

Mid-term Evaluation SNV programme 2007–2015

**In-depth study of SNV's support to Water,
Sanitation and Hygiene (WaSH) in Benin**

Final report Ace Europe November 2013

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The present report is part of a series of four in-depth studies that have been conducted under the responsibility of ACE Europe, commissioned by IOB. The four in-depth studies are part of the IOB mid-term evaluation SNV programme 2007-2015.

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Preface

This evaluation exercise kept the WaSH management and team SNV-Benin busy for several months. Their availability and openness enabled the evaluators to better understand this ambitious but also complex programme.

The involvement of the different partners at the national level, but above all in the 14 surveyed communes, was both an indicator of their fluid collaboration with SNV – a key factor for the success of our mission – and an incentive to remain alert in the discussions and interpretation of the information.

Above all, however, the critical and constructive exchanges, always with a hint of humour so typical of the Beninese, prompted us to deepen, review, motivate and recheck our analyses.

We are also indebted to Max Adjinacou-Gnahoui and Roufaï Boni for compiling and processing the massive amount of data collected in the villages and communes.

Stef Lambrecht, Mechelen, Belgium
August 2013



Acronyms and abbreviations

5CC	5 Core Capabilities
ACEP	Association des Consommateurs d'Eau Potable /Association of Water Users
ACP	African, Caribbean and Pacific group of states
AEV	Adduction d'Eau Villageoise/Village Water Supply System
ALCRER	Association de Lutte Contre le Racisme, l'Ethnocentrisme et le Régionalisme/Association for the Fight against Racism, Ethnocentrism and Regionalism
ANCB	Association Nationale des Communes du Bénin/National Association of Communes of Benin
AR	Artisan Réparateur/Repair Craftsman
BASE	Basic Services
BE	Bureau d'Etudes/Consultancy Company
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung/Federal Ministry for Economic Cooperation and Development
BPO	Budget Programme par Objectif/Programme Budget per Objective
CD	Capacity Development
CEFAL	Centre de Formation pour l'Administration Locale/Training Centre for Local Governments
CEG	Collège d'Enseignement Général/School for General Education
CEMOS	Cadre d'Entretien et de Maintenance des Ouvrages Simples/Framework for Maintenance and Repair of Simple Water Facilities
CFA	Franc de la Communauté Financière Africaine (€1 = CFA 655.957)/Franc of the African Financial Community
CGPE	Comité de Gestion de Point d'Eau/Water Point Management Committee
CLTS	Community-Led Total Sanitation
CPC	Cellule pour la Participation Citoyenne/Cell for Citizen's Participation
CST	Chef du Service Technique/Chief of Technical Service
DA	Domestic Accountability project
DAO	Dossier d'Appel d'Offres /Tender Folder
DAT	Délégué à l'Aménagement du Territoire/Delegate for Territorial Development
DGEau	Direction Générale de l'Eau/Directorate-General for Water
DGIS	Directoraat Generaal Internationale Samenwerking / Directorate-General for Development Cooperation (the Netherlands)
DNSP	Direction Nationale de la Santé Publique/Directorate-National for Public Health
EDP	Espace de Développement Partagé/ Shared Development Territories
EPCI	Etablissement Public de Coopération Intercommunale/Public Institution for Inter-Municipal Cooperation
EPE	Equivalent Point d'Eau/Equivalent Water Point
EPP	Ecole Primaire Publique/Public Primary School
EU	European Union
FADEC	Fonds d'Appui au Développement des Communes/Support Fund for Communal Development
FPM	Forage équipé de Pompe à Motricité humaine /Borehole equipped with Handpump Drill equipped with human motor pump
GIC	Groupement Intercommunal des Collines/Intermunicipal Group of the Collines region
GIZ	Gesellschaft für Internationale Zusammenarbeit /German Agency for International Cooperation

GSEA	Groupe Sectoriel Eau et Assainissement/Sector Group for Water and Sanitation
HAADI	Hydraulique et Assainissement en Appui au Développement Institutionnel/Water and Sanitation Support for Institutional Development
HARMO	Harmonization, Alignment, Results-oriented, Mutual accountability, Ownership
HIV/Aids	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
IDB	integrated database
IOB	Policy and Operations Evaluation Department, Netherlands Ministry of Foreign Affairs
IWRM	Integrated Water Resources Management
LCB	Local Capacity Builder
LCDF	Local Capacity Development Facility
MDG	Millennium Development Goal
MEE	Ministère de l’Energie et de l’Eau/Ministry for Energy and Water
MS	Ministère de la Santé/Ministry of Health
MSP	Multi-Stakeholder Process
NGO	Non-Governmental Organization
PADEAR	Programme d’Assistance au Développement du secteur de l’alimentation en Eau et de l’Assainissement en milieu Rural/Programme for Development Support in the Sector of Water Supply and Sanitation in Rural Areas
PAGIREL	Projet d’Appui à la Gestion Intégrée des Ressources en Eau au niveau Local/Project for Supporting Integral Water Ressources Managemen at Local Level
PC Eau	Plan Communal pour l’approvisionnement en Eau/Municipal Plan for Water Supply
PDC	Plan de développement communal / Municipal Development Plan
PDM	Partnership for the Development of Municipalities
PEP	Programme Eau Potable/Drinking Water Programme
PHA	Promotion de l’Hygiène et l’Assainissement/Hygiene and Sanitation Promotion
PHAC	Plan pour l’Hygiène et l’Assainissement de la Commune/Municipal Plan for Hygiene and Sanitation
PHAST	Participatory Hygiene and Sanitation Transformation
PIE	Production, Income and Employment
PIEPHA-C	Projet Intercommunal pour l’accès durable à l’Eau Potable et aux systèmes améliorés d’Hygiène et d’Assainissement dans les Collines/Inter-Communal Project for Sustainable Access to Drinking Water and for Improved Hygiene and Sanitation Systems in the Collines region
PNE	Partenariat National de l’Eau / National Water Partnership
PPD	Primary Process Day
PPEA	Programme Pluriannuel Eau et Assainissement / Multi-annual Water and Sanitation Programme
PRODECOM	Programme d’Appui au Démarrage des Communes/Support Programme for the set-up and start of Municipalities
SEau	Service départemental de l’Eau/Departmental Water Service
SHAB	Service d’Hygiène et d’Assainissement de Base / Basic Hygiene and Sanitation Service
SIS	Social Intermediation Structure
SONEB	Société Nationale des Eaux du Bénin / National Water Society of Benin
STeFi	Suivi Technique et Financier/Technical and Financial Monitoring
TFF	Technical and Financial File
TFP	Technical and Financial Partners
ToR	Terms of Reference



UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VNG	Vereniging van Nederlandse Gemeenten / Association of Dutch Municipalities
WASH	Water, Sanitation and Hygiene
WCA	West and Central Africa
WSA	Water and Sanitation for Africa
WSSH	Water Supply, Sanitation and Hygiene

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1 Introduction

¹ ACE Europe has been commissioned to execute the four in-depth studies as part of the SNV programme evaluation conducted by the Policy and Operations Evaluation Department (IOB) of the Netherlands Ministry of Foreign Affairs. This report concerns the evaluation of SNV's support to the water, sanitation and hygiene sector in Benin that was carried out between June 2012 and May 2013.

