZ	German Corporation for International Cooperation
GKMA	Greater Kampala Metropolitan Area
MBS	Markets-based Sanitation
MEL	Monitoring, evaluation and learning
MFI	Microfinance Institution
MoFPED	Ministry of Finance, Planning & Economic Development
MoH	Ministry of Health
MWE	Ministry of Water and Environment
NUWS	Northern Umbrella of Water and Sanitation
NWSC	National Water and Sewerage Corporation
ONEA	Office National de l'Eau et de l'Assainissement (Translated: National Water and Sanitation Office)
SACCOs	Savings and Credit Cooperative Societies
UBSUP	Up scaling Basic Sanitation for the Urban Poor
USSUP	Up-scaling Safely Managed Sanitation for the Urban Population
UWS	Umbrella of Water and Sanitation
UWSSD	Urban Water Supply and Sewerage Services Department
VHT	Village Health Team
VSLAs	Village Savings and Loans Associations

Glossary of Definitions and Assumptions

Citywide Inclusive Sanitation (CWIS): An approach that ensures all urban residents, including the poor and marginalised, benefit from equitable, safe, and sustainable sanitation services.

Faecal Sludge Management (FSM): The process of collecting, transporting, treating, and safely reusing or disposing of faecal sludge from on-site sanitation systems like pit latrines and septic tanks.

Household Financial Incentive: A targeted financial aid provided to eligible households to offset the cost of upgrading to a safely managed sanitation system (see definition below).

Inclusion Criteria: Specific eligibility requirements that determine which households qualify for the incentive, typically based on income level, vulnerability, or lack of access.

On-site Sanitation (OSS): Sanitation systems in which excreta and wastewater are collected, stored, or treated at or near the point of generation, such as pit latrines and septic tanks.

Safely Managed Sanitation: Sanitation services where excreta are safely contained, transported, and treated or disposed of in a way that protects public health and the environment.

Sanitation Service Chain: The entire process of providing sanitation—from containment, emptying, through transport, treatment, and safe reuse or disposal of waste.

Scheduled Desludging: A regular, planned approach to emptying faecal sludge from on-site sanitation systems rather than relying on emergency or on-demand services.

Urban Poor: Households or individuals living in informal settlements or low-income urban areas, often lacking access to formal sanitation services.

Vulnerability Assessment: A process to evaluate the degree of risk or disadvantage faced by specific households or groups in relation to sanitation access and affordability.

Unlined toilet: A toilet with a substructure (such as a pit) that lacks any form of reinforcement or lining. The walls are made of bare soil, allowing excreta and effluent to seep into the soil.

Lined toilet: A toilet with a substructure reinforced with materials such as concrete rings or brick lining that prevent leakage of excreta/effluent into the soil. Lining is essential for safe containment, structural integrity, and compatibility with emptying.

Safely managed sanitation systems: Safely managed sanitation systems encompass a comprehensive range of facilities, equipment and management protocols designed to ensure the safe containment, conveyance, treatment and disposal or reuse of human excreta. These systems serve a critical function in preventing environmental contamination whilst supporting the safe management of faecal sludge or wastewater. This is achieved through two primary pathways: on-site containment with safe emptying services, or off-site transport through sewer networks to treatment facilities.

System Components and Infrastructure: At the containment level, safely managed sanitation infrastructure includes several key technologies. Lined toilets form the foundation of on-site systems, providing secure containment that prevents seepage into surrounding soil and

groundwater. Septic tanks offer more advanced on-site treatment, allowing for partial decomposition of waste before periodic emptying. Aqua Privy systems and holding tanks provide intermediate solutions, whilst toilets connected to conventional or simplified sewer networks represent the most comprehensive approach to waste conveyance and centralised treatment.

Terminology and Financial Modelling Approach: For consistency throughout this report, the terms "lined toilets" and "safely managed sanitation" are used interchangeably. This terminology alignment is particularly important for financial modelling purposes, where "lined toilet" has been applied as the standard unit of analysis. This choice reflects the reality that most of the target urban population is expected to utilise lined pit latrines as their primary sanitation solution. These facilities are representative of safely managed systems across most urban settings covered by the incentive program, making them an appropriate baseline for cost calculations and program design.

The Challenge of Unlined Pits in Urban Contexts: The question of whether unlined pits can be considered safely managed requires careful consideration of local conditions. In areas where groundwater contamination risks are minimal, unlined pits could theoretically qualify as safely managed systems. However, the rapidly urbanising context of Ugandan cities presents unique challenges that make this approach increasingly untenable.

As population densities continue to rise and available land becomes increasingly scarce, the traditional practice of abandoning full latrines and constructing new ones becomes both impractical and unsustainable. This reality is well understood by local government officials, who recognise that urban sanitation strategies must prioritise systems that can be emptied and maintained in place rather than abandoned. The space constraints and public health risks associated with high-density urban settlements necessitate a shift towards more permanent, serviceable sanitation infrastructure.

Cost Assumptions and Implementation Flexibility: The cost assumptions underpinning this analysis and the design of the incentive program are therefore based on lined toilet systems as the standard technology. This approach provides a consistent baseline for financial planning and program implementation. However, the program recognises that sanitation needs vary across different urban contexts. In areas where septic tanks or sewer connections are provided, the associated costs may differ significantly from those of lined pit latrines.

To accommodate this variation, the program design incorporates flexibility for cost adjustments based on local conditions. These adjustments will be informed by detailed feasibility studies conducted during the implementation phase, ensuring that incentive levels appropriately reflect the actual costs of providing safely managed sanitation across diverse urban settings. This adaptive approach allows the program to maintain its focus on safe sanitation outcomes whilst remaining responsive to local technical and economic realities.

Executive summary

Uganda faces significant challenges in achieving universal access to safely managed urban sanitation. Over 90% of the country's 50 faecal sludge treatment plants (FSTPs) operate below their designed capacity, mainly due to low demand for faecal sludge emptying from unlined pit latrines that make majority (close to 70%) of the sanitation facilities in urban Uganda. This situation is further exacerbated by limited financial capacity of households to upgrade the facilities. This document outlines a financial incentive framework to promote the adoption of safely managed urban sanitation systems, particularly lined toilets, septic tanks, and connection to sewer networks. The 'partial' financial incentive is targeted at low-income households in urban settlement of Uganda. The framework is centred around the following key elements critical to its success:

1) Objective: Increase access to safely managed sanitation through financial incentives that 'partially' offset costs for households.
2) Type of incentives: Post-construction, results-based incentives covering 40-60% of substructure (containment) costs, ensuring compliance with set technical standards.
3) Selection criteria: Geographic targeting, socio-economic status, and prioritisation of vulnerable groups.
4) Target groups: Low and lower-middle-income households, underserved urban areas, and landlords.
5) Incentive amount: UGX 1,000,000 for lower-middle-income groups and UGX 1,500,000 for low-income households; higher-income groups are excluded. The incentive amounts will be indexed to inflation to maintain their effectiveness over time.
6) Technical standards: Facilities must include watertight substructures, durable superstructures, proper ventilation, provisions for faecal sludge emptying, accommodations for future upgrades and climate proofed.
7) Demand creation: Awareness campaigns, private sector engagement via a market-based sanitation approach, behavioural change initiatives, and enforcement will drive adoption.
8) Funding sources: Short-term grants, government funding through taxes, and private sector and household co-financing.
9) Legal framework: Revisions to existing sanitation policies will emphasise sanitation as a public good, ensuring equitable access and sustainable funding.
10) Monitoring, evaluation and learning (MEL): Regular data collection and compliance tracking ensures program accountability and effectiveness.
11) Exit strategy: Incentives will phase out as adoption increases, supported by capacity building, behavioural change, and alternative financing options.

The framework is built around a phased approach, starting with a Project-Based Approach and evolving into a Programme-Based Approach building on the experience gained.

The Phase I: A Project-Based Disbursement Mechanism focuses on providing financial incentives for household toilet upgrades similar in modality to water supply projects, where household connection to the network is incentivised. The promotional incentives for toilet upgrades are packaged along with the construction of planned FSTPs. The identification of targeted households is carried out during the feasibility studies for the FSTPs, and the construction of the upgraded toilets are undertaking alongside the construction of the FSTP. Compliance to set standards is

monitored by local authorities and or independent verifiers, after which the post construction incentives are disbursed to the beneficiaries (low-income households/landlords). Monitoring, evaluation and learning will provide key insights to adjustments to the approach and will form the basis of the next phase.

In Phase II, the Up-scaling Safely Managed Sanitation for the Urban Population (USSUP) Programme Approach adopts a holistic urban sanitation program, channelling resources from a proposed Sanitation Fund to address financial barriers at the household level. The program involves partnerships with local governments, NGOs, and private entities to combine results-based financial incentives, market-based sanitation activities, behaviour change campaigns (BCC), and infrastructure development. Key components include coordination with stakeholders, financial mechanisms like grants and microfinance, awareness campaigns, and rigorous monitoring to ensure quality construction and community engagement.

The proposed Sanitation Fund aggregates resources from various sources, including government contributions, grants from Development Banks and public-private partnerships. It supports the construction of lined toilets and faecal sludge treatment facilities, providing targeted financial support to vulnerable populations while covering a wide range of infrastructure needs, from household toilets to communal systems (like DEWATS and septic tanks).

Financing needs across the sanitation chain

The total number of lined toilets required to support faecal sludge management varies based on the utilisation efficiency of Faecal Sludge Treatment Plants (FSTPs). A financial model is developed to ascertain the financial requirement at a national level. The model estimates the financial requirements for urban areas in 139 districts, including cities, municipal councils, town councils and town boards. The model identifies financing projections with multiple implementation scenarios based on FSTP utilisation efficiencies:

- At 25% FSTP treatment efficiency across Uganda, an additional 54,583 lined toilets are required, costing USD 14.75 million
- At 50% FSTP treatment efficiency across Uganda, an additional 916,231 lined toilets are required, costing USD 247.63 million
- At 75% FSTP treatment efficiency across Uganda, an additional 2,023,240 lined toilets are required, costing USD 546.82 million
- At 100% FSTP treatment efficiency across Uganda, an additional 3,175,391 lined toilets are required, costing USD 858.21 million.

The FSTPs serving urban areas across 139 districts are projected to have a capacity of 4,742 m^3/day, requiring USD 70.96 million as capital costs (including land, construction, and equipment). Annual operations will cost USD 7.1 million, while emptying services will cost USD 48.88 million through private providers versus USD 13.87 million if emptying services are provided through state agencies. Full utilisation would necessitate 828 desludging trucks (10 m^3 each) nationwide.

The implementation strategy spans 30 years to achieve universal safely managed sanitation in urban Uganda. Beginning with a proof-of-concept phase in 5-10 towns, the programme couple's household toilet incentives with FSTP construction. Implementation accelerates from 10,000

toilets annually in Phase 1 to 100,000 by Phase 5, with cumulative construction of 3.2 million toilets. The Urban Sanitation Trust Fund, established in Phase 2, coordinates financing that scales from UGX 20-30 billion to UGX 90 billion annually at peak implementation. The approach proposes a gradual reduction in financial incentives to only targeted support for the poorest 20-30% of households after achieving a critical mass, whilst strengthening enforcement through by-laws banning unlined toilets. By Phase 5, incentives focus solely on vulnerable populations as utility-led models and market mechanisms sustain service delivery, achieving 100% urban sanitation coverage.

1. Introduction

1.1 Rationale

Uganda has made significant progress in improving faecal sludge management (FSM) in urban areas in recent years. These efforts have primarily focused on enhancing faecal sludge emptying and transportation services and increasing the number of treatment plants. Despite these developments, demand for faecal sludge emptying and treatment remains low. Alarmingly, over 90% of the country's 50 faecal sludge treatment plants (FSTPs) are operating below their designed capacities as per the estimates by the Ministry of Water and Environment.

This low demand results from two main factors: (a) the prevalence of unlined toilet containment systems, such as unlined pit latrines; and (b) limited household financial capacity to upgrade to lined sanitation systems. These issues hinder Uganda's progress toward achieving safely managed urban sanitation.

Globally, there is a growing recognition that universal access to safely managed urban sanitation requires financial incentives to bridge household-level financing gaps (World Bank Group and UNICEF, 2017). Safe sanitation – comprising containment, emptying, and treatment – is increasingly regarded as a public good due to its critical role in environmental health, water resource protection, and climate change resilience (UNICEF, 2022).

In Uganda, considerable investments are directed towards constructing and rehabilitating sewerage networks. For example, the Kampala Sanitation Improvement and Financing Strategy (2020) estimates USD 158.2 million for network expansion and upgrades through 2040. Redirecting a fraction of these resources to promote on-site sanitation infrastructure could significantly improve sanitation access. Lessons from the drinking water supply sector show that promotional incentives can effectively increase household connections among the urban poor and enhance system viability (USHA, 2023). Similar incentives in the urban sanitation sector could encourage households to adopt lined toilet systems, thereby improving the operational efficiency of treatment plants.

Based on the last Census in 2024, Uganda's urban population is approximately 18 million, or 39% of the total population, according to the Uganda Bureau of Statistics (UBOS, 2014). However, only 22% of this population – around 4 million people – have access to safely managed sanitation, leaving 14 million urban residents without adequate facilities.

Access to safely managed sanitation is largely concentrated in the Greater Kampala Metropolitan Area (GKMA), where 40% to 60% of residents use lined toilets, septic tanks, or sewers. For example, Kampala has a 61% coverage of lined toilets, while Entebbe has 45% (refer to Annex G for the shit flow diagram – SFD – of Entebbe). However, access declines sharply in other cities, where only 20% to 30% of residents benefit from safely managed sanitation. In municipalities, the coverage ranges from 20% to as low as 10%. Town councils and rural growth centres fare even worse, with access rates below 10%. For example, Apac has a rate of 9% (despite its recent upgrade to a municipality), and Anaka has just 3%. This uneven access has resulted in the underutilisation of treatment plants in less urbanised regions. While the Lubigi Treatment Plant is effectively utilised due to the higher prevalence of lined toilets in the GKMA, treatment facilities in smaller towns remain underused.

The slow adoption of lined toilets in Uganda's urban towns results, partly, from the absence of dedicated programs like rural sanitation initiatives that focus on basic toilet adoption. Implementing programs to promote lined toilets in urban areas is essential for improving sanitation outcomes and maximising the efficiency of existing infrastructure.

1.2 Recent efforts in piloting financial incentives for households

Between 2020 and 2024, MWE and GIZ piloted financial incentives to promote safely managed sanitation. Early efforts (2020-2022) faced limited uptake due to high interest rates charged by banks and SACCOs (23-25% and 22-25%, respectively), which made loans unaffordable for low-income households. These households, categorised as high-risk income groups, faced additional challenges from poor governance and accountability within financial institutions.

To address these affordability barriers, a 2023 pilot in Apac introduced targeted substructure incentives for vulnerable households unable to access credit. This approach attracted strong demand, highlighting the need to extend support beyond the most vulnerable to include lower-middle-income households, who also struggle with affordability.

In 2024, the approach expanded to Anaka Town Council, incentivising 40% of substructure costs, with households contributing the remaining 60-67% towards the superstructure cost. This demonstrated the potential for incentives to stimulate investments even among wealthier households, while still addressing affordability barriers for low-income groups. These pilots highlight the importance of targeted, time-bound incentives in scaling access to safely managed sanitation and addressing affordability challenges across income levels.

1.3 The objective, target audience, and scope of this document

This framework outlines principles to facilitate the effective implementation of household financial incentives aimed at promoting safely managed sanitation in Uganda.

1.3.1 Objectives

The two specific objectives of this document are to:

1. present a results-based household incentive framework based on the learnings from the pilot projects carried out in Uganda and successful incentive programs in the region and,
2. conceptualise an implementing mechanism for household financial incentives for scaling up safely managed urban sanitation in Uganda.

1.3.2 Target audience

This document is intended for: i) sector level decision makers at the Ministry of Water and Environment (MWE), Ministry of Health (MoH), and Ministry of Finance, Planning & Economic Development (MoFPED), and ii) development partners, development banks, and other practitioners involved in urban sanitation improvements and FSM.

1.3.3 Scope

This framework focuses on addressing gaps in urban sanitation with focus on lagging communities in urban areas, specifically promoting the adoption of safely managed, lined toilets at the household level. By offsetting part of the cost of upgrading unlined facilities, it aims to make

sanitation improvements more accessible and affordable for urban households, thereby supporting progress toward universal access to safely managed sanitation.

1.4 Structure of the report

The first half of the document outlines the 11 elements of a household financial incentive framework: objective, type, selection criteria, target groups, amount, technical standards, demand creation, funding sources, legal frameworks, monitoring and evaluation mechanisms, timing and exit strategy.

The second part of the report outlines the implementation of the financial incentive framework, covering the incentive disbursement process, project-based disbursement mechanism for targeted interventions, and the Up-scaling Safely Managed Sanitation for the Urban Population (USSUP) programme approach for scaling sanitation. It defines the institutional structure for managing substructure incentives and provides financing projections for cities, municipalities, and towns, tailored to their population and sanitation needs.

