

# Solution Brief 1

## MARKET STEWARDSHIP AND FACILITATION

In 2018 Mann Global Health drafted a report outlining “Challenges and recommendations for reaching ‘Fast-Track’ targets for condom use”. This brief is one of four that flesh out specific recommendations made in that report, serving as a resource for donors, governments and implementing partners to identify and design opportunities to support in-country stewardship of condom programming.

### WHAT IT IS & WHY IT IS NEEDED.

Stewardship is an essential part of a Total Market Approach (TMA), and is necessary for any condom program to sustainably increase use. Adoption of a TMA requires many actors to work in a coordinated and coherent manner under the leadership of a market steward, who drives a vision for condom program success, and a strategy to achieve that vision. With a shifting funding climate and need for more precise targeting of subsidy to key and priority populations, stewardship is more important than ever.

### GOVERNMENTS AS STEWARDS.

Governments should own the stewardship role, led by an appointed agency that has the mandate and responsibility to oversee condom strategy development. That includes developing a vision for a healthy, sustainable market and supporting activities to achieve that vision. This agency will also provide the convening authority required to work with stakeholders, and responsibility for overseeing quality condom programming. The market steward role is frequently overseen by the department driving HIV prevention interventions in the Ministry of Health, but is sometimes covered by the multi-sectoral AIDS coordinating agency in the country. A condom focal point nested within the responsible agency will take a leading role on managing government efforts.

“Consistently weak market stewardship functions in priority countries continue to impede progress – including developing a vision for the total market; gathering, disseminating, and applying market intelligence for decision-making; and monitoring demand generation activities and distribution to ensure coverage of at-risk groups.”

– *Insight #6 from the “Challenges and recommendations for reaching ‘Fast-Track’ targets for condom use” by MGH.*

### WHY MARKET FACILITATION?

Mann Global Health assessed multiple condom programs in sub-Saharan Africa and found many markets suffered from insufficient stewardship. Market facilitators can be identified and empowered by the government to strengthen its stewardship by supporting some of the market functions important for strong stewardship. A market facilitator must always work in support of government-led program stewardship – it is a capacity-building and technical role, and is not meant to replace the government’s responsibility to lead on overall condom programming. Designated market facilitators bring global best practice, analysis, and technical knowledge in support of national leadership. Market facilitators build the capacity of national counterparts while they help coordinate players in the market, and ensure that donor subsidy benefits all market actors. Facilitators work across sectors, and focus interventions to address failing *market functions*.

### WHAT’S THE ROLE OF A MARKET FACILITATOR?

The key roles of a market facilitator are:<sup>1</sup>

- Analyst – bringing together data, information and insights to make sense of market and behavioral trends and opportunities.

<sup>1</sup>Drawn from *Being a Market Facilitator – A Guide to Staff Roles and Capacities*, USAID microreport #172.

- Communicator – sharing information and data, and coordinating activities among diverse partners.
- Relationship Builder – bringing market actors and their relative strengths together to work toward a vision of a healthy market.
- Coach & Innovator – working with market actors to design and implement new approaches to sustainable development.

### WHO IS BEST POSITIONED TO PLAY THE ROLE OF FACILITATOR?

Independent market facilitators, which can include individuals or organizations, don't actively play a specific role in the value chain (such as managing a brand that is commercially available for sale). A clear mandate and scope of work, as well as a long-term effort that ideally extends to five plus years for sustained engagement, are important success factors. A few examples of independent facilitators include:

- In Kenya, Palladium's DfID-funded Enabling Sustainable Health Equity (ESHE) project was mandated to support the government with the design and rollout of a comprehensive TMA strategy for family planning. The project supported government stewardship, led development of interventions addressing weak market functions, and supported stakeholder engagement for TMA.
- In Tanzania, USAID has engaged Abt Associates' SHOPS Plus project to support the implementation of a TMA for condoms and reproductive health commodities in collaboration with key stakeholders.
- The Clinton Health Access Initiative has deployed a successful model of embedding individuals within a government, leveraging existing staff and teams through targeted technical support, particularly in support of malaria programs in countries such as Cambodia.

In some instances, a designated condom champion that also plays a central role in the market – such as a social marketer – can also play the role of facilitator. In such cases the facilitator should be mindful of the possible tension created by acting in the market, such as through managing a brand, and coordinating the work of others that may view their role as competitor.