1.1 OBJECTIVES OF THE EVALUATION

- ² The general object of this evaluation is the subsidy the Netherlands Ministry of Foreign Affairs provides to SNV for the implementation of its programme 2007–2015. More specifically the object of the evaluation is the subsidy provided during the period 2007–2011, since the original subsidy agreement was drastically revised as of 1 January 2012 and replaced by an adapted agreement.
- ³ The original agreement called for an external independent evaluation in 2011. IOB is responsible for this evaluation. The evaluation is based on SNV's original subsidy application and how it unfolded in subsequent strategic plans (2008–2009 and 2010–2012). The evaluation is intended to inform SNV's strategy and shed light on how well the programme is being implemented, how well SNV is performing and how effective SNV's support is.
- ⁴ The evaluation has two purposes. First, to give account for the subsidy received by SNV, and second, to learn from the experiences gained during the programme's implementation.
- ⁵ The evaluation examined a sample of 12 SNV programmes, selected after an evaluability study conducted in 2011. The focus is on three sectors in which SNV will continue to work: agriculture, water, sanitation and hygiene (WASH) and renewable energy. Of these 12 programmes, eight are assessed based on a document study, and four will be subject of an in-depth study that will contribute to the final evaluation report drafted by IOB. This report presents the findings of an in-depth study of one programme – SNV's support to the WaSH sector in Benin.
- ⁶ According to the ToR, the in-depth studies have to shed light on SNV's **way of working** and **effectiveness**¹ in terms of: 1) capacity development of its clients, 2) the related quantitative and qualitative changes in the outputs of those clients, and 3) the changes in poor people's access to services and products, and how this was affected by the outputs of SNV's clients. The evaluation also measures **efficiency** but only in terms of SNV's output–input ratio, and assesses the costs of SNV's services in relation to the results achieved regarding their clients' capacity development and outputs.

¹ Effectiveness will not be studied at the impact level (e.g. changes in the socioeconomic status of the ultimate beneficiaries) in the four in-depth studies as this will require efforts beyond the scope of this evaluation. Information on impacts is thus only included as far as reliable information is available from earlier evaluations of SNV activities and relevant international research.

1.2 SUBJECT OF THE EVALUATION

- 7 The subject of the evaluation is SNV's subsidy application 2007–2015. Overall objective of this subsidy application is to contribute to poverty reduction. SNV is '*dedicated to a society where all people enjoy the freedom to pursue their own sustainable development*'. The core of SNV's strategy is to develop the social capacity of actors at various levels so they can take measures to reduce poverty themselves. SNV defines capacity as: '*The power of a human system (be it an individual, organization, network of actors, or a sector) to perform, sustain and renew itself in the face of real-life challenges. It is about empowerment AND impacts. They go together.*'
- 8 To achieve its overall objectives, SNV's strategy for 2007–2015 included the following central elements:
- *Meso-level organizations* are SNV's core clients because, according to SNV, they play a key role in reducing poverty in a sustainable manner and improving the living conditions of the poor. SNV provides its support through advisory, knowledge and facilitation services such as a round tables. As a rule, SNV does not provide financial support to its clients.
 - SNV emphasizes *impact orientation*. This implies that SNV's capacity development services are focused more sharply on specific sectors and subsectors. As a result, SNV's programme 2007–2015 was more concretely defined in terms of improved access to basic services (BASE), and increased productivity, income and employment (PIE) for the poor.
 - Another key element for SNV is *localization*. SNV is committed to providing capacity development services, but it is also committed to helping to improve the enabling environment for capacity development. This strategy is given shape through: a) subcontracting advisory work to local capacity builders (LCBs); b) creating local capacity development facilities (LCDFs) that seek to improve demand–supply–financing dynamics for local capacity development; and c) the professionalization of local capacity builders through cooperation, knowledge brokering/networking, learning and training events, in order to improve the quality and outreach of their services.
 - *Governance for empowerment* is a critical concept in all SNV's work. With this approach, SNV seeks a change in power relations that will expand the assets and capabilities of poor and marginalized people. Such an expansion would allow the poor to participate in, negotiate with, influence, control and hold accountable the institutions, policies, values, relations and processes that affect their lives.
 - SNV seeks to align its country programmes with national development strategies and agendas. It also aims to bridge the *micro–macro divide* that often hampers development efforts. SNV stimulates linkages between national, meso-level and local actors; supports the involvement of local actors in changing and shaping national development agendas; stimulates the generation, analysis and sharing of information on local realities; and fosters the development of implementation approaches at the field level. This is all done to ensure that micro-level realities are taken into account in the formulation of macro-level policies, and that 'macro-level promises' lead to concrete local results.
 - Among the range of capacity development services and products that SNV provides to clients, the facilitation of *multi-stakeholder engagement and processes* (MSPs) is often a central ingredient that is assumed to make other capacity development services and products effective. It actually appears to contain several advisory roles and approaches to

clients that are different in nature. These roles and approaches tend to evolve and change over time during such a process. Facilitating MSPs may involve and combine a number of elements including information brokering, deal making, convening, negotiation, conflict resolution, financial brokering, moderation, coaching and innovation. SNV's facilitation is assumed to improve the dynamics in a multi-actor client system that contributes to the production of targeted results. However, SNV never facilitates multi-stakeholder processes as though they were their own programmes; they facilitate them on the basis of emerging dynamics, collaboration and consensus in the domestic system.

- 9 In its 2007 policy framework, *Managing for Results 2007–2015*, SNV set out its results chain, which is organized into three different levels: outputs (services provided by SNV), outcomes (performance of clients as a proxy for changes in the clients' capacity and the policy environment) and impacts (changes at the level of poor people). During the evaluation process, IOB and SNV agreed on the results chain shown in Figure 1.