2 Methodology

Desk review: A thorough analysis of documents from GIZ and partners focused on household sanitation infrastructure incentives in the region. This included lessons from GIZ's Sanitation for Millions (S4M) pilots, the 2022 GIZ scoping study "*Exploratory Study on Promotional Incentive for Toilet Substructure to Improve Safely Managed Urban Sanitation in Uganda*," and similar initiatives in Burkina Faso, Kenya and Zambia. Case studies and international examples were reviewed for practical and innovative insights into designing and implementing effective incentive mechanisms. A detailed list of reviewed documents is included in Chapter 6. References.

Stakeholder consultations: Key stakeholders, including MWE, MoH, MoFPED, development partners, and development financial institutions, were engaged through interviews (online and in-person) between 4th and 13th October 2023. These discussions provided critical insights into designing effective incentive mechanisms, addressing challenges, and identifying a suitable administrative structure. Refer to Annex C for the list of interviews conducted.

Co-creation workshop: Held from 29th to 30th October 2024 at Admas Grand Hotel Entebbe, this workshop brought together key stakeholders to define the incentive framework and conceptualise two incentive models. Discussions focused on program design, eligibility criteria, disbursement methods, and potential outcomes. The collaborative effort shaped the framework into an actionable and clear incentive mechanism report. Details of the agenda and workshop participants is presented in Annex A and B respectively.

Figure 1: Pictures from the co-creation workshop

Validation workshop: Held on 20th May 2025 at the MWE Headquarters in Kampala, the workshop brought together key stakeholders from the sanitation sector to validate the incentive framework. Feedback and comments from the workshop were incorporated into the final report.

3. Elements of the financial incentive for households

This chapter presents the eleven elements of the financial incentive framework. The specific details on each of the elements is derived from close consultation with stakeholders during the co-creation workshop and compared to other successful results-based incentive frameworks from the region.

3.1 Objective of the financial incentive

The overall objective of the incentive framework is to

> *"Increase access to safely managed sanitation in urban areas with a focus on lagging communities[1], by making lined pit latrines, septic tanks, and connection to sewer systems more affordable to households. And by doing so, improve public health and resilience of communities and protect ground and surface water resources for an uncertain future."*

[1] Lagging implies underserved communities who are unable to afford safely contained and managed sanitation facilities.

Insights from case studies

In Kenya, the Up-scaling Basic Sanitation for the Urban Poor (UBSUP) program had two main objectives:

1. Enable poor households who could not afford an improved household latrine by their own means, to acquire such a facility; and
2. Create demand for sanitation, which will accelerate the development of the sanitation chain.

3.2 Type of incentives for households

Incentives in sanitation are tailored to meet diverse objectives and target specific population segments. The various types of incentives for sanitation are as follows:

- **Demand-side incentives:** Consumer-focused programs such as vouchers for construction materials or toilet kits.
- **Supply-side incentives:** Assistance given to suppliers, reducing the cost of sanitation services or materials.
- **Smart incentives:** Targeted, temporary assistance for vulnerable groups, like women-headed households, child-headed or people living with disabilities (PWDs).
- **Cross-incentives:** Wealthier areas fund sanitation services for lower-income groups through higher fees.
- **Loans with lower interest:** Microloans with reduced interest rates, often supported by community savings or microfinance institutions.
- **Direct vs. Indirect incentives:** Direct financial support (cash grants) versus in-kind support (materials or toilet construction services).
- **Upfront vs. post-construction/ results-based incentives:** Upfront funds help with initial construction costs, while post-construction incentives reward completed, inspected facilities.

Based on the learnings from the pilots and discussions with key stakeholders, a post construction results-based financial incentive is the most viable type for improving sanitation infrastructure at the household level. The financial incentive for households will off-set the cost of lined toilets as follows:

1. **Post-construction/ results-based incentives:** The government through MWE and development partners provide funding for the substructure, which includes the containment system or the pit/septic system/sewer connection. These incentives encourage households to build or upgrade sanitation facilities by offsetting the cost of the toilet substructure (around 40% of the total). Incentives are channelled through construction contractors and released only after compliance with construction standards is verified. This flexible approach can be

tailored and combined with other types of incentives (listed above, e.g. loans with lower interest) to align with program goals and local conditions, ensuring maximum impact.

2. **Households pre-financing of superstructure:** Households are required to pre-finance the construction of the superstructure, including walls, roof, and door. This upfront investment ensures their commitment to the sanitation project, fosters a sense of ownership, and promotes responsibility for maintaining the facility.

Insights from case and pilot studies

In Kenya, the UBSUP program offered **post-construction incentives** to encourage safe sanitation improvements. Households received direct, fixed **cash payments** covering approximately 40% of the total cost. This approach promoted adherence to technical standards, as the incentives were disbursed only after verification of the completed structures.

The Anaka pilot offered **post-construction incentives** to contractor of about 40% of the cost for lined latrine substructures, with households covering the remainder. Those opting for upgrades, such as septic tank, extra stances or bathrooms, funded the additional costs themselves.

3.3 Selection criteria

To effectively target the beneficiaries, the following criteria are proposed. These can be tailored to the specific needs of the region, city, or town.

1. **Eligibility criteria (inclusivity focus)**
   i. **Geographic/ location-based targeting:** Focus on residents of priority areas such as urban slums, peri-urban zones, and internally displaced person (IDP) camps to ensure concentrated impact in regions with the greatest sanitation needs. The beneficiaries should be landowners/ landlords, except for the IDP.
   ii. **Income-based targeting:** Prioritise households in the bottom wealth quintiles, addressing socio-economic disparities and directing resources to those least able to afford sanitation improvements.
   iii. **Vulnerable group:** Special attention to households with elderly members, people with disabilities (PWDs), child-headed families and single-parent families, ensuring equity

and support for the most at-risk individuals. This includes those affected by emergencies such as floods, landslides, and other climate-related shocks.

2. Wealth quintile parameters

When income data is unavailable, alternative indicators can be used to categorise beneficiaries into five wealth quintiles. These indicators rely on observable and measurable household characteristics that reflect socioeconomic status.

i. **Household assets:** Ownership of items such as land, household appliances (e.g., refrigerators and televisions), or transport assets (e.g., bicycles, motorcycles, cars, trucks, or buses) indicates higher socioeconomic status. Equally, the absence of such assets often points to households belonging to lower wealth quintiles.

ii. **Housing quality:** Affluent households typically use durable materials like iron sheets or tiles for roofing, brick for walls, and cement for flooring. In contrast, less affluent households often rely on thatched roofs, mud and wattle walls, and mud floors, which are less permanent and cost-effective.

iii. **Access to utilities:** Higher-income households are more likely to have piped water, electricity, and advanced cooking methods, such as gas or electric stoves. On the other hand, lower-income households often depend on firewood, charcoal, or limited access to basic water and energy services.

iv. **Sanitation facilities:** Affluent households typically enjoy access to flush toilets connected to septic tanks or sewer systems. However, households with lower incomes are more likely to use unlined pit latrines or other unimproved facilities, reflecting limited financial capacity.

v. **Education level of household head:** Higher levels of education often correspond to greater earning potential and access to better opportunities, making it a critical factor in determining socioeconomic status.

Tools such as the Equity Tool can be employed for systematic assessment and targeting. The tool uses 12 indicators, including access to electricity, cooking fuel type, dwelling materials, asset ownership (e.g., radios, TVs, sofas, watches, telephone), and bank account access, to classify households into wealth quintiles for targeted resource allocation.

Insights from case and pilot studies

In Kenya, the MajiData platform facilitates **data-driven**, **location-based** targeting to identify low-income urban areas requiring sanitation interventions, effectively serving as a substitute for a comprehensive poverty registry. Water Service Providers utilise this platform to apply for funding based on the identified area needs, with applications subsequently ranked for prioritisation.

In Anaka Town Council, **all residents were eligible**, with beneficiaries selected based on their **willingness and ability to pre-finance** the superstructure costs.

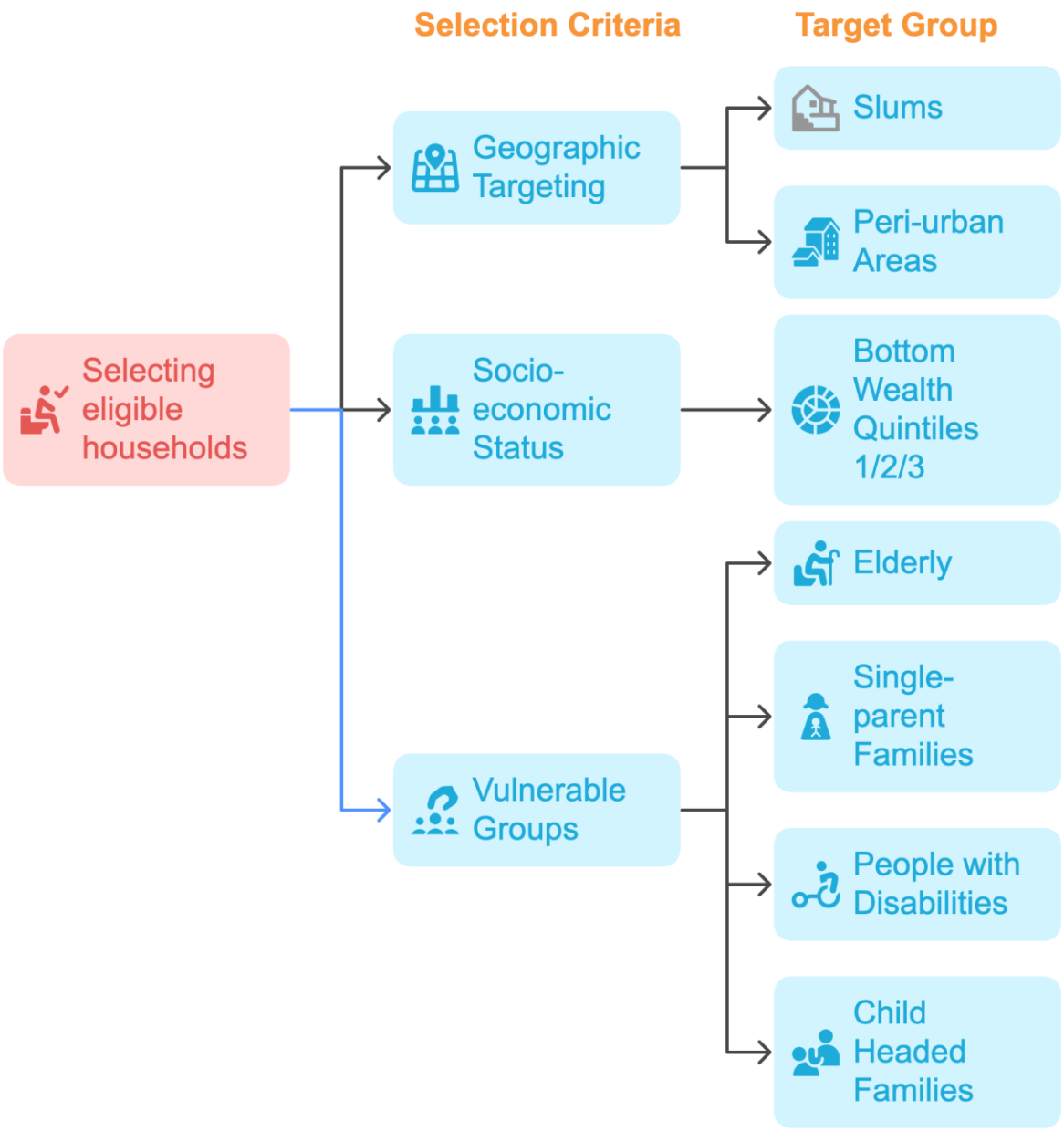

Figure 3: Target groups for the incentive

3.4 Target groups

To effectively address the sanitation issues in urban areas, it is essential to target the households that need the financial incentives and have a more targeted approach for the disbursement. Based on consultations with sector experts and insights from the pilot studies, the following target groups have been selected:

1. **Residents in underserved/ lagging areas:** Residents of slums, low-income areas, per-urban areas in and around cities, municipalities, towns and rural growth centres.
2. **Wealth quintile-based targeting:** This approach targets the population based on income levels. The following is a brief on the five wealth quintiles ranging from the lowest (quintile 1) to the highest (quintile 5).
    - **Bottom quintiles (1st & 2nd) – Lowest and low-income groups):** These households receive **full or near-full incentives**, prioritising affordability for the most vulnerable. However, to ensure ownership, they are expected to contribute in some form (e.g., labour), except in special cases such as elderly members, people with disabilities (PWDs), or child-headed families.
    - **Middle quintile (3rd – Lower middle-income groups):** Households in this group are offered **partial incentives** to encourage investment in sanitation, leveraging their financial capacity while providing necessary support.
    - **Higher Quintiles (4th & 5th – upper middle income and higher-income groups):** These households receive **minimal or no incentives** but can participate in upgrading schemes at their own expense. They are targeted through behaviour change communication (BCC), market-based sanitation (MBS) campaigns, which provide information on appropriate technical designs for lined toilets.
3. **Engaging the first three quintiles:** Financial incentives should focus on the bottom three quintiles (1st to 3rd), considering their varying abilities to pre-finance the superstructure costs. Pilot studies show middle-income households (3rd quintile) are particularly responsive to partial incentives and can serve as a starting point ("low-hanging fruit"). Gradual attention should then be directed toward the 1st and 2nd quintiles, who require higher incentives.
4. **Landlords in urban settings:** A significant portion of Uganda's urban population (40-70%) lives in rental properties. Landlords, particularly in cities and towns, are the most accessible group for initiating change. Incentivising landlords to upgrade toilets in rental properties can achieve a broader impact by benefiting tenant populations. Landlords are eligible for proportional incentives based on the number of households served. The incentive is provided for every five households, or approximately 20 individuals, sharing a single toilet stance.

3.5 Financial incentive amount per toilet

The framework provides financial incentives of UGX 1,000,000 (USD 270-300) for lower-middle income households and UGX 1,500,000 (USD 400) for the lowest income groups, covering lined substructure costs – approximately 40% of the total cost. This contribution makes safely managed sanitation affordable while ensuring household ownership through their 60% investment. The incentive amounts will be indexed to inflation to maintain their effectiveness over time.

Insights from case and pilot studies

In Anaka, Phase 1 targeted households with inadequate sanitation, with **47% of beneficiaries from the bottom two wealth quintiles** and **37% from the third quintile. Wealthier participants** also contributed, **upgrading to septic tank systems**, while **financial constraints** delayed construction **for lower-income households (quintile 1 and 2).**

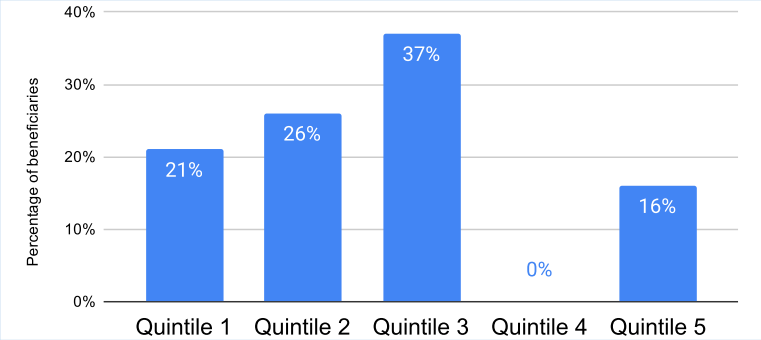

Figure 4: Quintiles for incentive beneficiaries in Anaka

Table 1: Financial incentive amount based on wealth quintiles

Wealth quintile / beneficiary	Financial incentive provided
Quintile 4 & 5 (Upper middle- and high-income group)	No financial incentive, but included in behavior change communication and market-based sanitation campaigns
Quintile 3 (lower middle-income groups) and landlords	UGX 1,000,000/lined toilet
Quintile 1 & 2 (Lowest and low-income group) and vulnerable groups	UGX 1,500,000/lined toilet

Insights from case and pilot studies

In Kenya, the septic tanks were promoted, with households constructing these facilities based on a specific standard. To support this initiative, a **reimbursement of USD 200**, covering 40% of the total cost, was **provided to households** for the construction of new facilities.

In Anaka, the approach involved households paying a prescribed contractor to install the toilet, covering the cost of both the superstructure and the labour for the substructure. After the construction was verified as complete, a **reimbursement of UGX 919,500 (approximately USD 248)**, which represented 40% of the total cost, was **issued to the contractor**. This method ensured that construction met the required standards while supporting local contractors and enhancing the local economy.