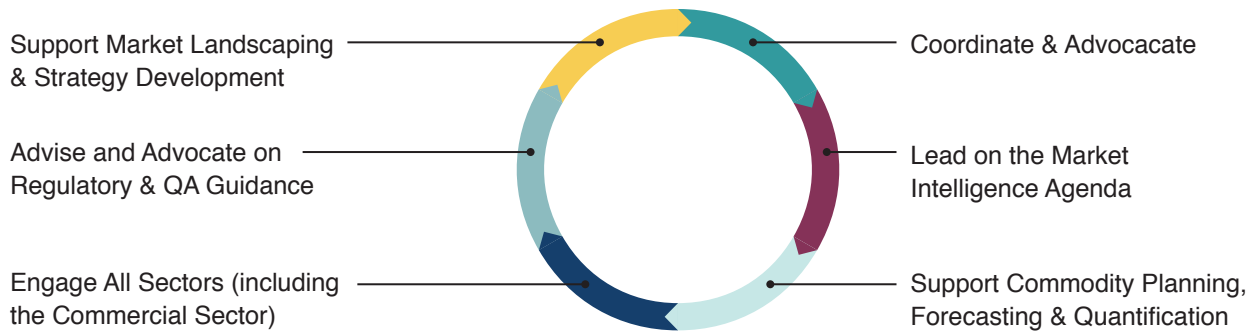
### WHAT IT LOOKS LIKE – FACILITATION ELEMENTS.

The activities that drive a market facilitator's work should be driven by comprehensive **market assessments**, or landscaping, which identify program weaknesses and failing market functions. The "Condom Program Pathway" (CPP) framework for understanding the performance of condom markets introduced in the MGH report *"Challenges and recommendations for reaching 'Fast-Track' targets for condom use"* identifies functions that are essential for "healthy" high-performing condom markets to deliver sustained high levels of condom use with decreasing dependence on donor subsidy.

### SEE FIGURE 16. The Condom Program Pathway



Facilitators can work with stakeholders under government leadership to develop a vision for a healthy condom market, outline a total market strategic framework, and collaboratively work to design interventions focusing on activities that address underlying root causes of key market failures. Building the capacity of the national condom program is a key element of this work. Key elements that could drive a facilitation agenda are outlined in the graphic below, with function-specific activities illustrated. It is important to note a facilitator's role will be driven by the specific priorities identified in each condom market.



\*Please note that the possible functions are interlined and are not necessarily sequential.

### Coordinate & Advocate:

- Oversee and coordinate interventions addressing prioritized market failures.
- Advocate within governments and to donors for domestic commitments for condom programming, and medium- to long-term commodity security; make the case for sustainable condom markets, and the need to target resources; and address identified policy and regulatory barriers (such as taxation, registration, testing, etc.).
- Advocate for financing to support under-funded interventions.
- Address national policy barriers for target populations, enlisting the support of CBOs/NGOs.
- Strengthen condom working groups or equivalents – ensuring that the right players convene regularly, and that engagement focuses on activities that are prioritized in strategies.
- Facilitate the sharing of key information, strategies, and coordinated activities; coordinate market intelligence efforts with all market actors and stakeholders, regularly updating the market landscape to identify market weaknesses and progress on priorities.

### Lead on the Market Intelligence Agenda:

(See *Solution Brief #2 for an outline of approaches to support this agenda*)

- Identify and prioritize information gaps impeding the project.
- Coordinate data collection, analysis, management, quality, dissemination and application in the development of strategies and activities supporting sustainable condom use. Wide and transparent dissemination of information for evidence-based decision-making to translate market intelligence to informed decisions.
- Develop and regularly manage progress against TMA indicators while tracking overall market “health”.
- Engage all market actors in cost-sharing for market information, through a collective impact agenda.
- Improve an overall understanding of the impact of how funding and subsidy is used: collect information by % commodities supported by funding source, % reliance on subsidy, and social marketing cost-recovery.
- Improve tracking of condom use; track need, distribution and consumption analysis using UNAIDS fast-track tool; track trends in condom use by key and vulnerable populations, including condom use by youth and condom use by wealth quintile and geography.
- Improve monitoring of free condom distribution through health facilities, community distribution, and other distribution points, to track effectiveness of targeting.

### Support Commodity Planning, Forecasting & Quantification:

- Support forecasting and quantification efforts to adhere to the vision of a sustainable market. Factor in the contributions of public, social marketing and commercial actors. Recommend ways to improve market segmentation strategies. Monitor external and domestic procurement. Develop distribution plans in line with strategy.
- Map current and required funding to support the strategic framework. Review all funding requests (e.g., Global Fund) or procurement plans for condom programming (e.g., USAID, UNFPA) to align with strategic framework and prioritized activities.

**Advise and Advocate on Regulatory Issues and QA Guidance:**

- Support efforts that ensure a level and transparent regulatory playing field for product registration & importation. Develop strategies to identify and reduce the friction of registering, importing, and marketing quality condoms, and support efforts to reduce the costs of importing and marketing condoms, including registration costs, VAT, and duties on condoms.
- Update importers, distributors and manufacturers about evolving regulatory requirements and processes.
- Support efforts to incorporate international best practices around quality assurance, including acceptance of qualified pre-shipment quality testing.

**Engage All Sectors (Including the Commercial Sector):**

- Share market information with commercial actors, and identify investment opportunities for commercial brands.
- Identify barriers faced by commercial actors, and mobilize resources and support to remove those barriers and increase commercial investment in the market.
- Ensure investments in condom markets have the potential to benefit all sectors and actors in the market, including commercial actors.
- Champion the role of commercial actors in condom strategy development and rollout.