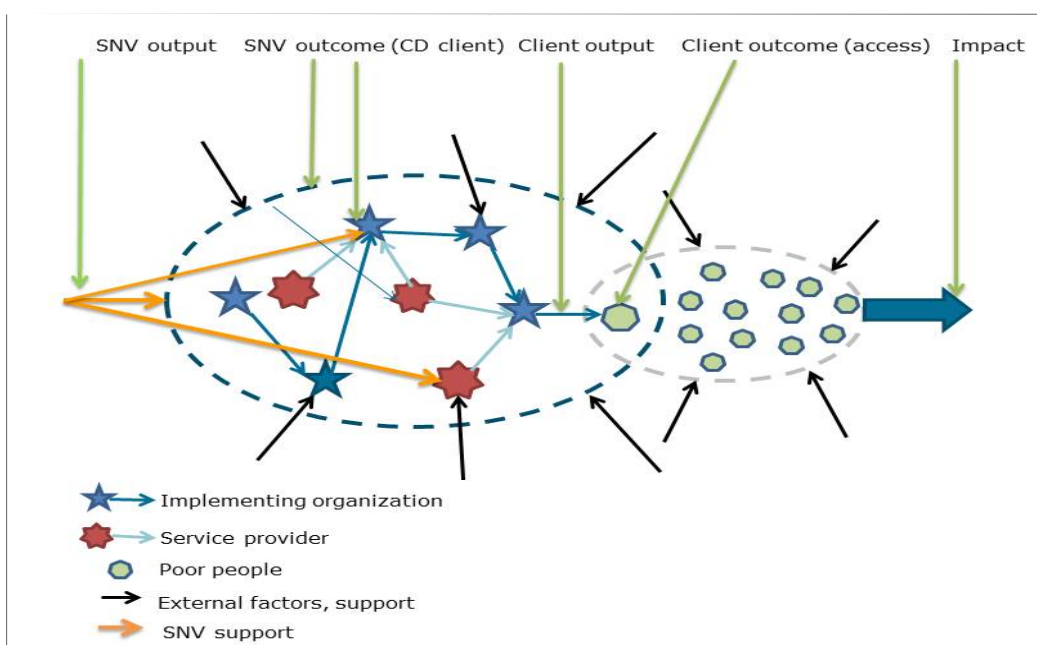


Figure 1. SNV's results chain.

- 10 Within the framework of capacity building, SNV chose to focus its support on two areas, organizational strengthening and institutional development. In order to provide demand-driven and client-centred services, in 2007 SNV categorized its ways of working into four *delivery channels*:
1. advisory services;
 2. knowledge brokering;
 3. advocacy; and
 4. local capacity development facilities.

The in-depth studies assessed in particular the quality, relevance and effectiveness of SNV's advisory services and knowledge brokering.²

1.3 STRUCTURE OF THIS REPORT

- ¹¹ The report starts with a brief description of the SNV programme (Chapter 2) and the effectiveness of the SNV programme is assessed (Chapter 3). First an overall description is presented of the (changed) capacity of the SNV clients. Following the requirements from the ToR, the analytical framework of 5 core capabilities is used where possible. Further is described how this changed capacity has contributed to changed outputs (in terms of service delivery by SNV clients) and to what extent this improved output has resulted in improved access of final beneficiaries to these services.
- ¹² Chapter 4 presents the assessment of SNV's way of working, focusing on: (i) identification of clients, (ii) assessment of capacity development support, (iii) description of the level of alignment and harmonization, (iv) assessment of the strategies and practices for upscaling and (v) of the strategy and practice of knowledge development.
- ¹³ Chapter 5 presents a quick scan of the various methods of capacity development implemented by the WaSH programme and an analysis of their effectiveness.
- ¹⁴ Chapter 6 deals with efficiency and breaks down in three parts: (i) a more quantitative analysis of the input–output ratio of SNV interventions; (ii) a qualitative assessment of the costs related to capacity development outputs; and (iii) the factors that had an influence on the level of effectiveness. Detailed quantitative information regarding efficiency can be found in the annexes.
- ¹⁵ Finally, Chapter 7 presents the main conclusions. Detailed information on the approach and methodology of the in-depth study can be found in Chapter 8.

² Advocacy is a very small activity for SNV and mostly effectuated at the macro level. LCDFs are implemented in partnership with other local and international actors and managed and governed outside the regular SNV organization.



2 The SNV programme in Benin

2.1 STRUCTURE OF THE PROGRAMME

- ¹⁶ SNV's drinking water and sanitation programme in Benin over the period 2007–2011 consisted of a series of projects implemented in partnership with or alongside other agencies, in which part of the personnel and operating costs were supported by a grant from the Netherlands Ministry of Foreign Affairs (DGIS).

Table 1. SNV-Benin's portfolio of water and sanitation projects.

Project	2007	2008	2009	2010	2011	Number of communes	Contribution core fund (EUR)
HAADI						9	306,565
PAGIREL						22	427,447
PEPAR						15	97,733
PPEA-C2						76	1,503,294
DA						3	186,650
PIEPHA-C						6	14,023
Others						8	184,163
TOTAL							2,719,874

- ¹⁷ In the HAADI (Water and Sanitation Support for Institutional Development) project, set up in 2002 in four communes in northern Benin, and extended to five communes in Mono-Couffo in 2004, SNV was initially responsible for implementation of the entire project, financed through PROTOS, a Belgian NGO. In 2007 SNV took up its role of providing training and support/advice to communes, and maintained this position in the PAGIREL and PEPAR projects, in support of the activities coordinated by PROTOS and Plan-Benin, respectively.
- ¹⁸ In the Multi-annual Water and Sanitation Programme (PPEA), SNV is responsible for component 2, the transfer of competencies and the development of communal project ownership (*maîtrise d'ouvrage communale*). The PPEA is a bilateral cooperation project between Benin and the Netherlands, implemented by the Beninese government, but with specific components delegated to SNV, and to the National Water Partnership (PNE Benin) for Integrated Water Resources Management. SNV's position is more that of a service provider, although the strategy and methods for implementing this component are in line with SNV's intervention logic.
- ¹⁹ The Domestic Accountability project was initiated and is cofinanced by the Netherlands Embassy and involved, in its test phase, the Association of Dutch Municipalities (VNG), PNE (for communication aspects) and two Beninese NGOs, Social Watch and ALCRER.