3.6 Technical standards

Technical standards play a critical role in ensuring that sanitation facilities built under the project or program are safe, durable, and effective. These standards do not only protect public health but also contribute to the formalisation of local sanitation businesses, fostering sustainability and economic growth. Key considerations include:

1. **Minimum standards for the sub- and superstructure:** To ensure uniformity of cost across all urban areas in Uganda, minimum standards specifying the dimensions of the toilet, quality and quantity of materials to be used in construction and type of acceptable materials used need to be established. This will ensure easy compliance monitoring and verification for the disbursement of the financial incentive. Some examples of standard design from the Anaka pilot are presented in Annex D.
   Key standards include:
   - *Superstructure:* A minimum height of 2m, adequate ventilation, and lighting. It must have a door made of steel or wood, walls constructed with bricks plastered on both sides or concrete, and a roof made of iron sheets or concrete.
   - *Slab and user interface:* A strong and durable concrete slab with provisions for emptying.
   - *Containment chamber:* A watertight chamber made of concrete or brick, plastered and sealed with cement grout. It should not exceed 3m in depth, with the bottom fully sealed with concrete.
2. **Modular design:** The lined VIP latrine substructure may not appeal to affluent households that prefer septic tanks or sewers. To address this, the design should be modular, enabling future upgrades to septic tanks or sewer systems as populations and water consumption increase. Refer to Annex E for modular designs developed by MWE and GIZ.
3. **Diverse technology options for sustainability:** Offering multiple sanitation solutions caters to varying income levels and preferences, promoting equity and strengthening supply chains. For example, while low-income households benefit from incentivised solutions, wealthier households can upgrade to premium technologies such as septic tanks and sewers.
4. **Compliance and quality assurance:** A monitoring and inspection system should be established to ensure all facilities under the incentive program meet required technical standards. Regular inspections and material verification will ensure durability and safety.
5. **Health, safety, and environmental impact:** Standards should prioritise construction quality, user safety, and minimal environmental impact. This includes features like adequate ventilation, lighting, safe waste disposal systems, and eco-friendly materials.
6. **National-level harmonisation of standards for urban sanitation:** Uganda's safely managed sanitation standards require enhancement and harmonisation at the national level. Unified standards will ensure consistent quality across locations, improving efficiency and equity in implementing the incentive program.

Insights from pilot study

In Anaka, a **standard lined single-stance VIP latrine** was **promoted**, with compliance ensured through **inspections** by the town council, sanitation task force, GIZ, Water and Sanitation Development Facility North (WSDF-N), and NUWS. Households were allowed to upgrade or modify their systems within the set standards.

Figure 5: Toilet constructed in Anaka with upgrades including extra stance and bathroom

3.7 Demand creation

Creating demand for the financial incentive will involve implementing effective communication, and engaging communities. The following section outlines the key elements needed to drive widespread adoption of financial incentives in Uganda.

1. **Public awareness campaigns:** Effective communication is the backbone of generating demand. The incentive program should be accompanied by well-designed public awareness campaigns to educate potential beneficiaries on the benefits and application process. Given the prominence of rental housing in urban areas, involving landlords in the awareness campaigns will enhance participation. Tailored messaging should clarify how the incentive benefits both property owners and tenants.

   These campaigns should:

   I. *Highlight the benefits:* Promote the financial savings, safely managed sanitation conditions, and long-term infrastructure durability associated with using the incentive.
   II. *Utilise multiple channels:* Use mass media (radio, TV, community speakers), social media, road drives, and direct community outreach/ meetings to reach diverse urban populations, ensuring comprehensive coverage.
   III. *Leverage trusted messengers:* Involve local leaders, health workers, and sanitation task forces to deliver trusted messages.

2. **Behavioural change initiatives:** Merely providing incentives may not guarantee uptake without a shift in attitudes towards sanitation. Behavioural change strategies that link safe sanitation practices with broader health and economic benefits should be implemented. The initiatives should:
    I. *Emphasise health benefits:* Showcase how safely managed sanitation reduces disease risks and healthcare costs, contributing to community well-being.
    II. *Demonstrate success stories:* Use real-life examples from regions that have benefitted from similar incentive programs (e.g., Kenya's UBSUP, Zambia's Lusaka Sanitation Program, or Burkina Faso's ONEA program, Anaka pilot) to inspire confidence.
3. **Market based sanitation to activate demand:** Partnerships between the private sector, local councils (LCs), and NGOs/CBOs are essential for activating demand for financial incentives. Contractors should lead marketing efforts, collaborating with LC1 councils and Village Health Teams (VHTs). Offering commission-based compensation shall encourage active promotion, with these groups acting as key community influencers.
4. **Using visual catalogues:** Visual catalogues are an effective tool to be integrated into outreach and media campaigns. The catalogues should highlight the health, financial, and social benefits of safely managed sanitation. They should present tiered solutions tailored to diverse income levels. The catalogues should offer clear, step-by-step guidance for accessing financial incentives, reducing participation barriers.
5. **Simplified application process:** For the incentive to be accessible to all, particularly low-income households, the application process should be streamlined and straightforward. Measures to encourage uptake include:
    I. *User-friendly applications:* Design an easy-to-navigate application system with minimal bureaucracy, ensuring that it can be completed by people with different literacy levels.
    II. *Local liaison office:* Establish local assistance office or mobile teams that help residents with the application process as well as leveraging the already established parish and village support teams
    III. *Transparency:* Ensure clear communication about eligibility, timelines, and what households need to contribute (if applicable) to build trust in the program.
6. **Compliance monitoring and enforcement:** While financial incentives will serve as a strong motivator (the "carrot"), there must also be mechanisms for enforcement (the "stick") to ensure sustainability and adherence to sanitation standards. Local by-laws should be enacted within project areas and extended countrywide to prohibit the construction or continued use of unlined pit latrines. These regulations should mandate that all new toilets are constructed with proper lining, to ensure safe containment, or connected to sewer. Compliance monitoring will be carried out by local authorities, who will be empowered to apply appropriate sanctions for nonconformity.

Insights from case and pilot studies

In Kenya, UBSUP Program, sanitation marketers (employed by the utilities) conducted **door-to-door outreach** in underserved areas, raising awareness through direct engagement.

In Burkina Faso, **mass media campaigns**, including TV and radio, reached wide audiences, effectively driving public interest in financial incentives.

In Anaka, **community mobilisation** drove demand creation, with sanitation task force outreach reaching 42% of households. **Community meetings, word-of-mouth, visible infrastructure improvements**, and financial incentives motivated participation by **showcasing the long-term benefits** of lined toilets.

3.8 Funding sources for the financial incentives

The sources of funding for the financial incentives will vary widely, including government taxpayer contributions, charitable funds, and cross-incentivisation practices where users pay more than the actual cost of services. The choice of funding mechanisms will depend upon several factors, including the fiscal capacity of the government, the availability of philanthropic support, and the feasibility of cross-incentivisation strategies.

1. **Development partner grants and concessional loans (Short term):** To kickstart the financial incentives for safely managed sanitation, aid-based systems leveraging grants and concessional loans from international organisations such as KFW, the World Bank, African Development Bank, and Global Partnership on Output-Based Aid (GPOBA) are essential.
2. **Government funding through taxes and tariffs (Long term**): Sustainable funding shall require the government to allocate a larger portion of the national budget to sanitation initiatives. Taxes, surcharges, or tariffs can serve as a reliable source of funds. This model aligns with successful practices seen in Burkina Faso, Kenya and Zambia, where dedicated surcharges on drinking water have significantly contributed to sanitation initiatives.
3. **Private sector engagement:** Private entities must be actively engaged to co-finance initiatives through public-private partnerships (PPPs) or philanthropic support via corporate social responsibility programs. Additionally, the private sector should be involved as construction contractors for toilet installation. Depending on the specifics of the program or project, private contractors may be required to pre-finance the substructure costs, with reimbursement provided afterward.
4. **Household contributions:** Households will be responsible for pre-financing the superstructure costs through earnings, savings, or loans from financial institutions. To facilitate this, marketing activities should align with periods of higher household liquidity, determined by the local economic activity in the area.

5. **Financial institutions:** Despite a 40% reduction in toilet costs, many households will still struggle to cover the upfront payment for the superstructure. Local banks, microfinance institutions (MFIs), and savings and credit cooperative societies (SACCOs)/ village savings and loans associations (VSLAs) have a critical role in offering tailored, affordable loans for superstructure financing. These institutions can also provide savings accounts to help households accumulate funds for the costs. To support these efforts, development partners should provide technical assistance in governance and accountability, along with loan guarantees to mitigate risks associated with lending to low-income households. Collaborations between financial institutions, government programs, and development partners will be tailored to the specific needs and objectives of each program or project.

Insights from case and pilot studies

In Burkina Faso, ONEA's **sanitation surcharge** generates dedicated funds for onsite sanitation projects.

In Kenya and Zambia, **sanitation surcharges** ensure utilities have sustainable resources for approved initiatives.

In Anaka, a mixed funding model was used, with **GIZ providing incentives**, complemented by **household contributions** covering 60%-67% of costs. Funding sources for households included farming income, savings, and VSLAs.

3.9 Legal framework

The National Environmental Health Policy (2005) highlights the use of targeted incentives to stimulate demand for innovative, low-cost technologies aimed at achieving safely managed sanitation and hygiene. Additionally, the policy highlights the importance of pioneering low-cost sanitation technologies for potential future scaling up.

Building on this framework, the Integrated Sanitation and Hygiene (ISH) Strategy 2018-2030 proposes an annual budget to support the construction of 50,000 new household toilets. The financial incentives promoted under this strategy are designed to encourage the adoption of lined, safely managed sanitation systems, aligning with both the National Environmental Health Policy (2005) and the ISH Strategy (2018-2030). Based on lessons from the pilots and discussions with key stakeholders, the following proposals are recommended to strengthen the regulatory framework for financial incentives:

1. **Revising the Environmental Health Policy 2005:** The National Environmental Health Policy (2005) is under review to enhance sanitation initiatives and align with national objectives. The updated policy should include a clear regulatory framework for household toilet infrastructure incentives, detailing eligibility criteria, application processes, incentive types, funding sources, allocation methods, compliance mechanisms, and review procedures. This report provides key elements to guide the development of this framework.
2. **Focus on sanitation as a public good:** Sanitation should be recognised and treated as a public good rather than solely a household responsibility. This policy shift would enable the allocation of adequate public funds across the entire sanitation chain, including the funding of safe containment systems. Aligning sanitation financing with the public funding practices

of other sectors – such as water supply and sewerage, where last-mile connectivity receives significant public investment – would ensure equitable access and promote sustainable sanitation solutions.

3. **Collaborative advocacy for reform:** To reformulate the policy in line with "sanitation as a public good" narrative, it will require collaboration across multiple sectors – education, health, water, and finance. Advocacy efforts should target influential political figures, including the President, key ministers, the Ministry of Finance, Planning, and Economic Development, and Parliamentary WASH forum. Building coalitions with various stakeholders will help secure necessary budget allocations and political support for sanitation reform.

Insights from case studies

Burkina Faso's Ouagadougou Strategic Sanitation Plan (PSAO) of 1992 **incorporated incentives** for household sanitation, acknowledging that **conventional sewerage systems were unaffordable** for most of the population. This approach helped to improve access to sanitation for lower-income households.

3.10 Monitoring, evaluation and learning mechanisms

Monitoring, evaluation and learning (MEL) mechanisms are vital to ensure that programs meet their intended policy goals and achieve measurable impact. The following mechanisms are proposed.

1. **Tracking fund utilisation and performance indicators**: The project or programme should establish clear indicators and targets that measure value-for-money, focusing on the attainment of tangible results. This includes tracking how incentive funds are utilised and ensuring that resources are replenished as needed to maintain the program's momentum. Verifiable performance targets tied directly to incentive disbursements will help ensure that only those meeting established standards benefit from the incentives.
2. **Data collection, sources, and responsibilities**: Depending on the disbursement model – whether project-based or program-based – different actors should take responsibility for collecting, analysing and reporting data.
    - **Project-based disbursement:** Development partners and government agencies should collect data monthly and report annually to MWE.
    - **Program-based disbursement:** Service providers, like NWSC and UWS, should monitor progress monthly and share updates with the fund holder and MWE.

3. **Continuous impact assessment and learning:** Regular impact assessments are essential to evaluate the effectiveness of infrastructure, such as FSTPs, developed through incentives. These evaluations should guide decisions on adjusting or phasing out incentives as sanitation usage increases. Continuous monitoring allows for strategy adjustments, improving program outcomes and cost-effectiveness.

Insights from case and pilot studies

In Kenya, GIZ-led initiatives mandated utilities to submit **monthly and quarterly reports** to the Water Sector Trust Fund. Tools like Safisapp and Majidata facilitated real-time data collection, ensuring transparency and responsiveness.

In Burkina Faso, the ONEA program employed **voucher systems and construction tracking sheets**, creating an auditable process with stakeholder signoffs, reducing corruption risks.

In Anaka, Uganda, **collaborative MEL framework** involving local councils, GIZ, WSDF-N, and NUWS employed site visits, surveys, and feedback sessions. These efforts helped track compliance with standards and refine future models.

3.11 Timing and sustainable exit strategy

Establishing an effective timing and exit strategy is crucial to prevent incentives from becoming a permanent fixture while ensuring they remain focused on the intended target groups. This can be aligned with existing/upcoming government development initiatives that have bearing on adoption and uptake of sanitation as a public good. A well-defined exit plan is particularly important when the conditions necessitating the incentive are temporary. Policymakers must proactively develop a framework to guide the gradual withdrawal of government support, incorporating the following mechanisms:

1. **Gradual exit strategy:** Incentives should be phased out as key milestones are achieved, such as significant increases in household adoption of lined toilets or sufficient operational efficiency of the treatment plant. The incentive amount should be gradually reduced as milestones are achieved. As the program matures, legal and regulatory frameworks should also be modified to sustain progress, reducing reliance on financial incentives while maintaining sanitation standards.
2. **Capacity building:** Comprehensive training for households and service providers should be embedded within incentive programmes/projects for long-term sustainability. By fostering skills in sanitation management and promoting PPPs, service gaps can be addressed, ensuring continuity of sanitation services once incentives are withdrawn.
3. **Alternative financing:** To facilitate a transition from reliance on incentives, communities can be supported through microfinance schemes, revolving savings groups, or other financial initiatives. These mechanisms empower households to fund sanitation upgrades independently, fostering long-term self-reliance.
4. **Strategic communication:** Clear communication is vital to manage expectations and encourage participation. The number of incentives available and the timeline for accessing them should be explicitly conveyed to communities. Households should be encouraged to

prioritise and plan for self-funded toilet construction once incentives are no longer available, ensuring continued progress toward sanitation goals.

Insights from case and pilot studies

India's Swachh Bharat Mission (SBM) highlighted post-incentive sustainability through **behaviour change campaigns**.

Burkina Faso's National Sanitation Program **emphasised household-driven latrine construction**, reducing reliance on incentives.

Anaka, Uganda incorporated **strategic timing** (e.g., harvest seasons for financial readiness) and household **education on post-incentive responsibilities**, laying groundwork for sustainable toilet maintenance and upgrades.

4. Implementing mechanisms of the financial incentive

Drawing from pilot experiences and stakeholder consultations, two complementary models are proposed: Project-Based Disbursement Mechanism and the Up-scaling Safely Managed Sanitation for the Urban Population (USSUP) Programme approach.

- **Project-Based Disbursement Mechanism:** This model focuses on targeted, time-bound incentives within specific projects to address financial and infrastructure barriers, facilitating access to lined toilets for households in Uganda.
- **USSUP Programme-Based Approach:** Inspired by successful initiatives in Kenya and Zambia, this holistic strategy integrates a sanitation fund with a dedicated urban sanitation program. It leverages diverse funding sources and broader incentives to improve accessibility and affordability of sanitation services for urban poor communities.

These approaches are not distinct; implementation begins with the project-based model to build experience and insights. Over time, this can evolve into the programme-based USSUP model for long-term sustainability.

This chapter outlines the generic incentive disbursement process applicable to both mechanisms, details the project-based and programme-based disbursement models, explains the institutional structure for managing the substructure promotional incentive, and provides financial projection models for implementation.

4.1 Incentive disbursement process

Household makes an upfront payment for the superstructure and applies for the substructure incentive

i. Once households have made an upfront payment to cover the cost of the superstructure, they apply for an incentive for the substructure.
ii. The MWE, Urban Water Supply and Sewerage Services Department (UWSSD), Water and Sanitation Development Facilities (WSDFs), utilities [National Water and Sewerage Corporation (NWSC) and Umbrella for Water and Sanitation (UWS)], or implementing partners hire a contractor to construct both the substructure and superstructure. They

verify to ensure that the toilet constructed by the contractor complies with the minimum technical standards set by the MWE.

iii. After verification, MWE, UWSSD, WSDFs, utilities or implementing partners facilitate the disbursement of the incentive to the contractor.

This approach streamlines the process by involving MWE, utilities or partners in both construction oversight and incentive disbursement, ensuring quality control and accountability.

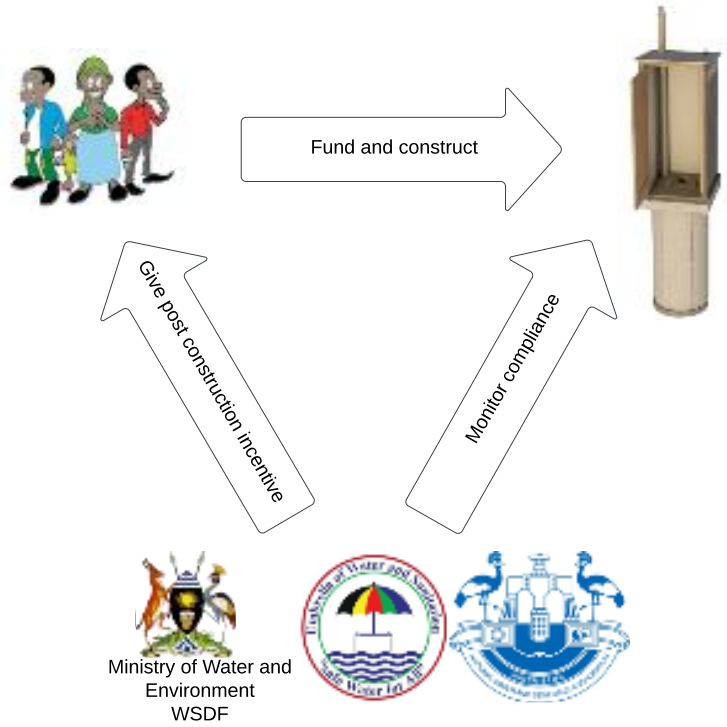

Figure 6: Proposed mechanism of the post-construction sanitation incentive in Uganda

4.2 Project-based disbursement mechanism

In this mechanism, incentives are managed within the MWE, supported by development partner funding. Similar to water supply and sewerage projects where household connections are offered at incentivised rates during system commissioning, this approach can be applied to new FSTPs. Development banks and partners allocate part of the funds (grants) alongside concessional loans for FSTP construction. Grants are designated for promotional incentives to incentivise the cost of sub-structures for eligible households, identified during FSTP feasibility studies, in coordination with UWSSD, WSDFs, Town/Municipal Councils, and Village Health Teams (VHTs). Lined pit installations are bundled with the FSTP construction process, and compliance is monitored by UWSSD, WSDFs, or independent verifiers.