- ²⁰ PIEPHA-C is co-financed by the EU–ACP Water Facility with SNV as beneficiary of the subsidy, which therefore also has a management role in addition to its support/advice activities, notably in the area of (inter)communal project ownership.
- ²¹ The total budget of the projects in which SNV participates is EUR 20 million, or EUR 3.5–4 million per year for the period 2007–2011, which represents 15–20% of the effective expenditures of all technical and financial partners (TFPs) on water and sanitation in rural areas.
- ²² SNV-Benin’s WaSH programme is being implemented by a team of nine advisors, all Beninese nationals, with an associated consultant and nine LCBs. An international consultant was also part of the team until 2010. The WaSH programme accounts for approximately one-third of the staff and the primary process days (PPDs) of SNV-Benin, or an average of 2500 PPDs that are annually invested in the sector.

2.2 SCOPE OF THE STUDY

Within the projects, SNV’s responsibilities have changed over the years. The evaluation of SNV-Benin’s WaSH programme covered all projects or components where SNV acts or has acted as fund manager and/or implementing agency.

Table 2. SNV’s role in the various (sub)projects in Benin, 2007–2011.

Project	Total budget (EUR)	Portion implemented by SNV (2007-2011)	SNV’s responsibilities
HAADI	4,838,284	306,565	At the start: implementing agency for HAADI north and half of HAADI South. Since 2006–2007: partner of PROTOS, responsible for training in all communes
PAGIREL	4,838,099	427,447	Partner of PROTOS, responsible for training of communes
PEPAR	4,875,450	97,733	Partner of PLAN-Benin, responsible for training of communes
PPEA (C2)	4,399,450	3,974,036	Implementing agency for component 2 (C2) on behalf of DAT
DA		186,650	Coordination agency
PIEPHA-C	2,320,320	16,194	Responsible to the donor (EU), lead partner of the alliance with WSA and the <i>Groupement Intercommunal des Collines</i>
Other		185,687	Supplementary activities implemented by SNV with the core subsidy

2.3 INTERVENTION LOGIC

- ²³ Since 2007, SNV’s activities have focused on two main areas: access to basic services (BASE), and production, income and employment (PIE). Among the sectors selected for access to basic services, SNV-Benin chose to continue its activities in the drinking water supply, sanitation and hygiene (WaSH) sector. It should be noted that SNV has focused on WaSH in rural areas of Benin since the 1990s, and has made significant investments in ‘simple’ water points (large-diameter wells, boreholes with hand pumps) in the northern and south western departments.
- ²⁴ SNV-Benin’s intervention strategy for the WaSH sector, set out in September 2008, is fully aligned with national strategies in the field of water supplies for rural and peri-urban areas, in



the field of hygiene and sanitation, and with the Beninese policy of decentralization and deconcentration. SNV's has positioned itself at the macro and meso levels with interventions in two areas:

- facilitating the implementation and operationalization of a framework for the transfer of competencies and resources to the communes; and
- capacity development of all actors involved.

²⁵ Improving the governance of drinking water services is the main focus of activities and one of the objectives of the various projects and subprojects. Each project has its own logical framework, indicators, monitoring and reporting system.

²⁶ A chain of desired changes for the entire programme was defined in 2008, but it remains rather vague. During the evaluation exercise, the intervention logic was reconstructed with the aid of the consultants, based on the activities carried out and the expected outcomes and effects (see Table 3). The qualitative evaluation of SNV's intervention has been conducted based on this theory of change.

Table 3. SNV's theory of change.

	SNV's intervention logic 2008	Logic reconstructed in 2012
Outputs	<ul style="list-style-type: none"> • Coordination of consultation platform for transfer of competencies and resources, and support with operationalization • Capacity development of communes, NGO's for social intermediation (SIS) and decentralized services • Design of tools for communal project ownership • Creating relationships between actors at the meso level • Facilitating the integration of governance aspects at all levels 	<ul style="list-style-type: none"> • Capacity development (CD) of communes in project planning, ownership and management • CD of NGOs at the organizational level and in social intermediation • Training of SEau staff in advisory skills • Training of trainers on hygiene and sanitation (since 2010, in two departments) • CD of private operators and maintenance technicians • Installation of departmental consultation frameworks • Installation of ACEPs • Accountability mechanisms • Leadership training • Support for the emergence of intercommunal associations
Outcomes	<ul style="list-style-type: none"> • Mechanism for transferring competencies and resources is operational at MEE and MS • Prefectures, SEau and SHAB ready to support and advise communes • Process of professionalizing social intermediation NGOs implemented • Strengthened project ownership capacity of communes • Strengthened capacity for compliance with good governance principles 	<ul style="list-style-type: none"> • Transparency and better follow up in management of the water and sanitation infrastructure • Synergy in interventions of TFPs • Improved operation and maintenance of the water points • Improved SIS services • Communes have control over planning, implementation and management of water and sanitation infrastructure • Reduction in open defecation (since 2010, two departments) • More harmonious functioning of communal services • Resources for water and sanitation shared among communes (since 2010)
Effects	<ul style="list-style-type: none"> • Sustainable and equitable access to water 	<ul style="list-style-type: none"> • Sustainable and equitable access to water • Conditions in place for development and equity in hygiene and sanitation (since 2010)

Impacts	<ul style="list-style-type: none"> • Good health • Improved incomes for women • Improved education for girls 	
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²⁷ Note that a sectoral strategy for SNV corporate was defined in August 2011. It placed much more emphasis on hygiene and sanitation, on the functionality of water services and on the sharing of experiences within a knowledge management and advocacy approach. These three priorities have been progressively integrated into SNV-Benin's operations since 2010. The strategy is supported by a set of aggregated indicators at the corporate level and by national action plans for the period 2012–2015, in those countries where the sector has been defined as a priority sector.

2.4 CAPACITY DEVELOPMENT SERVICES

²⁸ SNV-Benin has developed relationships and services in the area of capacity development at four levels, each with its own specific objectives, methods and tools. At the first three levels, SNV-Benin has limited leeway in its choice of partners or clients. They are institutional actors in the sector, or local actors that have been assigned specific roles and responsibilities within geographic or administrative boundaries where SNV is present. These organizations and institutions typically have contacts with other actors that also contribute to the development of their capacities. The specific topics and the action timetable are defined primarily by the client/partner.

²⁹ SNV's three main capacity development strategies include (see Table 4):

- Training and advisory support. These functions are progressively being entrusted to LCBs at the communal and departmental levels, so that SNV's advisors can concentrate on providing support at the national level, training and follow-up for the LCBs, and exploring new areas such as Domestic Accountability (DA), communal maintenance and repair frameworks (CEMOS), etc.
- The development and promotion of tools. These include 11 training modules for the communes, an accountability guide, participation in the preparation of a template for communal plans in the field of water and in the field of sanitation, etc. These tools are developed with the support of LCBs, often in partnership with other TFPs. SNV's position as implementing agency of component 2 of the PPEA and its close collaboration with DAT and DG Eau (national directorates in charge of decentralization and of water supply) have contributed to the widespread use of these tools.
- Facilitating or participating in multi-actor dynamics at the communal, departmental and national levels. Support to intercommunal dynamics has been added since 2010. This strategy allows sharing of knowledge and resources, or promoting certain positions or ideas.



Table 4. SNV's methods of capacity development.

Partners involved	CD objectives	Methods
Partners at macro and meso levels <ul style="list-style-type: none"> • DAT, DG Eau, DNSP • TFP – GSEA 	<ul style="list-style-type: none"> • Facilitate the definition and operationalization of a framework for the transfer of competencies and resources • Knowledge sharing 	<ul style="list-style-type: none"> • Exchanges • Joint activities in the field of studies, development of guides or modules, advocacy, etc. • Specific training
Clients <ul style="list-style-type: none"> • 77 communes • 41 social intermediation NGOs • Operators and maintenance technicians • Hygiene agents • 12 SEau and six SHABS 	<ul style="list-style-type: none"> • Better control of their role in the water sector (and sanitation since 2010), in accordance with the sectoral strategies and the decentralization and deconcentration policy • Inclusion of good governance aspects 	<ul style="list-style-type: none"> • Baseline capacity analysis • Activities agreement based on topics selected by the clients (from a series of modules proposed by SNV) • Training provided by SNV advisors or LCBs • Equipment and support of communes for the exercise of project ownership tasks
Representatives of final beneficiaries <ul style="list-style-type: none"> • six ACEPs • three CPCs 	<ul style="list-style-type: none"> • Installation and operationalization of mechanisms of citizen participation 	<ul style="list-style-type: none"> • Support with installation • Training and support at start-up • Facilitating relationships with other local actors
LCBs <ul style="list-style-type: none"> • nine LCBs 	<ul style="list-style-type: none"> • Strengthen local CD services with the aim of improving their efficiency, quality and sustainability 	<ul style="list-style-type: none"> • MoUs, service contracts (cluster) and/or activity agreements (in the case of LCB clients)

2.5 STAKEHOLDERS

- ³⁰ SNV's WaSH team maintains privileged relationships with the DAT, the lead partner in the development of a framework for the transfer of competencies and resources to communes, and with DG Eau. SNV's involvement in sanitation is more recent and less intensive, even if water and sanitation are considered inseparable in the Assignment Agreements with communes. It should be noted that the institutional framework for sanitation is less specific in Benin.
- ³¹ Between 2007 and 2011 SNV formed strategic alliances, of variable intensity, with GIZ (division of labour for support to the communes and for training of SIS), WSA, PNE, Helvetas, PROTOS, Plan-Benin, VNG, Social Watch and ALCRER (partners in project implementation, joint development of tools, joint policy statement in the dialogue with the government and donors).
- ³² At the departmental and communal levels, SNV has contacts with all decentralized services, communes and SIS – a total of more than 140 institutions. More recently, other actors at the communal level have become involved, included private operators responsible for the operation and maintenance of drinking water systems, hygiene agents and community workers, and six embryonic intercommunal associations. The collaboration with these actors is focused on a limited number of communes (but not always the same ones) and the tangible effects of their activities over the period 2007–2011 are still tentative.

SNV's constellation of actors in the WaSH sector in Benin is presented in Annex 8.

2.6 PRELIMINARY COMMENTS

³³ Compared with SNV's previous commitments in the WaSH sector in Benin, two remarkable changes occurred over the period 2007–2011:

- In 2002 SNV adopted a community approach in the rural drinking water sector. With the HAADI projects, the communes became the centre of CD activities, while the departmental and national levels were addressed by an advocacy approach. In 2007, SNV migrated from a micro–meso to a macro–meso positioning, anchored within DAT, with very explicit partnerships with the national directorates of the sector, and national coverage.
- The period 2000–2006 was marked by a strong commitment to action research and the testing of innovations in limited areas. SNV's commitment to component 2 of the PPEA has resulted in an upscaling, a presence in all communes, but also to a more explicit alignment with the strategies, methods and priorities of national directorates.



3 Effectiveness

3.1 CAPACITY DEVELOPMENT OF CLIENTS

3.1.1 *The roles of actors*

³⁴ Benin first adopted a water and sanitation strategy for the rural areas in 1990. For almost 15 years this strategy was characterized by (i) the decentralization of project management to the departmental level; (ii) a demand-driven approach that would empower communities; and (iii) reduced state involvement in the construction and maintenance of water and sanitation facilities. But in view of the failure of community management and considering the role of new communes in water supply, this approach was revised in the 2005–2015 strategy, which is based on five principles:

- the decentralization of decision processes to the communes, which plan on the basis of user demand;
- the participation of users in financing, management, maintenance and repairs, and monitoring water facilities;
- efforts to reduce the cost of water through cost-effective technical proposals and efficient management;
- promotion of private sector involvement in the construction, operation, monitoring and social intermediation activities with a special effort to support the professionalization of the actors involved; and
- strengthening the decentralization of the central administration in its role of regulator and establishing functional relationships between its deconcentrated entities and the communes.

³⁵ The new strategy also included several cross-cutting themes, including consideration of the social objective of drinking water, communication to effect changes in behaviour in the area of hygiene and the fight against HIV/Aids, protection of water resources against pollution, and consideration of gender and development aspects.

³⁶ Since 2007, the following amendments have been made to this strategy:

- the demand-driven approach has been abandoned in favour of communal programming;
- the management of water facilities has been delegated by the communes to an individual chosen by the community (delegate) or to a private operator (contractor or leaseholder) rather than a management committee;
- a communal framework for the maintenance and monitoring of simple water facilities has been introduced, based on contractual agreements between the commune, repair craftsmen and pump suppliers; and
- empowerment of communes for financial participation in the initial investment.