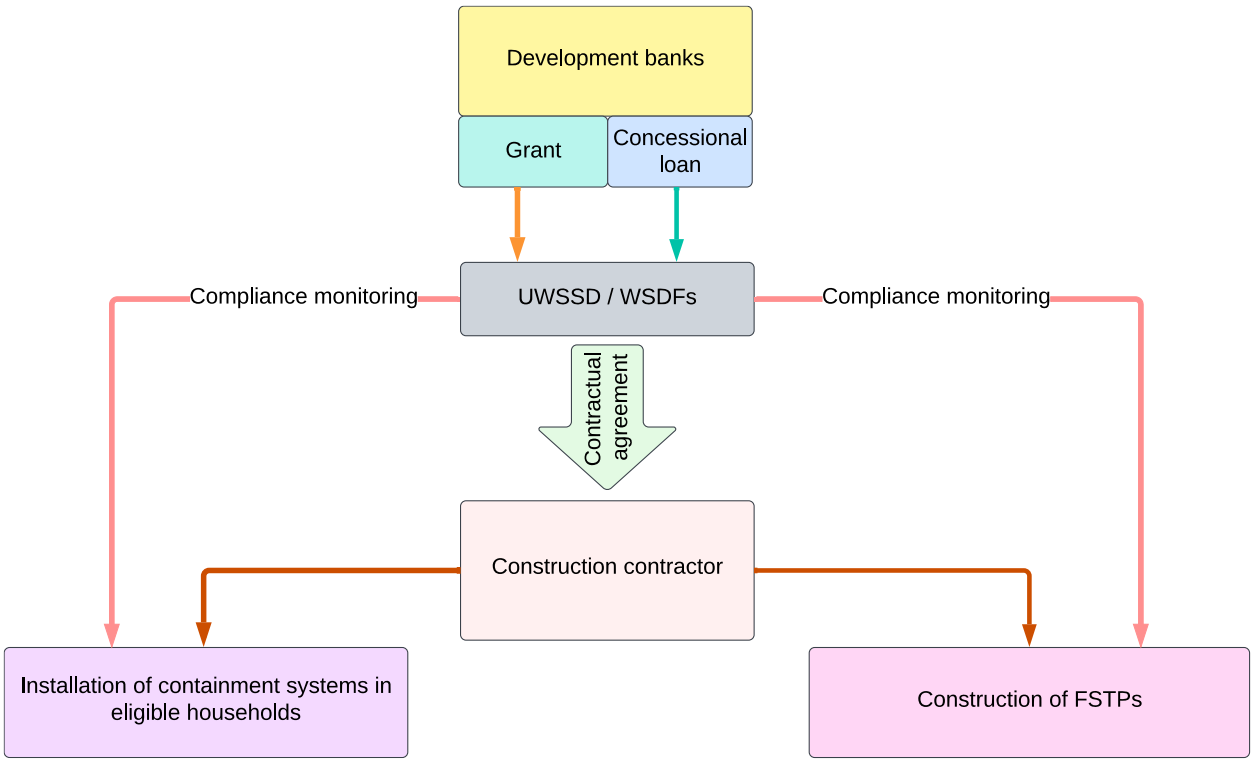

Figure 7: Institutional model for the project based promotional incentive

4.3 Up-scaling Safely Managed Sanitation for the Urban Population (USSUP) programme approach

The dedicated urban sanitation program channels resources from the Sanitation Fund into actionable interventions through partnerships with local governments, NGOs, and private entities. This program adopts a holistic approach, combining financial incentives, market-based sanitation, behaviour-change campaigns, and infrastructure development. Together, these components work to address both demand- and supply-side barriers, fostering sustainable improvements in urban sanitation access and management.

A. Dedicated urban sanitation program

The dedicated urban sanitation program channels resources from the Sanitation Fund into actionable interventions through partnerships with local governments, NGOs, and private entities. This program adopts a multi-faceted approach, combining financial incentives, market-based sanitation, behaviour-change campaigns, and infrastructure development. Together, these components work to address both demand- and supply-side barriers, fostering sustainable improvements in urban sanitation access and management.

Core components of the sanitation program:

1. **Coordination:** Local authorities, NGOs, and private stakeholders collaborate to identify eligible households and oversee project implementation. Partnerships with contractors and

suppliers ensure quality materials and services at affordable prices, fostering transparency and alignment with program goals.

2. **Financial mechanisms:** Performance-based incentives reduce household costs for constructing lined sanitation substructures. Microfinance options with incentivised loans and flexible terms enhance affordability, while cost-sharing models encourage household contributions, fostering ownership and commitment.
3. **Awareness and education:** Targeted campaigns raise awareness about the benefits of safely managed sanitation and proper facility use. Community champions promote participation, while hygiene training emphasises facility maintenance and sustainable behaviour change.
4. **Enforcement and monitoring:** Rigorous oversight mechanisms ensure quality construction and resource utilisation. Regular inspections and enforcement uphold construction standards, while performance tracking monitors milestone achievements. Feedback systems enable community input to address challenges and refine implementation.

B. The Sanitation Fund

The Sanitation Fund acts as a consolidated financial mechanism designed to pool resources for financing sanitation projects in areas where access to adequate facilities is either limited or non-existent. It supports infrastructure such as lined toilets and faecal sludge treatment facilities, aiming to improve public health and promote sustainable practices.

Key features of the sanitation fund

1. **Resource mobilisation:** The fund aggregates resources from diverse sources, including: government budgetary allocations, international donations and grants, public-private partnerships, and concessional loans.
2. **Financial accessibility:** By incentivising a portion of construction costs, the fund ensures that urban poor households can afford safely managed sanitation facilities.
3. **Targeted support:** Eligibility criteria – based on factors such as income levels, location, and current sanitation conditions – is established to ensure that the fund benefits the most vulnerable populations.
4. **Broad coverage:** The fund supports a wide range of infrastructure needs, from household toilets to community treatment systems, making it a comprehensive solution for urban sanitation challenges.

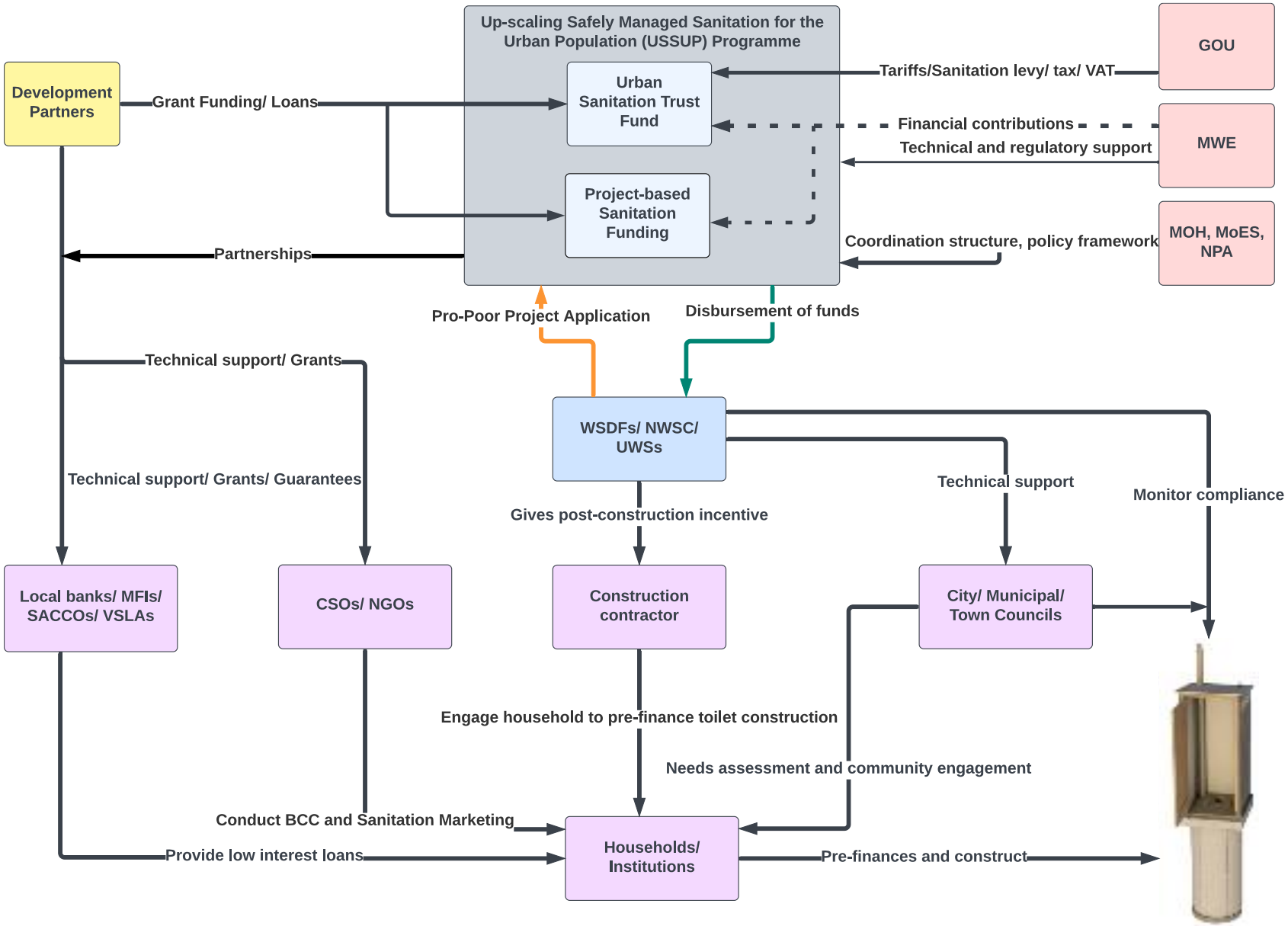

Figure 8: Institutional structure for the USSUP programme

4.4 Institutional structure for the substructure promotional incentive

Actors	Roles
Government of Uganda	• Contribute funding to the Urban Sanitation Trust Fund through tariffs, sanitation levy, tax, etc.
Ministry of Water and Environment, Urban Water Supply and Sewerage Services Department (UWSSD)	• Provides technical and regulatory services, such as setting objectives, targets, and pro-poor performance indicators, setting up national standards for toilets, etc. Contributes financial resources to the trust fund/ incentive projects.
Ministry of Health, Ministry of Education and Sports, National Planning Authority	• Provide coordination structure. • Align policies with the incentive program.
Development partners	• Provide grant funding/ loans to the trust fund/ incentive projects. • Provide technical support and grants to CSOs/ NGOs for BCC and market-based sanitation activities
Urban Sanitation Trust Fund	• The fund is a ring-fenced basket managed by the USSUP programme with strict monitoring and performance oversite from development partners.
Up-scaling Safely Managed Sanitation for the Urban Population (USSUP) Programme	• The programme is responsible for the independent management of the fund.
Water and Sanitation Development Facilities (WSDFs), and utilities [National Water and Sewerage Corporation (NWSC) and Umbrellas for Water and Sanitation (UWSs)]	• Apply for project-based funds for individual cities or a cluster of towns where FSTPs are either existing or being planned for. • The project eligibility is based on pro-poor targeting with an aim to rapidly up-scale safely managed sanitation practices and FSM in Uganda cities and towns. • The utilities provide a post construction incentive (from transfers from Urban Sanitation Trust Fund or Project-based Sanitation Funding) to construction contractors based on verification of structures. • Conduct compliance monitoring to ensure the toilets are built to standards.
City/ Municipal/ Town Councils	• Conduct needs assessments to identify and rank sanitation deficiencies, prioritising households with no facilities or unsafe systems.

Actors	Roles
	• Engage local communities in assessing needs and validating recipient lists to promote transparency and ensure fair distribution. • Conduct compliance monitoring to ensure the toilets are built to standards.
Construction contractor	• Engage households to pre-finance toilet construction (Superstructure). • Construct the substructure as part of the promotional incentive.
Civil Society Organisations (CSOs)/ Non-Governmental Organisations (NGOs)	• Implement BCC and Market-Based Sanitation (MBS) Campaigns for promoting lined toilets and stimulating demand.
Local banks/ Microfinance Institutions (MFIs)/ Savings and Credit Cooperative Societies (SACCOs)	• Provide low-interest loans to households and contractors to ensure liquidity for pre-financing construction work. Establish savings platforms to help households cover superstructure costs.

4.5 Financing projections for Ugandan cities, municipalities, town councils and town boards

Current state of urban sanitation: An estimated 18 million people (4.5 million households) live in Uganda's urban areas. Based on several baseline assessments, only 22% of urban households have lined sanitation facilities where faecal sludge or wastewater can be safely collected and transported to treatment facilities. This 22% is primarily concentrated in the 4th and 5th wealth quintiles.

Regional disparities in sanitation coverage: Access to safely managed sanitation is largely concentrated in the Greater Kampala Metropolitan Area (GKMA), where 40% to 60% of residents use lined toilets, septic tanks, or sewers. Kampala has 61% coverage of lined toilets, while Entebbe has 45%. However, access declines sharply in other cities, where only 20% to 30% of residents benefit from safely managed sanitation.

In municipalities, the coverage ranges from 20% to as low as 10%. Town councils and rural growth centres fare even worse, with access rates below 10%. For example, Apac has a rate of 9% (despite its recent upgrade to a municipality), and Anaka has just 3%.

Infrastructure utilisation challenges: This uneven access has created a coverage gap for approximately 14 million urban inhabitants and resulted in the underutilisation of treatment plants in less urbanised regions. While the Lubigi Treatment Plant is effectively utilised due to the higher prevalence of lined toilets in the GKMA, treatment facilities in smaller towns remain underused.

Financing Model Development: To estimate the financial needs required for household incentives in Uganda, a financial model was developed, see separate report: *"Model to estimate the financial needs of safely managed urban sanitation in Uganda, 2025".* The Financing Model addresses urban sanitation challenges through strategic financial support for household toilet substructures. The model focuses on the urban population in 139 districts, including cities, municipal councils, town councils and town boards, where sanitation challenges are most critical due to high population densities and limited coverage of lined sanitation systems. The list of the 139 districts is presented in Annex F.

The model identifies that, the total number of lined toilets required to support faecal sludge management varies significantly based on the utilisation efficiency of Faecal Sludge Treatment Plants (FSTPs). At **25% efficiency**, approximately **54,583 new lined toilets** are needed, while at **50%, 75%, and 100% treatment efficiency**, the requirement for lined toilets increase to approximately **916,231, 2,023,240, and 3,175,391 toilets,** respectively. The financing projections present multiple implementation scenarios based on FSTP utilisation efficiencies:

- At **25% FSTP treatment efficiency** across Uganda, an additional **54,583 lined toilets** are required, costing **USD 14.75 million**
- At **50% FSTP treatment efficiency** across Uganda, an additional **916,231 lined toilets** are required, costing **USD 247.63 million**
- At **75% FSTP treatment efficiency** across Uganda, an additional **2,023,240 lined toilets** are required, costing **USD 546.82 million**
- At **100% FSTP treatment efficiency** across Uganda, an additional **3,175,391 lined toilets** are required, costing **USD 858.21 million**

The state incentives for toilet infrastructure alone vary per capita, starting at **USD 3 at 25% utilisation** and rising to **USD 55 per-capita at full capacity**. These figures indicate the substantial financial commitment required to ensure that sanitation infrastructure meets the growing demand in urban areas.

The **total projected design capacity of the FSTPs** to serve urban areas of the **139 districts** is estimated at **4,742 m^3/day.** The **total estimated cost for establishing FSTPs** across all urban areas is **USD 70.96 million**, covering land acquisition, construction, materials, and desludging trucks.

The **annual operation and maintenance costs for the FSTPs are estimated at USD 7.1 million**, with **emptying services projected to cost USD 48.88 million through private sector providers** (market driven pricing) compared to **USD 13.87 million if services are provided through state agencies**. At full capacity, approximately **828 desludging trucks with volumes of 10 m^3** would be required to service the entire network of lined toilets in Uganda.

4.6 Implementation strategy

A phased, coordinated implementation approach is proposed with clear institutional responsibilities. Figure 9 presents the phases and the timeline of the implementation strategy:

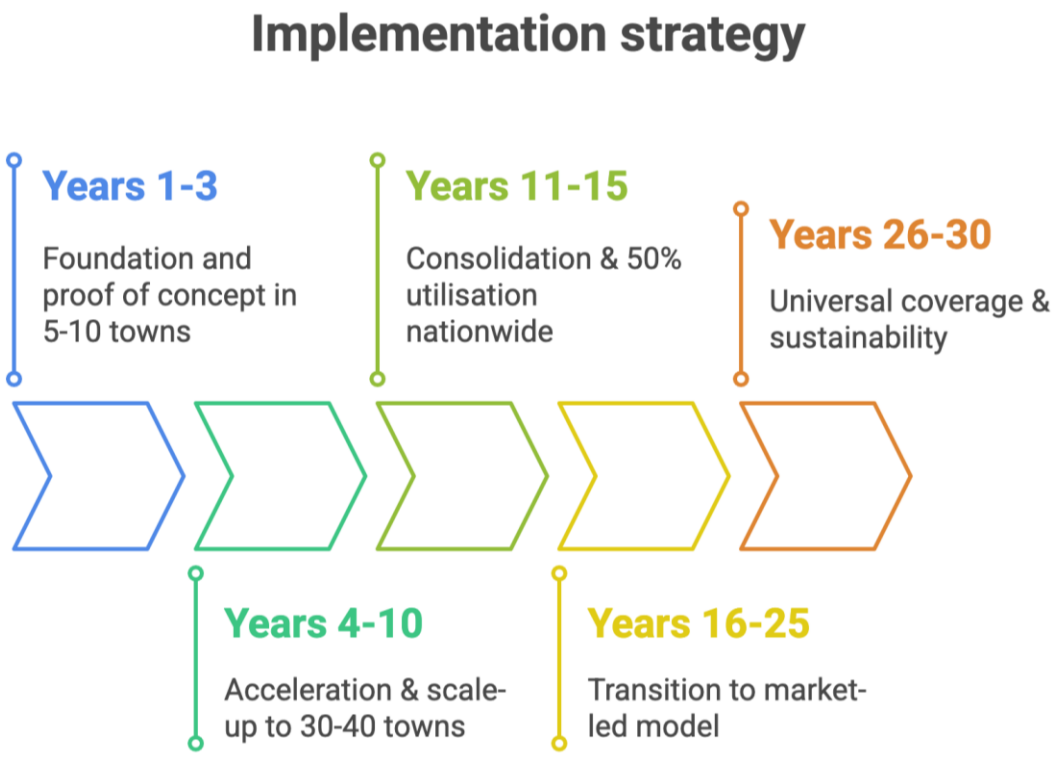

Figure 9: Implementation strategy

Phase 1: Foundation and proof of concept (Years 1-3)

Goal: Establish the model and institutional foundations

- Develop a project-based approach coupling household financial incentives along with financing of FSTP construction, i.e. every new FSTP to be built along with adequate number of lined toilets.
- Implement project-based approach in 5-10 towns with existing FSTPs
- Develop technical standards, guidelines, by-laws, M&E systems, and verification protocols
- Launch Urban Sanitation Trust Fund framework
- Build capacity of local governments and private sector partners

Annual Target: 10,000-17,000 toilets
Funding Estimate: UGX 20-30B/year (USD 5-8M)
Cumulative Toilets (Year 3): ≈ 50,000 (close to 50% FSTP utilisation, i.e. 54,583 toilets)

Phase 2: Acceleration & scale-up (Years 4-10)

Goal: Expand to 40+ towns, drive demand and enforcement

- Establish the Urban Sanitation Trust Fund with dedicated governance structures
- Scale to 30-40 towns and municipalities with FSTP construction and toilet incentives
- Integrate with water supply and sewerage network programs
- Begin sanitation levy rollout on water bills
- Develop sustainable financing mechanisms through blended finance, incorporating public funds, levies, donor contributions, and private sector investment.
- Strengthen supply chains and market actors
- Strengthen enforcement: ban unlined latrines through local by-laws

Annual Target: Scale from 50,000 - 70,000 toilets/year
Funding Estimate: UGX 50-70B/year (USD 13-19 M)
Cumulative Toilets (Year 10): ≈ 500,000

Phase 3: Consolidation & 50% utilisation (Years 11–15)

Goal: Reach 50% utilisation and gradually reduce incentive amount

- Nationwide implementation across all urban areas
- Gradual reduction of incentive amounts as market matures
- Transition to regulatory enforcement and market mechanisms
- Integrate sanitation in urban planning and housing regulations

Annual Target: ≈ 80,000 toilets/year
Funding Estimate: UGX 70-90B/year (USD 19-24M)
Cumulative Toilets (Year 15): ≈ 916,000 (50% FSTP utilisation)

Phase 4: Transition to market-led model (Years 16-25)

Goal: Reach 75% FSTP utilisation through sustainable and inclusive expansion

- Reduce incentives to focus on the poorest 20-30% of households
- Enable cost recovery via utilities and private sector
- Shift from grant incentives to loans, microfinance, and PPPs
- Focus expansion in peri-urban and informal settlements
- Strengthen regulation, licensing, and compliance mechanisms

Annual Target: ≈ 100,000 toilets/year
Funding Estimate: UGX 60-80B/year (USD 16-22M)
Cumulative Toilets (Year 25): ≈ 2.0 million (75% FSTP utilisation)

Phase 5: Universal coverage & sustainability (Years 26-30)

Goal: Achieve 100% safely managed sanitation access in urban Uganda

- Incentives only for the last-mile and vulnerable populations
- Fully enforce by-laws banning unlined toilets nationwide
- Urban Sanitation Trust Fund focuses on quality assurance, innovation, and emergency financing
- Utility-led service models with embedded sanitation functions
- National M&E system in place to monitor quality and equity

Annual Target: ≈ 200,000 toilets/year
Funding Estimate: UGX 50-60B/year (USD 13-16M)
Cumulative Toilets (Year 30): ≈ 3.2 million (100% FSTP utilisation)

5. Conclusions and recommendations

5.1 Conclusions

Uganda faces significant challenges in achieving universal access to safely managed urban sanitation. The underutilisation of faecal sludge treatment plants and the predominance of unlined sanitation systems highlight the urgent need for transformative approaches. The proposed household financial incentive framework represents a critical step toward addressing these challenges.

The framework emphasises the following key elements:

1) **Objective:** The primary goal of the financial incentive framework is to increase access to safely managed sanitation in urban areas by making lined toilets more affordable. This approach aims to improve public health, enhance community resilience, and protect groundwater and surface water resources.
2) **Type of incentives:** Post-construction, results-based incentives are the most viable. These incentives offset the costs of constructing toilet substructures, ensuring adherence to technical standards while encouraging households to invest in safe and lined sanitation systems.
3) **Selection criteria:** Eligibility criteria ensure inclusivity by focusing on: a) geographic targeting (slums, peri-urban areas), b) socio-economic status (bottom wealth quintiles), and c) vulnerable groups, such as the elderly, single-parent families, and people with disabilities, child headed families.
4) **Target groups:** The financial incentives are targeted at: i) residents in underserved areas, such as urban slums and peri-urban zones; ii) low- and middle-income households (bottom three wealth quintiles); and iii) landlords in urban areas, as they own rental properties that can impact tenant access to safe sanitation.
5) **Financial incentive amount:** A financial incentive covers approximately 40% of toilet substructure costs. The proposed amounts are: UGX 1,000,000 for lower-middle-income groups and UGX 1,500,000 for low-income and vulnerable households. Higher-income groups are excluded but can participate at their own cost.

6) **Technical standards:** Sanitation facilities must include watertight substructures, durable superstructures with a minimum height of 2 meters, proper ventilation, lighting, and secure doors for privacy. Slabs should be reinforced, smooth, and user-friendly, with provisions for emptying. Modular designs enable future upgrades, and compliance monitoring ensures safety, durability, and environmental protection.
7) **Demand creation:** Creating demand for the financial incentive involves: Public awareness campaigns using mass media, community outreach, and trusted local leaders. Behavioural change initiatives to highlight the health and economic benefits of safely managed sanitation. Market-based approaches with private sector partnerships to stimulate interest and uptake.
8) **Funding sources:** The financial incentives will rely on: i) Short-term grants and concessional loans from development partners; ii) long-term government funding through taxes and tariffs; and iii) private sector contributions and household co-financing, with support from financial institutions like SACCOs and microfinance organisations.
9) **Legal framework:** Revisions to the National Environmental Health Policy (2005) and alignment with the Integrated Sanitation and Hygiene Strategy (2018–2030) should emphasise sanitation as a public good, promoting equitable access and sustainable funding mechanisms.
10) **Monitoring, evaluation and learning (MEL):** Clear performance indicators, regular data collection, and compliance tracking ensure program accountability and effectiveness. Collaborative frameworks involving government, utilities, and development partners enable continuous learning and adjustments.
11) **Timing and exit strategy:** Incentives will be gradually phased out as milestones, like increased household adoption of safely managed toilets, are achieved. Capacity building, alternative financing options, and sustained behavioural change initiatives will support long-term program sustainability.

5.2 Recommendations

To effectively implement the financial incentive framework, a phased approach should be adopted, beginning with the Project-Based Approach and transitioning to a Programme-Based Approach as the program gains momentum and lessons are learned.

1. **The Project-Based Approach** focuses on targeted interventions in specific towns with existing or planned FSTPs. It utilises a centralised fund, managed by MWE, supported by development partner funding. Grants and concessional loans from development banks will be allocated for FSTP construction, with part of the funds designated for promotional incentives to incentivise substructure costs for eligible households. These households will be identified through FSTP feasibility studies, in collaboration with local authorities and other stakeholders like VHTs. The project should also bundle lined toilet installations with the FSTP construction process, ensuring compliance through regular monitoring by relevant agencies such as the WSDF. Public awareness campaigns and targeted communication will engage local communities and contractors to drive demand and participation.
2. As the program expands, the **Programme-Based Approach** will scale up incentives nationwide. The Sanitation Fund will pool resources from various sources, including

government, development partners, and private sector contributions, to finance a comprehensive range of sanitation needs, from household toilets to community treatment systems. The program will adopt a holistic strategy, combining financial incentives with market-based sanitation, behaviour change campaigns, and infrastructure development. Local authorities, NGOs, and private stakeholders will coordinate efforts to identify eligible households, manage implementation, and ensure transparency. The use of microfinance options, cost-sharing models, and performance-based incentives will enhance affordability and encourage household contributions.

3. Over time, as the sanitation program matures, **transitioning from direct financial incentives to sustainable models** like microfinance and community savings groups will reduce reliance on government funding, making urban sanitation more accessible and self-sustaining. This approach ensures a gradual, scalable solution to Uganda's urban sanitation challenges, promoting long-term health, environmental protection, and community resilience.
4. The total number of toilets required to support faecal sludge management varies based on the utilisation efficiency of Faecal Sludge Treatment Plants (FSTPs). **At 25% efficiency, approximately 54,583 new toilets are needed**, while at **50%, 75%, and 100% efficiency, the requirements increase to 916,231, 2,023,240, and 3,175,391 toilets, respectively**. The state financial incentive for substructure construction at these utilisation levels ranges from **USD 14.75 million at 25% utilisation to USD 858.21 million at full efficiency.** Additionally, the state incentives for toilet infrastructure alone vary per capita, starting at **USD 3 at 25% utilisation** and rising to **USD 55 per capita at full capacity**.

   The FSTPs serving urban areas across **139 districts are projected to have a capacity of 4,742 m³/day**, requiring **USD 70.96 million as capital costs** (including land, construction, and equipment). **Annual operations will cost USD 7.1 million**, while emptying services will cost **USD 48.88 million through private providers** versus **USD 13.87 million through state agencies**. Full utilisation would **necessitate 828 desludging trucks** (10 m³ each) nationwide.
5. The implementation strategy proposes a 30-year phased approach to achieve universal safely managed sanitation in urban Uganda, progressing from proof of concept to full market sustainability. **Phase 1 (Years 1-3)** establishes foundations through project-based approaches coupling household incentives with **FSTP construction in 5-10 towns, targeting 50,000 toilets. Phase 2 (Years 4-10) accelerates to 40+ towns**, strengthens enforcement through by-laws banning unlined latrines, and scales to 500,000 cumulative toilets whilst establishing the Urban Sanitation Trust Fund. **Phase 3 (Years 11-15)** achieves **50% FSTP** utilisation with nationwide implementation and gradual incentive reduction. **Phase 4 (Years 16-25)** transitions to a market-led model focusing incentives on the poorest 20-30% of households whilst shifting to loans and PPPs, reaching 75% utilisation. **Phase 5 (Years 26-30) achieves universal coverage** with incentives limited to vulnerable populations, fully enforced regulations, and utility-led service models. The programme scales from UGX 20-30 billion annually in early phases to UGX 50-90 billion during peak implementation, **ultimately constructing 3.2 million toilets** to serve the entire urban population with safely managed sanitation.

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Annexes

Annex A: Co-creation workshop agenda

DAY 1: 29th October 2024 (9:00 – 16:30)			
Time	**Activity**	**Format**	**Responsible**
8:30 – 9:00	Registration	Front desk registration	
9:00 – 9:10	Prayer and self-introductions		Facilitators
9:10 – 9:20	Welcome and opening remarks	Speech	GIZ S4M – Fred Nuwagaba
9:25 – 9:30	Workshop objectives	Presentation	Facilitators
9:30 – 10:45	*Session 1: Orientation and setting the stage for discussions*	A. 1-A) Presentation by MWE (20 mins) B. ((1-B) Presentation by GIZ (20 mins) (1-C) The case for an urban sanitation incentive (Prit – 20 mins) C. Q&A (15 mins)	Presentation by MWE (Martin) and GIZ (Allan)
10:45 – 11:00	Tea break		
11:00 – 12:00	*Session 2: Policy framework for urban sanitation incentive*	A. Presentation of current policy (15 min) B. Brainstorming session (45 mins)	Presentation and moderation by MWE(Martin/Trinah).
12:00 – 13:00	Lunch break		
13:00 – 15:00	*Session 3: Objectives, incentive type and target group*	A. Presentation of incentive objectives, type and target group (30 mins + 10 mins of Q&A) B. Group work (60 mins) C. Presentation of objective statement by the group (15 mins)	Moderated by MWE (Martin/Trinah) and presented by consultants
15:00 – 15:15	Tea break		
15:15 – 16:45	*Session 4: Incentive disbursement mechanisms and institutional Framework*	A. Presentation of the incentive disbursement (10 min) B. Brainstorming ideas around initiation of project based and program-based incentive mechanism (30 mins) C. Brainstorming ideas around possible funding source for the incentive mechanism (15 mins) D. Brainstorming ideas around exist strategy (15 mins) E. Plan for actions and next steps (20 mins)	Presentation by consultant and discussion to be moderated by the facilitator and MWE (Martin/Trinah).
16:45 – 17:00	Wrap-up	Facilitator	MWE
17:00 – onwards	Departure		

DAY 2: 30th October 2024 (9:00 – 12:00)			
Time	**Activity**	**Format**	**Responsible**
8:30 – 9:00	Registration	Front desk registration	
9:00 – 9:15	Recap of day 1		Facilitators
9:15 – 9:45	*Session 4: Population quintile and selection criteria*	A. Presentation on proposed population quintile (15 min) Brainstorming on appropriate selection criteria for target groups (15 min)	Presentation by consultant and discussion Moderated by the facilitator along with the MWE.
9:45 – 10:15	*Session 5: Technical standards and incentive amount*	A. Presentation on technical standard and incentive amount (15 min) Discussion on appropriate technical standard and incentive amount (15 min)	Presentation by consultant and discussion moderated by the facilitator along with the MWE.
10:15 – 10:45	*Tea break*		
10:45 – 11:45	*Agreement on the way forward and next steps*		Facilitators
11:45 – 12:45	Closing remarks and workshop closure	MWE	Speech
12:45 – 13:45	Lunch and departure		

Annex B: List of co-creation workshop attendees

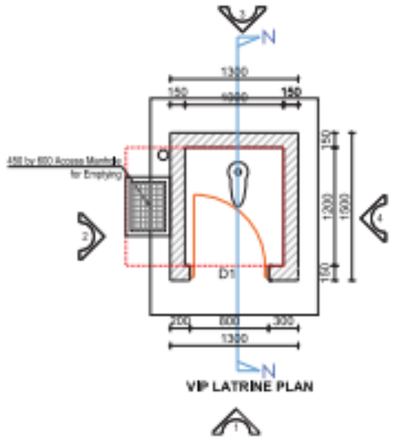
Name	Organisation
Twinomucunguzi Felix	MWE
Okia Bosco	MoH
Atukunda Sandra	MWE
Nyesigire Resty	MWE
Mujjabi Martin Mukasa	MWE
Oyuru Mary	NWSC
Nuwagaba Fred	GIZ
Conikane Allan	GIZ
Gauwango Jovan	MaKSPH
Isunju John Bosco	MaKSPH
Asingwire Narathius	SEDC
Kabirizi Aaron	World Bank/ Consultant
Prit Salian	Consultant
Ambrose Owembabazi Kibuuka	Consultant
Nabakibi Winifred	Consultant