³⁷ The objective of SNV-Benin's WaSH programme was to develop the capacities of all of these actors to assume the roles assigned to them in this amended sectoral strategy, across all 76 communes in Benin (except for Cotonou, which has a special status). Until 2009 SNV's had focused on the communes and the social intermediation NGOs, but in 2010 other local actors

(operators, user associations, repair craftsmen, etc.) and those at intercommunal, departmental and national levels joined SNV's portfolio of clients.

³⁸ In the following sections we assess the evaluation questions related to effectiveness of the SNV programme on the basis of surveys and research conducted on a sample of 14 communes. For each evaluation question, we first present our main findings in relation to the indicators used in the methodology, and then discuss the data and analyses that support and supplement these findings. The methodology, with the criteria and indicators for each of the three dimensions of effectiveness (capacities developed, improved performance of clients, better access to services) are detailed in section 8.2.2.

3.1.2 The communes as project holders

³⁹ *Evaluation criterion:* The communes assume their role as project holder for the planning, mobilization, realization and management of public drinking water services and the promotion of sanitation.

Table 5. The communes: capacity development indicators.

Indicators	Main findings
The five key capacities	<ul style="list-style-type: none"> • The capacities of most communes are still limited • There has been more significant progress at the level of communes supported by SNV • Water and sanitation are now explicitly considered in the organizational chart of most communes (with a division or specific unit in charge of WaSH)
Communal budget allocated to the WaSH sector	<ul style="list-style-type: none"> • Of the 14 communes surveyed, six (including five supported by SNV) have now allocated a specific budget line to the sector (representing on average 4% of communal budgets)
Management of the project execution process	<ul style="list-style-type: none"> • All communes, except for those in the department of Alibori, have a communal plan for water supply – but compliance with the plan is still poor • Communal ownership of project construction is limited to simple water facilities and institutional latrines, not systematic and does not always conform to the principles of good governance
Delegation of responsibility for the operation of facilities	<ul style="list-style-type: none"> • 37% of complex facilities were under professional management by the end of 2011 • Delegation of management for simple facilities did not start until 2011 and today applies to 20% of all facilities
Consultation and/or accountability mechanisms	<ul style="list-style-type: none"> • Effective and structured accountability mechanisms in place in three pilot communes • Functional sectoral commissions in most communes

Context

⁴⁰ Benin's communes were created in 2003. The second generation of communal and village council members was installed with a few months delay in June 2008. New elections were to be held in May 2013, but problems with the computerized electoral list meant that the terms of elected officials had to be extended until after the election and installation of the new council members was delayed, without specifying a new date for local elections (law No. 2013-07, 22 April 2013).

⁴¹ The communes are responsible for, among other things, providing their populations with clean water and ensuring adequate sanitation. In spite of the provisions of the decentralization laws,



communal project ownership is not yet widespread. Since 2003, a number of international NGOs such as Initiative Développement, Helvetas, PROTOS and SNV have encouraged the effective management of the entire process by the communes. The water project of the Netherlands Development Cooperation tried out partial communal project management in its second year, but it was not until the PPEA that an actual transfer roadmap was progressively implemented by the government. A number of multilateral programmes, e.g. that of African Development Bank, are still not aligned to this roadmap.

- ⁴² A commune is a territorial collective with legal personality and financial autonomy, and is freely administers itself through an elected council. It must have adequate staff for administrative and technical functions. The commune replaces the sub-prefecture, a deconcentrated administrative service that was dissolved in 2003. During their first term of the local elected officials, the communes simply inherited the agents from the old sub-prefectures, most of whom were aging with no specific qualifications. It should be noted that the current organizational chart of the communes was defined and implemented through projects in support of decentralization at the national level (mainly PRODECOM), managed by the ministry of decentralization. From 2006–2007 onwards, the communes began to introduce communal technical services that were responsible for supervising technical and infrastructure projects, including in the water and sanitation sector.
- ⁴³ In the context of this young and fragile decentralization process, SNV was one of the partners involved in developing the capacity of the communes together with a multitude of actors and sectoral or cross-cutting projects. Note that Benin has no specialized institution or service in charge of the capacity development of local collectivities, with the exception of the Training Centre for Local Administration (CEFAL), which was created very recently.
- ⁴⁴ The content and intensity of SNV's support have varied as a function of (i) the demand and responsiveness of the communes; (ii) SNV's services and partnership opportunities (DA, projects with PROTOS and Plan Benin); and (iii) the presence of other projects and the division of labour (see Table 6).
- ⁴⁵ The detailed evaluation and the quantitative analyses are based on interviews held in 14 communes (for the sampling methodology, see section 8.2). Some analyses are performed for all communes, especially in the case of general themes (e.g. principles of delegated management of the water facilities). For other themes, by comparing the beneficiary communes and those that did not receive this support, we can identify the effects of SNV's activities more accurately. For this comparative analysis, we use the classification established in consultation with the SNV team:³ five communes with strong support (C1), five with moderate support (C2), and four with limited support (C3).

³ With the exception of the commune of Dogbo, which initially was to be included in the group receiving 'moderate support', but which the consultants finally assigned to the group 'strong support' because of the additional support it received from SNV outside the scope of the PPEA.

Table 6. SNV's support to the communes.

Activity cluster	Theme	No. of communes (out of 76)	Beneficiary communes surveyed*
Theoretical training (2–4 days per module)	• Management methods for WaSH facilities + pricing	48	8
	• Operation and maintenance skills	34	5
	• Social intermediation management	13	1
	• Mobilization of financial resources	38	6
	• Communal programming in the water sector	15	1
	• Gender and environmental impact analysis	40	6
	• Contract management and follow-up	23	5
	• Procurement management	45	8
	• Roles of local elected officials in the management of drinking water supply, hygiene and sanitation projects	33	5
	• Works supervision techniques	29	3
	• Texts and laws governing communal project ownership	24	6
Practical support	• Communal procurement	54	11
	• Principles of delegated management (from 2010)	74	14
	• Support of delegates (from 2011)	10	0
	• Maintenance and repair frameworks (CEMOS) (from 2012)	41	7
PC Eau	• Elaboration of PC Eau	27	8 (+5)
PHAC	• Elaboration of PHAC (from 2012)	20	3 (+2)
Equipment	• Printers, computers, software • Cabinets, armchairs, desks	76	14
Domestic Accountability	• Implementation of CPC and ACEP • Training and support of stakeholders	3 (+11 in 2012)	3

* In the surveyed communes, eight PC Eau and three PHACs have been elaborated with the support of SNV. One PC Eau, two PHAC and three sectoral communal BPOs have been elaborated with financial support from other donors. In Djakotomey, the municipality has elaborated a communal multi-year plan with no external support and for both subsectors together.