Annex C: List of interviews conducted

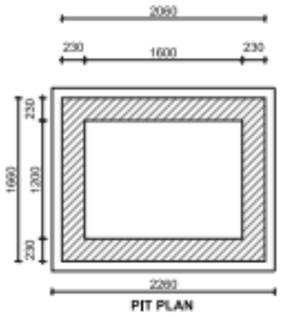
Date	Day	Time	Organisation	Person met
04.Oct 2023	Wednesday	11:00	MWE	Dr. Eng. Felix, Trinah Kyomugisha, Martin Mukasa Mujjabi
04.Oct 2023	Wednesday	14:00 (Virtual meeting)	Water for People	Brenda Achiro Muthemba
05.Oct 2023	Thursday	9:00	MoH	Dr. Nabaasa
05.Oct 2023	Thursday	15:00 (Virtual meeting)	NSWG	Sam Mutono
05.Oct 2023	Thursday	16:30	RIA Consultant	Dr. Fred Matovu
06.Oct 2023	Friday	9:00	AFD	Olivier Pannetier
06.Oct 2023	Friday	11:30	MoF	Moses Ssonko
11.Oct 2023	Wednesday	14:00 (Virtual meeting)	KfW	Fred Othieno
13.Oct 2023	Friday	10:30 (Virtual meeting)	NWSC	Eng. Paddy/ Eng. Mary

Annex D: Standard design from the Anaka pilot

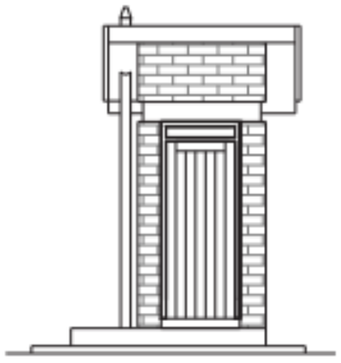
LINED VENTILATED IMPROVED PIT LATRINE (VIP) - SINGLE STANCE



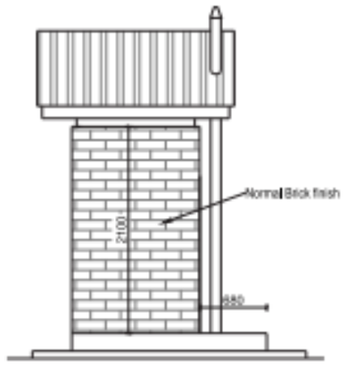
VIP LATRINE PLAN



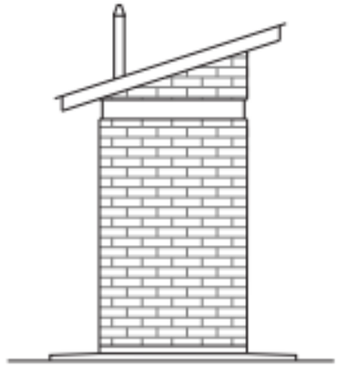
PIT PLAN



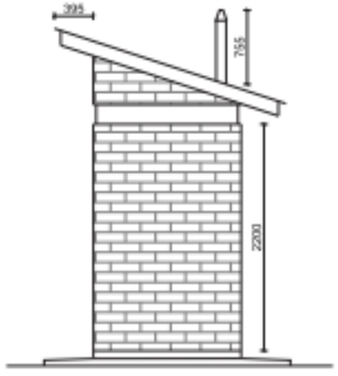
ELEVATION 1



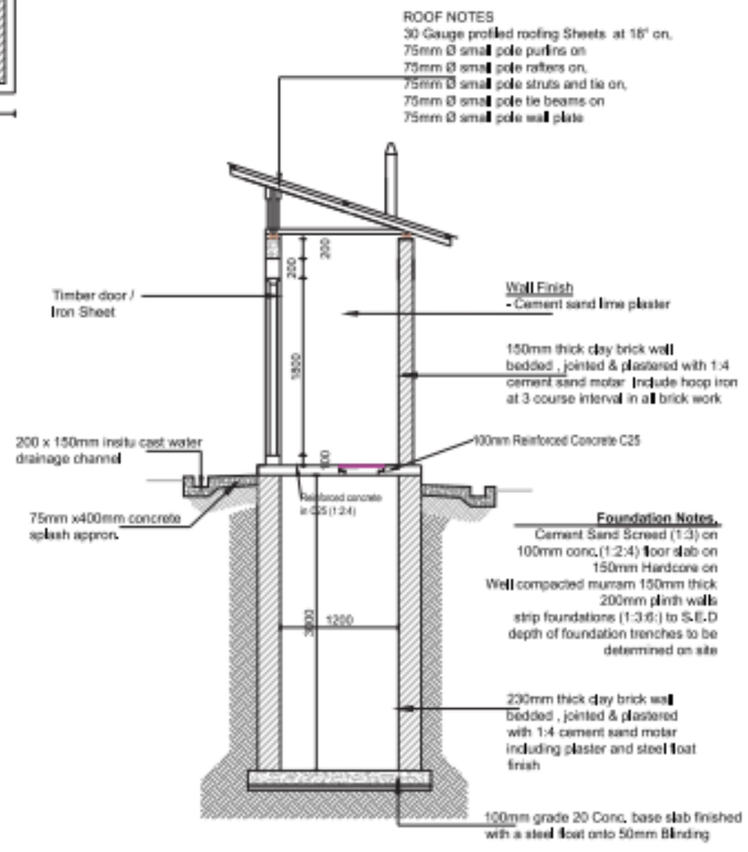
ELEVATION 3



ELEVATION 2



ELEVATION 4



NOTES

- External Plastering has not been considered in the BoQ only floor screed and internal plastering are considered.
- All foundation walling is header bond
- The depth of external wall excavation is assumed not to exceed 800mm
- Painting, external plastering, facial board maybe costed separately.

Annex E: Modular designs developed by MWE and GIZ

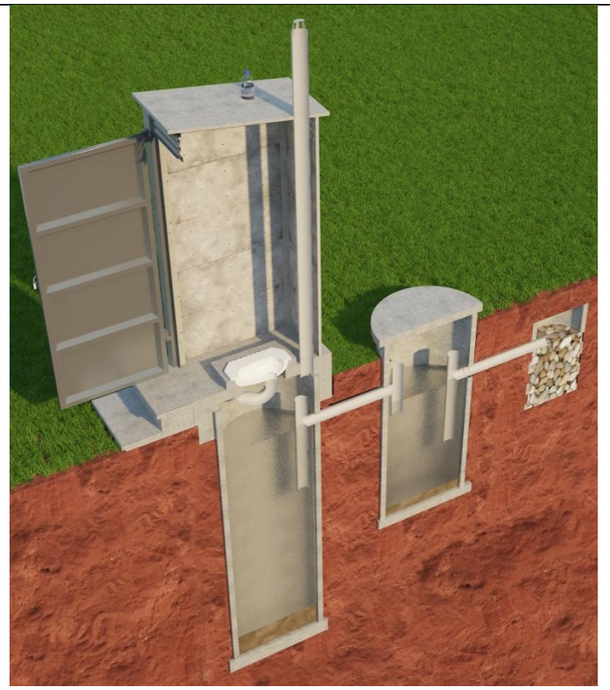
The abovementioned lined toilets are meant to be modular and upgradable in steps to improving the sanitation system. The following figure illustrates, how owners of a household and managers of institutional facilities can upgrade in a step-by-step increment to the sanitation system:

Step 1: The installation of a lined dry pit latrine, with a drop hole interface and a holding tank for containment of faeces and urine

Step 2: The replacement of the user interface to a SaTo pan to achieve better user level comfort, such as reduced smell, absence of fly and maggots and a pleasing appearance of the toilet. In additions, SaTo pans are equally comfortable for children that are often discouraged by parents to use pit latrine.

Step 3: The upgrade of the user interface from either a SaTo pan or drop hole to a water closet and connecting the holding tank to an additional containment chamber. This upgrade enhances the user level comfort and status as well as achieves better sludge stabilisation or primary treatment of effluent.

Step 4: The connection of the toilet to the sewer line. In future, when the town has an effective sewerage system, the out flow from second chamber can be easily connected to a small-bore sewer line. One would nevertheless need to regularly desludge the two holding tanks.

Step 1 **Lined dry pit latrine**	**Step 2** **SaTo pan toilet**	**Step 2 or 3** **Pour flush toilet with septic tank**	**Step 4** **Pour flush toilet connected to solids free sewer**
			
Changes made: • New installation of the dry pit latrine with a drop hole interface	**Changes made:** • Squatting pan with drop hole replaced by one with a SaTo pan	**Changes made:** • Squatting pan with drop hole or SaTo pan replaced with one with a water closet • Extension pipe is unplugged and connected to the newly built second chamber and subsequent soak pit	**Changes made:** • Soak pit replaced with interceptor and the system is connected to a small-bore sewer line

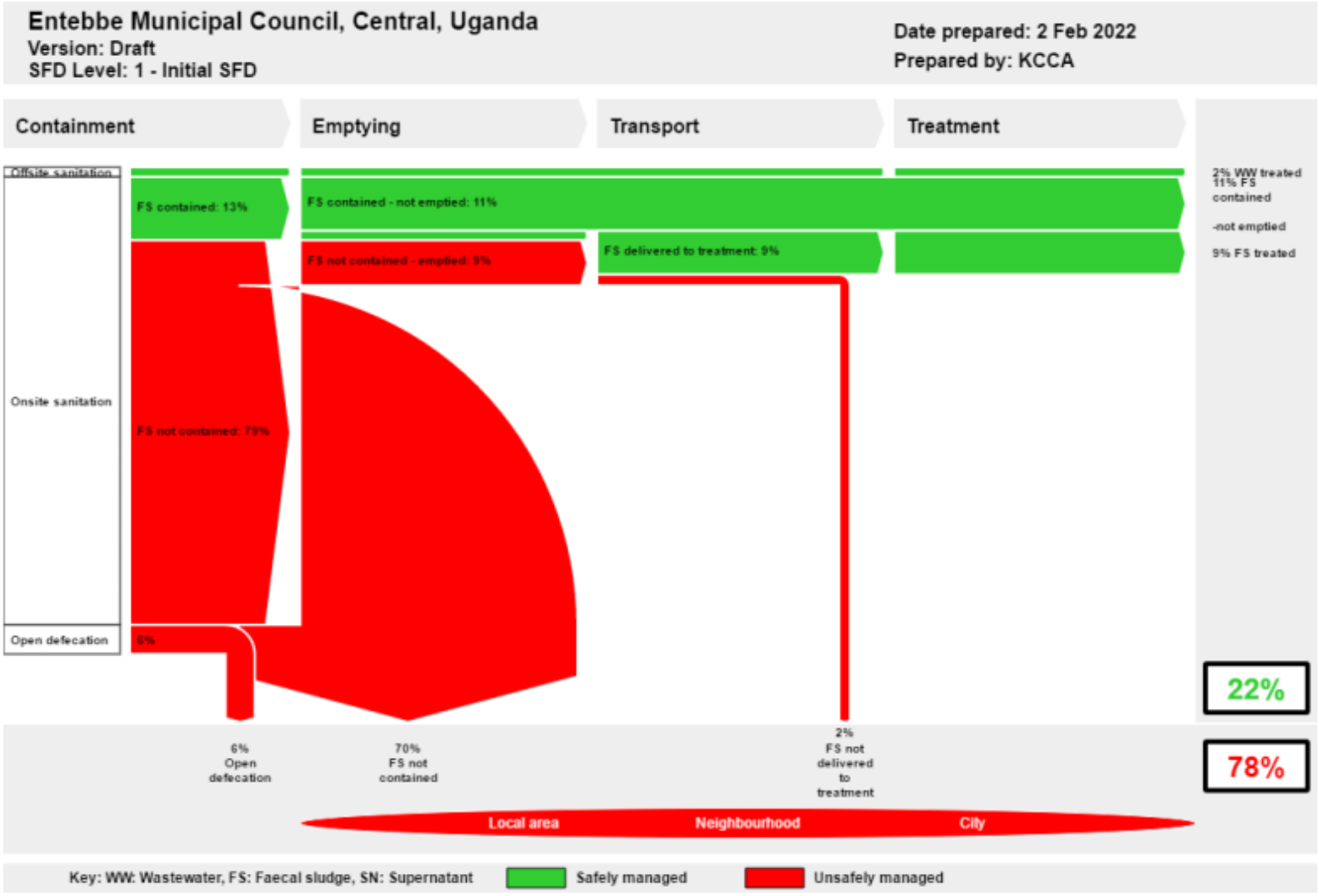
Annex F: Comprehensive analysis of the efficiency of sanitation systems for 139 Ugandan urban areas

No.	District	Urban Population	No. of Households	% of HH with Emptiable Systems	No of toilets require to reach 25% FSTP utlisation	State Financial Incentive for Substructure for 25% FSTP utilisation (UGX)	State Financial Incentive for Substructure for 25% FSTP utilisation (USD)	No of toilets require to reach 50% FSTP utlisation	State Financial Incentive for Substructure for 50% FSTP utilisation (UGX)	State Financial Incentive for Substructure for 50% FSTP utilisation (USD)	No of toilets require to reach 75% FSTP utlisation	State Financial Incentive for Substructure for 75% FSTP utilisation (UGX)	State Financial Incentive for Substructure for 75% FSTP utilisation (USD)	No of toilets require to reach 100% FSTP utlisation	State Financial Incentive for Substructure for 100% FSTP utilisation (UGX)	State Financial Incentive for Substructure for 100% FSTP utilisation (USD)
1	Wakiso	3,404,200	851,050	40%	-	-	-	89,245	89,245,000,000	24,120,270	304,078	304,077,500,000	82,183,108	518,910	518,910,000,000	140,245,946
2	KampalaCityAut	1,819,700	454,925	60%	-	-	-	-	-	-	68,764	68,763,750,000	18,584,797	182,670	182,670,000,000	49,370,270
3	AruaCity	408,100	102,025	35%	-	-	-	15,331	15,331,250,000	4,143,581	40,851	40,851,250,000	11,040,878	66,371	66,371,250,000	17,938,176
4	Buikwe	385,200	96,300	35%	-	-	-	14,500	14,500,000,000	3,918,919	38,603	38,602,500,000	10,433,108	62,705	62,705,000,000	16,947,297
5	MbaleCity	368,200	92,050	35%	-	-	-	14,600	14,600,000,000	3,945,946	38,009	38,008,750,000	10,272,635	61,418	61,417,500,000	16,599,324
6	Mukono	323,900	80,975	35%	-	-	-	13,131	13,131,250,000	3,548,986	33,868	33,867,500,000	9,153,378	54,604	54,603,750,000	14,757,770
7	Jinja City	287,400	71,850	30%	-	-	-	14,895	14,895,000,000	4,025,676	33,120	33,120,000,000	8,951,351	51,345	51,345,000,000	13,877,027
8	Lira City	275,000	68,750	30%	-	-	-	14,620	14,620,000,000	3,951,351	32,243	32,242,500,000	8,714,189	49,865	49,865,000,000	13,477,027
9	Masaka City	245,400	61,350	30%	-	-	-	13,348	13,347,500,000	3,607,432	29,224	29,223,750,000	7,898,311	45,100	45,100,000,000	12,189,189
10	Mubende	245,000	61,250	30%	-	-	-	12,253	12,252,500,000	3,311,486	27,566	27,566,250,000	7,450,338	42,880	42,880,000,000	11,589,189
11	Mbarara City	242,600	60,650	30%	-	-	-	12,433	12,432,500,000	3,360,135	27,746	27,746,250,000	7,498,986	43,060	43,060,000,000	11,637,838
12	Yumbe	242,300	60,575	25%	170	170,000,000	45,946	15,484	15,483,750,000	4,184,797	30,798	30,797,500,000	8,323,649	46,111	46,111,250,000	12,462,500
13	Gulu City	236,900	59,225	25%	508	507,500,000	137,162	15,821	15,821,250,000	4,276,014	31,135	31,135,000,000	8,414,865	46,449	46,448,750,000	12,553,716
14	Luwero	230,100	57,525	25%	381	381,250,000	103,041	15,144	15,143,750,000	4,092,905	29,906	29,906,250,000	8,082,770	44,669	44,668,750,000	12,072,635
15	Kyenjojo	209,100	52,275	25%	99	98,750,000	26,689	13,266	13,266,250,000	3,585,473	26,434	26,433,750,000	7,144,257	39,601	39,601,250,000	10,703,041
16	Ntungamo	208,900	52,225	25%	111	111,250,000	30,068	13,279	13,278,750,000	3,588,851	26,446	26,446,250,000	7,147,635	39,614	39,613,750,000	10,706,419
17	Kasese	205,500	51,375	25%	324	323,750,000	87,500	13,491	13,491,250,000	3,646,284	26,659	26,658,750,000	7,205,068	39,826	39,826,250,000	10,763,851
18	Tororo	201,700	50,425	25%	50	50,000,000	13,514	12,706	12,706,250,000	3,434,122	25,363	25,362,500,000	6,854,730	38,019	38,018,750,000	10,275,338
19	Sironko	194,500	48,625	25%	500	500,000,000	135,135	13,156	13,156,250,000	3,555,743	25,813	25,812,500,000	6,976,351	38,469	38,468,750,000	10,396,959
20	Masindi	187,500	46,875	25%	436	436,250,000	117,905	12,591	12,591,250,000	3,403,041	24,746	24,746,250,000	6,688,176	36,901	36,901,250,000	9,973,311
21	Bugiri	178,100	44,525	25%	51	51,250,000	13,851	11,234	11,233,750,000	3,036,149	22,416	22,416,250,000	6,058,446	33,599	33,598,750,000	9,080,743
22	Kakumiro	174,900	43,725	25%	251	251,250,000	67,905	11,434	11,433,750,000	3,090,203	22,616	22,616,250,000	6,112,500	33,799	33,798,750,000	9,134,797
23	Isingiro	174,800	43,700	25%	258	257,500,000	69,595	11,440	11,440,000,000	3,091,892	22,623	22,622,500,000	6,114,189	33,805	33,805,000,000	9,136,486
24	Kyegegwa	169,100	42,275	25%	144	143,750,000	38,851	10,856	10,856,250,000	2,934,122	21,569	21,568,750,000	5,829,392	32,281	32,281,250,000	8,724,662
25	Mityana	162,900	40,725	25%	70	70,000,000	18,919	10,321	10,321,250,000	2,789,527	20,573	20,572,500,000	5,560,135	30,824	30,823,750,000	8,330,743
26	Kagadi	156,700	39,175	25%	8	7,500,000	2,027	9,809	9,808,750,000	2,651,014	19,610	19,610,000,000	5,300,000	29,411	29,411,250,000	7,948,986
27	Ibanda	154,300	38,575	25%	158	157,500,000	42,568	9,959	9,958,750,000	2,691,554	19,760	19,760,000,000	5,340,541	29,561	29,561,250,000	7,989,527
28	Kayunga	148,200	37,050	25%	98	97,500,000	26,351	9,458	9,457,500,000	2,556,081	18,818	18,817,500,000	5,085,811	28,178	28,177,500,000	7,615,541
29	Hoima City	143,900	35,975	25%	366	366,250,000	98,986	9,726	9,726,250,000	2,628,716	19,086	19,086,250,000	5,158,446	28,446	28,446,250,000	7,688,176
30	Kamuli	140,800	35,200	25%	130	130,000,000	35,135	9,060	9,060,000,000	2,448,649	17,990	17,990,000,000	4,862,162	26,920	26,920,000,000	7,275,676
31	Kamwenge	140,800	35,200	25%	130	130,000,000	35,135	9,060	9,060,000,000	2,448,649	17,990	17,990,000,000	4,862,162	26,920	26,920,000,000	7,275,676
32	Kassanda	128,900	32,225	25%	44	43,750,000	11,824	8,144	8,143,750,000	2,201,014	16,244	16,243,750,000	4,390,203	24,344	24,343,750,000	6,579,392
33	Buyende	128,100	32,025	25%	94	93,750,000	25,338	8,194	8,193,750,000	2,214,527	16,294	16,293,750,000	4,403,716	24,394	24,393,750,000	6,592,905
34	FortPortal City	126,400	31,600	25%	200	200,000,000	54,054	8,300	8,300,000,000	2,243,243	16,400	16,400,000,000	4,432,432	24,500	24,500,000,000	6,621,622
35	Rubanda	120,400	30,100	25%	175	175,000,000	47,297	7,875	7,875,000,000	2,128,378	15,575	15,575,000,000	4,209,459	23,275	23,275,000,000	6,290,541
36	Mpigi	118,300	29,575	25%	306	306,250,000	82,770	8,006	8,006,250,000	2,163,851	15,706	15,706,250,000	4,244,932	23,406	23,406,250,000	6,326,014
37	Oyam	113,000	28,250	25%	248	247,500,000	66,892	7,558	7,557,500,000	2,042,568	14,868	14,867,500,000	4,018,243	22,178	22,177,500,000	5,993,919
38	Busia	109,000	27,250	25%	118	117,500,000	31,757	7,048	7,047,500,000	1,904,730	13,978	13,977,500,000	3,777,703	20,908	20,907,500,000	5,650,676
39	Jinja	108,600	27,150	25%	143	142,500,000	38,514	7,073	7,072,500,000	1,911,486	14,003	14,002,500,000	3,784,459	20,933	20,932,500,000	5,657,432
40	Apac	105,000	26,250	25%	368	367,500,000	99,324	7,298	7,297,500,000	1,972,297	14,228	14,227,500,000	3,845,270	21,158	21,157,500,000	5,718,243
41	Bunyangabu	101,900	25,475	25%	193	192,500,000	52,027	6,754	6,753,750,000	1,825,338	13,315	13,315,000,000	3,598,649	19,876	19,876,250,000	5,371,959
42	Nwoya	99,900	24,975	25%	318	317,500,000	85,811	6,879	6,878,750,000	1,859,122	13,440	13,440,000,000	3,632,432	20,001	20,001,250,000	5,405,743
43	Kotido	99,200	24,800	25%	1	1,250,000	338	6,203	6,202,500,000	1,676,351	12,404	12,403,750,000	3,352,365	18,605	18,605,000,000	5,028,378
44	Lwengo	99,200	24,800	25%	1	1,250,000	338	6,203	6,202,500,000	1,676,351	12,404	12,403,750,000	3,352,365	18,605	18,605,000,000	5,028,378
45	Koboko	99,000	24,750	25%	14	13,750,000	3,716	6,215	6,215,000,000	1,679,730	12,416	12,416,250,000	3,355,743	18,618	18,617,500,000	5,031,757
46	Kisoro	98,400	24,600	25%	51	51,250,000	13,851	6,253	6,252,500,000	1,689,865	12,454	12,453,750,000	3,365,878	18,655	18,655,000,000	5,041,892
47	Bushenyi	98,300	24,575	25%	58	57,500,000	15,541	6,259	6,258,750,000	1,691,554	12,460	12,460,000,000	3,367,568	18,661	18,661,250,000	5,043,581
48	Budaka	97,400	24,350	25%	114	113,750,000	30,743	6,315	6,315,000,000	1,706,757	12,516	12,516,250,000	3,382,770	18,718	18,717,500,000	5,058,784
49	Kiryandongo	97,300	24,325	25%	120	120,000,000	32,432	6,321	6,321,250,000	1,708,446	12,523	12,522,500,000	3,384,459	18,724	18,723,750,000	5,060,473
50	Mayuge	96,300	24,075	25%	183	182,500,000	49,324	6,384	6,383,750,000	1,725,338	12,585	12,585,000,000	3,401,351	18,786	18,786,250,000	5,077,365
51	Butaleja	93,900	23,475	25%	333	332,500,000	89,865	6,534	6,533,750,000	1,765,878	12,735	12,735,000,000	3,441,892	18,936	18,936,250,000	5,117,905
52	Iganga	93,200	23,300	25%	28	27,500,000	7,432	5,880	5,880,000,000	1,589,189	11,733	11,732,500,000	3,170,946	17,585	17,585,000,000	4,752,703
53	Kumi	92,300	23,075	25%	84	83,750,000	22,635	5,936	5,936,250,000	1,604,392	11,789	11,788,750,000	3,186,149	17,641	17,641,250,000	4,767,905
54	Pallisa	90,300	22,575	25%	209	208,750,000	56,419	6,061	6,061,250,000	1,638,176	11,914	11,913,750,000	3,219,932	17,766	17,766,250,000	4,801,689
55	Bundibugyo	89,700	22,425	25%	246	246,250,000	66,554	6,099	6,098,750,000	1,648,311	11,951	11,951,250,000	3,230,068	17,804	17,803,750,000	4,811,824
56	Rakai	87,600	21,900	25%	38	37,500,000	10,135	5,550	5,550,000,000	1,500,000	11,063	11,062,500,000	2,989,865	16,575	16,575,000,000	4,479,730
57	Kanungu	85,700	21,425	25%	156	156,250,000	42,230	5,669	5,668,750,000	1,532,095	11,181	11,181,250,000	3,021,959	16,694	16,693,750,000	4,511,824
58	Soroti	84,700	21,175	25%	219	218,750,000	59,122	5,731	5,731,250,000	1,548,986	11,244	11,243,750,000	3,038,851	16,756	16,756,250,000	4,528,716

59	Zombo	84,400	21,100	25%	238	237,500,000	64,189	5,750	5,750,000,000	1,554,054	11,263	11,262,500,000	3,043,919	16,775	16,775,000,000	4,533,784
60	Soroti City	82,000	20,500	25%	59	58,750,000	15,878	5,243	5,242,500,000	1,416,892	10,426	10,426,250,000	2,817,905	15,610	15,610,000,000	4,218,919
61	Nebbi	79,100	19,775	25%	240	240,000,000	64,865	5,424	5,423,750,000	1,465,878	10,608	10,607,500,000	2,866,892	15,791	15,791,250,000	4,267,905
62	Agago	76,300	19,075	25%	96	96,250,000	26,014	4,961	4,961,250,000	1,340,878	9,826	9,826,250,000	2,655,743	14,691	14,691,250,000	3,970,608
63	Kabale	75,600	18,900	25%	140	140,000,000	37,838	5,005	5,005,000,000	1,352,703	9,870	9,870,000,000	2,667,568	14,735	14,735,000,000	3,982,432
64	Kyotera	75,400	18,850	25%	153	152,500,000	41,216	5,018	5,017,500,000	1,356,081	9,883	9,882,500,000	2,670,946	14,748	14,747,500,000	3,985,811
65	Namutumba	75,000	18,750	25%	178	177,500,000	47,973	5,043	5,042,500,000	1,362,838	9,908	9,907,500,000	2,677,703	14,773	14,772,500,000	3,992,568
66	Mbarara	72,200	18,050	25%	44	43,750,000	11,824	4,600	4,600,000,000	1,243,243	9,156	9,156,250,000	2,474,662	13,713	13,712,500,000	3,706,081
67	Kyankwanzi	71,300	17,825	25%	100	100,000,000	27,027	4,656	4,656,250,000	1,258,446	9,213	9,212,500,000	2,489,865	13,769	13,768,750,000	3,721,284
68	Rukungiri	69,400	17,350	25%	219	218,750,000	59,122	4,775	4,775,000,000	1,290,541	9,331	9,331,250,000	2,521,959	13,888	13,887,500,000	3,753,378
69	Amuru	67,000	16,750	25%	70	70,000,000	18,919	4,328	4,327,500,000	1,169,595	8,585	8,585,000,000	2,320,270	12,843	12,842,500,000	3,470,946
70	Nakasongola	64,700	16,175	25%	214	213,750,000	57,770	4,471	4,471,250,000	1,208,446	8,729	8,728,750,000	2,359,122	12,986	12,986,250,000	3,509,797
71	Luuka	64,100	16,025	25%	251	251,250,000	67,905	4,509	4,508,750,000	1,218,581	8,766	8,766,250,000	2,369,257	13,024	13,023,750,000	3,519,932
72	Adjumani	63,400	15,850	25%	6	6,250,000	1,689	3,975	3,975,000,000	1,074,324	7,944	7,943,750,000	2,146,959	11,913	11,912,500,000	3,219,595
73	Namayingo	62,700	15,675	25%	50	50,000,000	13,514	4,019	4,018,750,000	1,086,149	7,988	7,987,500,000	2,158,784	11,956	11,956,250,000	3,231,419
74	Abim	62,400	15,600	25%	69	68,750,000	18,581	4,038	4,037,500,000	1,091,216	8,006	8,006,250,000	2,163,851	11,975	11,975,000,000	3,236,486
75	Kole	62,200	15,550	25%	81	81,250,000	21,959	4,050	4,050,000,000	1,094,595	8,019	8,018,750,000	2,167,230	11,988	11,987,500,000	3,239,865
76	Buliisa	62,000	15,500	25%	94	93,750,000	25,338	4,063	4,062,500,000	1,097,973	8,031	8,031,250,000	2,170,608	12,000	12,000,000,000	3,243,243
77	Kapchorwa	62,000	15,500	25%	94	93,750,000	25,338	4,063	4,062,500,000	1,097,973	8,031	8,031,250,000	2,170,608	12,000	12,000,000,000	3,243,243
78	Kitgum	61,600	15,400	25%	119	118,750,000	32,095	4,088	4,087,500,000	1,104,730	8,056	8,056,250,000	2,177,365	12,025	12,025,000,000	3,250,000
79	Pakwach	59,800	14,950	20%	979	978,750,000	264,527	4,948	4,947,500,000	1,337,162	8,916	8,916,250,000	2,409,797	12,885	12,885,000,000	3,482,432
80	Sheema	59,800	14,950	20%	979	978,750,000	264,527	4,948	4,947,500,000	1,337,162	8,916	8,916,250,000	2,409,797	12,885	12,885,000,000	3,482,432
81	Bukomansimbi	59,200	14,800	20%	1,009	1,008,750,000	272,635	4,978	4,977,500,000	1,345,270	8,946	8,946,250,000	2,417,905	12,915	12,915,000,000	3,490,541
82	Rwampara	58,900	14,725	20%	745	745,000,000	201,351	4,435	4,435,000,000	1,198,649	8,125	8,125,000,000	2,195,946	11,815	11,815,000,000	3,193,243
83	Kaliro	58,300	14,575	20%	775	775,000,000	209,459	4,465	4,465,000,000	1,206,757	8,155	8,155,000,000	2,204,054	11,845	11,845,000,000	3,201,351
84	Dokolo	58,000	14,500	20%	790	790,000,000	213,514	4,480	4,480,000,000	1,210,811	8,170	8,170,000,000	2,208,108	11,860	11,860,000,000	3,205,405
85	Kabarole	55,500	13,875	20%	915	915,000,000	247,297	4,605	4,605,000,000	1,244,595	8,295	8,295,000,000	2,241,892	11,985	11,985,000,000	3,239,189
86	Kibuku	55,000	13,750	20%	940	940,000,000	254,054	4,630	4,630,000,000	1,251,351	8,320	8,320,000,000	2,248,649	12,010	12,010,000,000	3,245,946
87	Manafwa	54,800	13,700	20%	950	950,000,000	256,757	4,640	4,640,000,000	1,254,054	8,330	8,330,000,000	2,251,351	12,020	12,020,000,000	3,248,649
88	Pader	53,700	13,425	20%	738	737,500,000	199,324	4,160	4,160,000,000	1,124,324	7,583	7,582,500,000	2,049,324	11,005	11,005,000,000	2,974,324
89	Nakaseke	53,300	13,325	20%	758	757,500,000	204,730	4,180	4,180,000,000	1,129,730	7,603	7,602,500,000	2,054,730	11,025	11,025,000,000	2,979,730
90	Maracha	53,000	13,250	20%	773	772,500,000	208,784	4,195	4,195,000,000	1,133,784	7,618	7,617,500,000	2,058,784	11,040	11,040,000,000	2,983,784
91	Omoro	52,700	13,175	20%	788	787,500,000	212,838	4,210	4,210,000,000	1,137,838	7,633	7,632,500,000	2,062,838	11,055	11,055,000,000	2,987,838
92	Bugweri	52,400	13,100	20%	803	802,500,000	216,892	4,225	4,225,000,000	1,141,892	7,648	7,647,500,000	2,066,892	11,070	11,070,000,000	2,991,892
93	Kiboga	52,000	13,000	20%	823	822,500,000	222,297	4,245	4,245,000,000	1,147,297	7,668	7,667,500,000	2,072,297	11,090	11,090,000,000	2,997,297
94	Mitooma	50,700	12,675	20%	888	887,500,000	239,865	4,310	4,310,000,000	1,164,865	7,733	7,732,500,000	2,089,865	11,155	11,155,000,000	3,014,865
95	Kazo	49,100	12,275	20%	709	708,750,000	191,554	3,873	3,872,500,000	1,046,622	7,036	7,036,250,000	1,901,689	10,200	10,200,000,000	2,756,757
96	Serere	48,600	12,150	20%	734	733,750,000	198,311	3,898	3,897,500,000	1,053,378	7,061	7,061,250,000	1,908,446	10,225	10,225,000,000	2,763,514
97	Kikuube	47,600	11,900	20%	784	783,750,000	211,824	3,948	3,947,500,000	1,066,892	7,111	7,111,250,000	1,921,959	10,275	10,275,000,000	2,777,027
98	Buvuma	45,000	11,250	20%	666	666,250,000	180,068	3,583	3,582,500,000	968,243	6,499	6,498,750,000	1,756,419	9,415	9,415,000,000	2,544,595
99	Bududa	44,500	11,125	20%	691	691,250,000	186,824	3,608	3,607,500,000	975,000	6,524	6,523,750,000	1,763,176	9,440	9,440,000,000	2,551,351
100	Kitagwenda	43,500	10,875	20%	741	741,250,000	200,338	3,658	3,657,500,000	988,514	6,574	6,573,750,000	1,776,689	9,490	9,490,000,000	2,564,865
101	Kiruhura	42,200	10,550	20%	568	567,500,000	153,378	3,245	3,245,000,000	877,027	5,923	5,922,500,000	1,600,676	8,600	8,600,000,000	2,324,324
102	Ngora	41,200	10,300	20%	618	617,500,000	166,892	3,295	3,295,000,000	890,541	5,973	5,972,500,000	1,614,189	8,650	8,650,000,000	2,337,838
103	Kalungu	40,800	10,200	20%	638	637,500,000	172,297	3,315	3,315,000,000	895,946	5,993	5,992,500,000	1,619,595	8,670	8,670,000,000	2,343,243
104	Namisindwa	38,900	9,725	20%	505	505,000,000	136,486	2,955	2,955,000,000	798,649	5,405	5,405,000,000	1,460,811	7,855	7,855,000,000	2,122,973
105	Butambala	38,700	9,675	20%	515	515,000,000	139,189	2,965	2,965,000,000	801,351	5,415	5,415,000,000	1,463,514	7,865	7,865,000,000	2,125,676
106	Bukedea	37,900	9,475	20%	555	555,000,000	150,000	3,005	3,005,000,000	812,162	5,455	5,455,000,000	1,474,324	7,905	7,905,000,000	2,136,486
107	Kwania	37,400	9,350	20%	580	580,000,000	156,757	3,030	3,030,000,000	818,919	5,480	5,480,000,000	1,481,081	7,930	7,930,000,000	2,143,243
108	Otuke	37,000	9,250	20%	600	600,000,000	162,162	3,050	3,050,000,000	824,324	5,500	5,500,000,000	1,486,486	7,950	7,950,000,000	2,148,649
109	Kibaale	35,400	8,850	20%	463	462,500,000	125,000	2,695	2,695,000,000	728,378	4,928	4,927,500,000	1,331,757	7,160	7,160,000,000	1,935,135
110	Amolatar	34,600	8,650	20%	503	502,500,000	135,811	2,735	2,735,000,000	739,189	4,968	4,967,500,000	1,342,568	7,200	7,200,000,000	1,945,946
111	Lamwo	34,400	8,600	20%	513	512,500,000	138,514	2,745	2,745,000,000	741,892	4,978	4,977,500,000	1,345,270	7,210	7,210,000,000	1,948,649
112	Butebo	34,300	8,575	20%	518	517,500,000	139,865	2,750	2,750,000,000	743,243	4,983	4,982,500,000	1,346,622	7,215	7,215,000,000	1,950,000
113	Katakwi	33,900	8,475	20%	538	537,500,000	145,270	2,770	2,770,000,000	748,649	5,003	5,002,500,000	1,352,027	7,235	7,235,000,000	1,955,405
114	Alebtong	33,800	8,450	20%	543	542,500,000	146,622	2,775	2,775,000,000	750,000	5,008	5,007,500,000	1,353,378	7,240	7,240,000,000	1,956,757
115	Bukwo	32,200	8,050	20%	415	415,000,000	112,162	2,440	2,440,000,000	659,459	4,465	4,465,000,000	1,206,757	6,490	6,490,000,000	1,754,054
116	Amuria	31,500	7,875	15%	844	843,750,000	228,041	2,869	2,868,750,000	775,338	4,894	4,893,750,000	1,322,635	6,919	6,918,750,000	1,869,932
117	Lira	31,400	7,850	15%	848	847,500,000	229,054	2,873	2,872,500,000	776,351	4,898	4,897,500,000	1,323,649	6,923	6,922,500,000	1,870,946
118	Ntoroko	29,800	7,450	15%	908	907,500,000	245,270	2,933	2,932,500,000	792,568	4,958	4,957,500,000	1,339,865	6,983	6,982,500,000	1,887,162
119	Kalaki	28,100	7,025	15%	774	773,750,000	209,122	2,601	2,601,250,000	703,041	4,429	4,428,750,000	1,196,959	6,256	6,256,250,000	1,690,878
120	Bulambuli	28,000	7,000	15%	778	777,500,000	210,135	2,605	2,605,000,000	704,054	4,433	4,432,500,000	1,197,973	6,260	6,260,000,000	1,691,892
121	Madi Okollo	26,800	6,700	15%	823	822,500,000	222,297	2,650	2,650,000,000	716,216	4,478	4,477,500,000	1,210,135	6,305	6,305,000,000	1,704,054
122	Gomba	26,500	6,625	15%	834	833,750,000	225,338	2,661	2,661,250,000	719,257	4,489	4,488,750,000	1,213,176	6,316	6,316,250,000	1,707,095
123	Kapelebyong	26,400	6,600	15%	838	837,500,000	226,351	2,665	2,665,000,000	720,270	4,493	4,492,500,000	1,214,189	6,320	6,320,000,000	1,708,108
124	Moyo	26,200	6,550	15%	658	657,500,000	177,703	2,298	2,297,500,000	620,946	3,938	3,937,500,000	1,064,189	5,578	5,577,500,000	1,507,432
125	Napak	25,400	6,350	15%	688	687,500,000	185,811	2,328	2,327,500,000	629,054	3,968	3,967,500,000	1,072,297	5,608	5,607,500,000	1,515,541
126	Lyantonde	24,100	6,025	15%	736	736,250,000	198,986	2,376	2,376,250,000	642,230	4,016	4,016,250,000	1,085,473	5,656	5,656,250,000	1,528,716