Changes in the 5 core capabilities

- ⁴⁶ At the start of its collaboration with the communes, SNV organized a workshop to elaborate a capacity development plan for communal project ownership in each commune. After 2010, baseline values for the capacity development indicators were supposed to be incorporated into assignment agreements, which were designed to facilitate the analysis of the progress achieved. Unfortunately, (i) the reports on these workshops and the assignment agreements could not always be found; (ii) the values were not systematically specified, and (iii) the assessments appear to have been rather subjective.
- ⁴⁷ A self-assessment carried out by our consultants in each of the 14 communes, and based on a grid of indicators and objective and verifiable supporting elements, enabled us to assess the current capacities of the communes (see Table 7). The scores were relatively low, with only three communes exceeding 50%.⁴ There is, however, a positive correlation between the intensity of SNV's support and the acquired capacities. In fact, the only three communes that

⁴ Each indicator was assigned a score from 0 to 3, from poor to outstanding management. As a result, a total between 0 and 9 is obtained for each cluster. The national consultant facilitated the self-assessments, checked the supporting elements and assigned the scores, but did not define the classification of the communes into three categories. This classification was determined mainly by the international consultant, based on proposals from the SNV team and verification of the support received by each commune, but prior to the processing of the surveys and interviews conducted by the team of national consultants.



scored more than 50% (Ouinhi, Kpomassè and Sinendé) belong to the category 'strong support' and the five communes enjoying strong support scored on average 23.8 out of 45, whereas the other nine communes obtain an average score of 18.1.

Table 7. Capacities of the communes.

5 core capabilities	Indicators	Bembèrèkè (C1 – strong support)	Dogbo	Ouinhi	Kpomassè	Sinendé	(C2 – moderate support)	Didja	Malanville	N'Dali	Ouidah	Za-kpota	Banikoara (C3 – limited support)	Gogounou	Djakotomé	So-Ava
Capability to engage and act	1: Strategy, definition of roles, functionality of bodies 2: Procedures 3: Transparency, accountability	4	6	6	6	6	4	4	5	3	3	5	4	3	4	
Capability to achieve results	1: Financial resources 2: Human resources 3: Results-oriented management	3	4	6	4	7	3	5	4	4	3	4	5	3	4	
Capability to enter into relations	1: Coalitions, alliances 2: Capture of funds 3: Reliability, image	6	4	5	5	5	4	5	3	4	4	4	4	4	4	
Capability to adapt and self-renew	1: Information management 2: Responsiveness 3: Innovation	4	4	4	6	4	3	4	3	4	3	3	4	3	3	
Capability to maintain consistency	1: Coherent vision and strategy 2: Change management 3: Organizational coherence	3	4	4	4	5	3	3	3	5	3	1	3	3	3	
		20	22	25	25	27	17	21	18	20	16	17	20	16	18	

⁴⁸ It is clear that the support and capacity development through various programmes and actors has enabled the communes to establish their organizational framework and to effect important changes in their capacity to act. SNV was almost exclusively indicated by all municipal councils for the acquired procurement capacities. This exclusivity is even more pronounced for its activities in support of the integrity in the sector through the exercise of accountability. In the three pilot communes that benefited from this component, there are tangible results with the bodies that are active there and communications between the administration and its citizens have improved (Dogbo, Sinendé, Ouinhi).

⁴⁹ For the communes, the most significant effects of SNV's training and support activities relate to the management of public contracts and the improved dynamics of the technical teams and elected officials.

Table 8. Most significant effects of CD on the communes.

Most significant effects	No. of communes (of 14) that cited this effect in their top three
Management of procurement procedures	12
Elected officials more willing to take the initiative	10
Integration and activation of technical teams	8
Prefect less likely to reject communal deliberations	6
Emergence of local public opinion on communal affairs	4
Fewer conflicts between communes and technicians	2
Reduction in imbalances between the districts in the commune	2

Communal management of the water and sanitation sector

⁵⁰ The capacity development of the communes has contributed to the development of an organizational framework for the management of the water and sanitation sector within the municipal councils. Before 2009, the management of the sector was carried out as part of a wide variety of services provided by the technical services that were installed by the communes from 2005. Since 2009, however, the communes have taken the initiative to create organizational devices for the management of the sector, with the designation of assistant chiefs of technical services (two communes) or water and sanitation managers (six communes). Since 2012, a number of communes have mobilized, using their own resources, an NGO or facilitators for social intermediation (four communes) to promote the delegation of the water facility management by the commune or for monitoring the collection of charges.

⁵¹ There is a positive correlation between the intensity of SNV's support and the engagement of communes in integrating a framework for the water and sanitation sector in their organizational charts. Eight of the 10 communes receiving strong or moderate support have implemented such a framework, compared with only one of the four communes that received limited support. In practice, this arrangement is still facing difficulties of a managerial nature in most of the visited communes:

- Rather approximative management of the staff of the communes.
- Poor integration of the services into one single team providing support to the municipal council.
- Highly inconsistent information and knowledge management. None of the visited communes has a reliable inventory of water facilities in their area or data on their functioning.

Communal budgets

The inclusion of a specific budget line for water & sanitation in communal budgets is only recent. In 2011, it was applied by six of the 14 visited communes (see Figure 2). There is again a strong correlation with the intensity of SNV's support; four of the five strongly supported communes have a sectoral budget, compared with just two of the nine communes receiving less support.

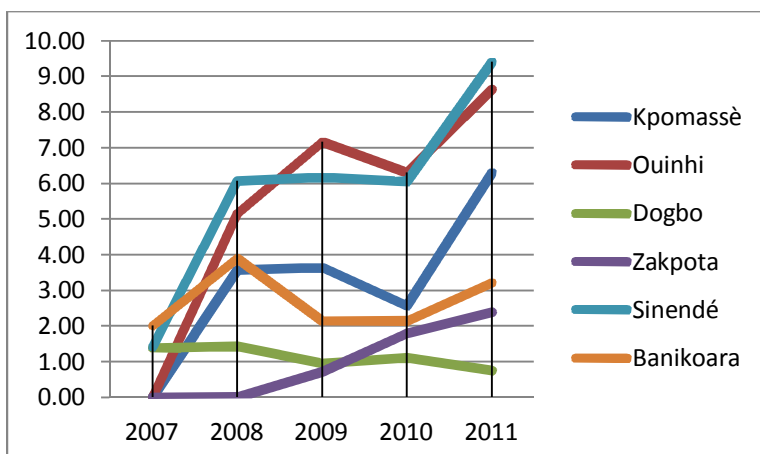


Figure 2. Percentage of communal budgets allocated to water and sanitation in six communes, 2007–2011.