124	Moyo	26,200	6,550	15%	658	657,500,000	177,703	2,298	2,297,500,000	620,946	3,938	3,937,500,000	1,064,189	5,578	5,577,500,000	1,507,432
125	Napak	25,400	6,350	15%	688	687,500,000	185,811	2,328	2,327,500,000	629,054	3,968	3,967,500,000	1,072,297	5,608	5,607,500,000	1,515,541
126	Lyantonde	24,100	6,025	15%	736	736,250,000	198,986	2,376	2,376,250,000	642,230	4,016	4,016,250,000	1,085,473	5,656	5,656,250,000	1,528,716
127	Moroto	23,400	5,850	15%	585	585,000,000	158,108	2,048	2,047,500,000	553,378	3,510	3,510,000,000	948,649	4,973	4,972,500,000	1,343,919
128	Kaabong	23,100	5,775	15%	596	596,250,000	161,149	2,059	2,058,750,000	556,419	3,521	3,521,250,000	951,689	4,984	4,983,750,000	1,346,959
129	Amudat	22,500	5,625	15%	619	618,750,000	167,230	2,081	2,081,250,000	562,500	3,544	3,543,750,000	957,770	5,006	5,006,250,000	1,353,041
130	Kaberamaido	21,200	5,300	15%	668	667,500,000	180,405	2,130	2,130,000,000	575,676	3,593	3,592,500,000	970,946	5,055	5,055,000,000	1,366,216
131	Rubirizi	20,900	5,225	10%	940	940,000,000	254,054	2,403	2,402,500,000	649,324	3,865	3,865,000,000	1,044,595	5,328	5,327,500,000	1,439,865
132	Karenga	20,300	5,075	10%	789	788,750,000	213,176	2,085	2,085,000,000	563,514	3,381	3,381,250,000	913,851	4,678	4,677,500,000	1,264,189
133	Hoima	19,700	4,925	10%	804	803,750,000	217,230	2,100	2,100,000,000	567,568	3,396	3,396,250,000	917,905	4,693	4,692,500,000	1,268,243
134	Buhweju	18,200	4,550	10%	684	683,750,000	184,797	1,823	1,822,500,000	492,568	2,961	2,961,250,000	800,338	4,100	4,100,000,000	1,108,108
135	Terego	17,700	4,425	10%	696	696,250,000	188,176	1,835	1,835,000,000	495,946	2,974	2,973,750,000	803,716	4,113	4,112,500,000	1,111,486
136	Rukiga	16,600	4,150	10%	724	723,750,000	195,608	1,863	1,862,500,000	503,378	3,001	3,001,250,000	811,149	4,140	4,140,000,000	1,118,919
137	Mbale	16,300	4,075	10%	731	731,250,000	197,635	1,870	1,870,000,000	505,405	3,009	3,008,750,000	813,176	4,148	4,147,500,000	1,120,946
138	Kween	11,500	2,875	5%	585	585,000,000	158,108	1,314	1,313,750,000	355,068	2,043	2,042,500,000	552,027	2,771	2,771,250,000	748,986
139	Ssembabule	11,400	2,850	5%	586	586,250,000	158,446	1,315	1,315,000,000	355,405	2,044	2,043,750,000	552,365	2,773	2,772,500,000	749,324
		18,085,600	**4,521,400**	**22%**	**54,583**	**54,582,500,000**	**14,752,027**	**916,231**	**916,231,250,000**	**247,630,068**	**2,023,240**	**2,023,240,000,000**	**546,821,622**	**3,175,391**	**3,175,391,250,000**	**858,213,851**

Annex G: Entebbe SFD



Source: WaterAid Uganda. (2022). Draft Water Sanitation and Hygiene (Wash) Investment Plans for Entebbe Municipality

Appendices

Appendix A: Pilot study – targeted incentives for safer urban sanitation in Anaka, Uganda

1. Objectives of the financial incentive mechanism

The primary objective of the financial incentive in the Anaka was to ensure safe sanitation by improving the substructure of toilets. This was achieved through lining toilet substructures with well-burnt clay bricks, addressing previous structural issues such as cracking, flooding, and maintenance problems. The main aim was to encourage the development of long-term sanitation infrastructure that is both durable and easy to maintain. The ultimate goal was to promote the use of drainable toilets, ensuring a supply of faecal input for the treatment plant in Gulu and the proposed treatment plant within the cluster.

2. Funding sources for the incentive mechanism

The incentive mechanism was funded through a combination of external support and household contributions. GIZ provided a fixed incentive of UGX 919,500 (approximately USD 248) per toilet to cover part of the substructure cost. Households were responsible for the remainder of the construction expenses, contributing around 60% to 67% of the total cost. The average household investment for single stance was UGX 1,401,350 (USD 379, 60% of total), double stance UGX 1,873,714 (USD 506, 67% of total), for all UGX 1,595,853 (431 USD, 63% of total). This was mainly financed through earnings from farming, savings, and loans from Village Savings and Loans Associations (VSLAs). Some households, however, faced financial difficulties, often running out of money before completing construction.

3. Legal and institutional frameworks

The program was implemented within a legal and institutional framework that involved the local government – Anaka Town Council (particularly the sanitation task force), Ministry of Water and Environment's Water and Sanitation Development Facility North (WSDF-N) and Northern Umbrella of Water and Sanitation (NUWS), and GIZ. These institutions were responsible for overseeing construction, monitoring progress, and ensuring that all technical standards were met. Local authorities supervised the implementation process and ensured that contractors adhered to agreed-upon standards, while GIZ provided the financial and technical support necessary for the program's success.

4. Selection criteria for incentive recipients

Incentive recipients were selected based on their readiness and ability to contribute labour and materials to the project. Households had to show they could dig pits, contribute some construction materials, and agree on the superstructure cost with the contractors. The selection process also considered the financial ability of households, ensuring that those who could meet their share of the costs were prioritised. Out of 90 expressions of interest, 32 households and 3 public places were chosen to receive the incentive.

5. Target groups for the incentive

The incentive targeted households from low-income segments, particularly those in the bottom two wealth quintiles, with 47% of the beneficiaries coming from these groups. It was aimed at families who either lacked adequate sanitation or were using unlined toilets prone to collapse and other issues. The program also extended to moderately wealthy households (16% from the fifth quintile), who sought to upgrade their sanitation infrastructure. Additionally, three public places were included in the incentive.

6. Types and amounts of incentives

The program provided a standardised incentive of 919,500 UGX per toilet, which covered approximately 40% of the total cost. The remaining 60% to 67% was contributed by the households, depending on whether they opted for single or double stance toilets. Households that chose to upgrade beyond the standard models (e.g., by adding bathing shelters or extra stances) were responsible for any additional costs. This approach encouraged a sense of ownership and investment in the long-term sustainability of the sanitation facilities.

7. Creating demand for the incentive

Demand for the incentive was generated through community outreach and mobilisation efforts. While 42% of households reported being visited by sanitation task force members or government officials, others learned about the program through community meetings, neighbours, or contractors. The program capitalised on word-of-mouth and the visible improvements in sanitation infrastructure to drive interest. Households were motivated by the financial savings, the opportunity to upgrade their toilets, and the long-term durability offered by the lined toilet substructures.

8. Regulation and technical standards

The construction process adhered to strict regulatory and technical standards to ensure the quality and longevity of the sanitation facilities. Most households constructed single stance toilets, though some opted for modifications, such as adding stances or bathing shelters. Households were also encouraged to plan for future upgrades, such as converting toilets to septic tanks. The Town council and sanitation task force regularly inspected construction sites and verified the materials used, ensuring compliance with the program's technical standards.

9. Scalability strategies

To enhance the scalability of the incentive mechanism, the program explored various approaches, including aligning with results-based financing. In the second phase it is proposed that partnerships are made with local banks or microfinance institutions. This will further facilitate household contributions through instalment payments or savings schemes. Reducing pit sizes was considered to lower costs and improve scalability, while the local contractor model empowered communities by engaging local businesses in demand creation and project implementation. Enhanced community sensitisation was considered crucial for scaling the program to other regions.

10. Monitoring and evaluation mechanisms

The program employed a robust monitoring and evaluation framework, which included site supervision by local town councils and GIZ. Joint monitoring efforts were conducted with households, contractors, WSDF-N and NUWS to ensure compliance with the construction standards. The program also involved verification surveys and evaluation interviews to assess the overall impact of the incentive and gather feedback for improving future implementations. This monitoring ensured accountability and provided data for refining the incentive model.

11. Timing and sustainable exit strategy

A clear exit strategy was incorporated to ensure the program's sustainability after the incentive period. Most respondents indicated they would need to empty their toilets within three to five years, and while many were willing to pay for these services, 79% were unaware of the potential costs. The program emphasised educating households on toilet maintenance, emptying, and upgrades after the incentive ended. Timing the incentive promotion during

harvest seasons is considered to help ensure that households have sufficient funds, while clear communication of the incentive's temporary nature helps set realistic expectations.

Appendix B: Case study – Enhancing sanitation in Kenya through UBSUP Programme

Introduction

This case study explores the impactful Up scaling Basic Sanitation for the Urban Poor (UBSUP) programme in Kenya. UBSUP is a country-wide intervention spearheaded by the Water Sector Trust Fund, with technical support from GIZ and funding from the Bill and Melinda Gates Foundation and the German Government through the German Development Bank (KfW). The programme collaborates with licensed Water Services Providers (WSP/utilities) and encompasses the entire sanitation service chain. UBSUP's initiatives include promoting improved household toilets, engaging the private sector in waste collection, and implementing Decentralised Treatment Facilities (DTF) for safe waste disposal. In the phase spanning from 2011 to 2018, UBSUP aimed to provide sustainable sanitation for over 400,000 people.

1. Creating demand for household toilets

The UBSUP, in collaboration with licensed Water Services Providers (WSPs/utilities), initiated a call for proposals and secured funding. To stimulate demand for household toilets, a comprehensive social marketing and branding strategy were implemented. Key components of this approach included:

- **Community engagement**: Collaborating with local communities through awareness campaigns and educational programs.
- **Behaviour Change Communication**: Emphasising the significance of safely managed sanitation, hygiene, and health.
- **Building Trust:** Forging partnerships with local authorities and influencers to instil trust in sanitation solutions.

2. Promoting toilet construction

In a bid to encourage the construction of household toilets, UBSUP introduced standardised toilet options. Households were given the freedom to choose from these options, and upon successful construction adhering to specified standards, they received financial incentives. Noteworthy elements encompassed:

- **Standardised designs**: Offering pre-approved, affordable, and easily constructed toilet designs.
- **Financial incentives**: Providing financial rewards to offset a portion of construction expenses.
- **Compliance assurance**: Ensuring that constructed toilets met sanitation standards and regulatory requirements.

3. Partnering with the private sector

UBSUP recognised the potential of the private sector, specifically private vacuum tanker operators, in enhancing waste collection and transport services. This strategic partnership unlocked new business opportunities linked to the burgeoning demand for sanitation services. Key aspects included:

- **Registration and training**: Registering private vacuum tanker operators and providing them with training on safe and efficient waste collection.
- **Service expansion**: Widening the availability of collection services in regions with newly constructed toilets.
- **Economic empowerment**: Fostering entrepreneurship and small business growth in the sanitation sector.

4. Establishing a Decentralised Treatment Facility (DTF):

In situations where existing treatment facilities were absent, UBSUP took the initiative to support the construction of Decentralised Treatment Facilities (DTFs). These DTFs employed environmentally friendly physical and biological treatment methods, obviating the need for electricity or chemical additives. Salient features encompassed:

- **Sustainable Solutions**: Implementing eco-friendly treatment approaches.
- **Capacity**: Designing DTFs capable of handling up to 22m³ of faecal sludge daily.
- **Hygiene Enhancement**: Ensuring secure disposal and treatment of waste to avert contamination risks.

5. Monitoring and evaluation

The UBSUP developed customised information systems and processes to monitor the effectiveness of their interventions. These systems allowed the program and other stakeholders to prioritise, implement, and assess sanitation initiatives. Core components included:

- **Data collection**: Gathering data on sanitation access, behaviour change, and project impact.
- **Feedback mechanisms**: Incorporating feedback from communities and stakeholders to adapt and optimise strategies.
- **Continuous improvement**: Using data-driven insights to refine sanitation programs and allocate resources efficiently.

The UBSUP has emerged as a beacon of success in addressing sanitation challenges in urban low-income areas of Kenya. By employing a holistic approach that covers demand creation, construction promotion, private sector engagement, treatment facilities, and robust monitoring, UBSUP has made substantial progress toward enhancing sanitation and public health. This case study serves as a testament to the effectiveness of innovative and collaborative solutions in addressing pressing sanitation issues in emerging economies.

Source: Dubois, A. (2017). *Case study of sustainable sanitation projects Up-scaling Basic Sanitation for the Urban Poor (UBSUP) in Kenya*. *August 2017*. https://www.susana.org/_resources/documents/default/3-2861-7-1505304698.pdf