⁵² This budget line is used primarily for matching funds. Previously the communities provided the local financial contribution required for the construction of water facilities, but after 2008 this responsibility was devolved to the communes. In this context, some communes use their own resources, while others may appeal to the FADEC fund or draw from the charges or from advances from the private leaseholders of communal mini water networks. However, the prefects at the level of the departmental consultation frameworks are currently attempting to raise the awareness of municipal councils to remedy this state of affairs. Thus, in the department of Zou, thanks to SNV's support to the departmental commission of sectoral consultation, the prefect has issued directives requiring the communes to include a water and sanitation line item in their budgets in a general and systematic manner, otherwise they risk not obtaining the approval of the administrative authority.

The construction process

⁵³ All of the 14 surveyed communes received funds from the national budget, which were used for communal procurement, mainly under bilateral cooperation projects. In 2008–2009, these contracts involved the recruitment of SIS, the purchase of motorcycles for facilitators and the construction of institutional latrines. Empowerment of the communes in procurement has taken place gradually, and it was not until 2010 that the process covered all the communes. After 2010 seven of the 14 communes were also allowed to use these funds to construct simple water facilities (boreholes with hand pumps).

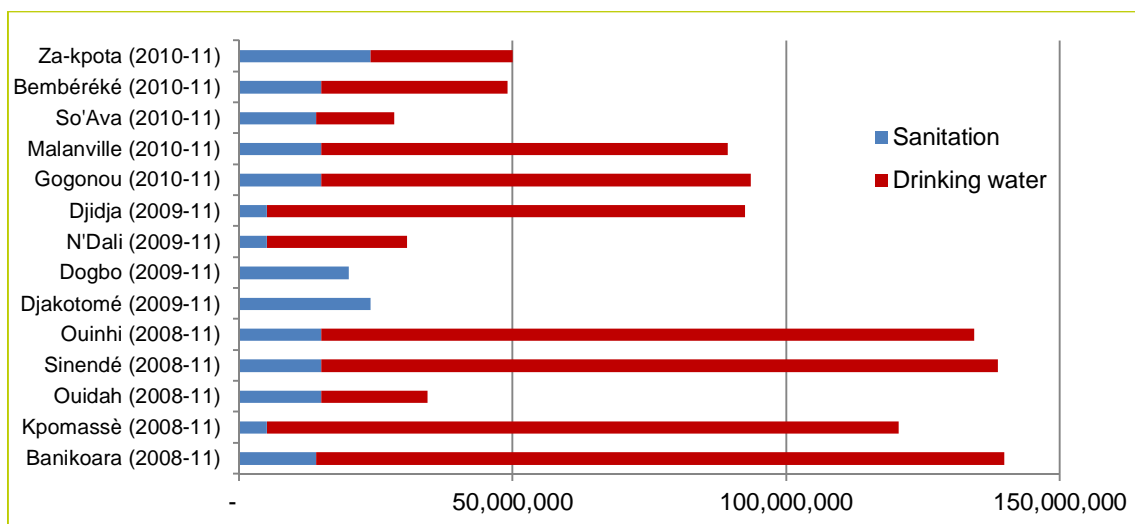


Figure 3. Sums transferred to the communes for water and sanitation contracts (CFA).

- ⁵⁴ Among the four best-served communes, three belong to the category ‘strong support’ from SNV. Transfers to the fourth commune, Banikoara, which received limited support from SNV, were suspended in 2011 following a negative audit of the management of the funds.
- ⁵⁵ The sums remain modest: the maximum annual allocation did not exceed CFA 1000, or EUR 1.5 per inhabitant, representing 1–8% of the communal budget. Although a number of international NGOs and decentralized cooperation projects have also adopted a communal project ownership strategy, the construction of most water facilities are carried out under the direct management of the departmental water service (SEau). For the whole of Benin, water projects under communal management were carried out in 22 of the 77 communes. A total of 58 simple facilities were constructed in 2010, and 63 in 2011, or less than 3% of all installed facilities. Of the 14 surveyed communes, only seven received credit for a total of 50 facilities installed between 2010 and 2012 (out of 356 new boreholes with hand pumps installed in these seven communes, only 14% were developed under communal project management).⁵

Ten of the 14 communes confirmed that the procurement process related to water and sanitation has greatly improved. Since 2010, almost all communal contracts have been approved by the administrative authority. This indicates that the tenders for contracts submitted meet the applicable requirements and so are no longer rejected as they often were before. Successive audits commissioned under the PPEA, however, reveal a number of constraints at the level of several communes, in particular in the procurement and the execution of the contracts. There is also a correlation between the intensity of SNV’s support and the average sums per commune to be regulated or to be reimbursed to the government.

⁵ Source: DG Eau and our surveys.

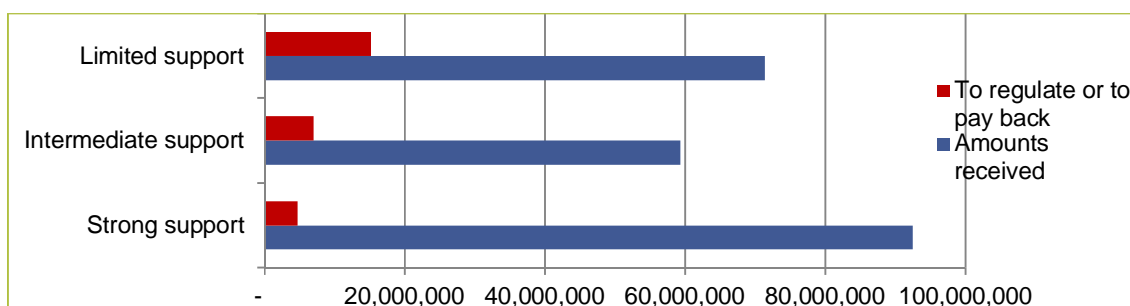


Figure 4. Average amounts received from the PPEA and to be regulated, per commune, as a function of the intensity of SNV's support (CFA).

Delegation of operations

- ⁵⁶ The operation of water facilities has been delegated to private operators in all surveyed communes, except in Ouidah and Djokotomey (at Za-kpota, Sô-ava, N'dali, Dogbo and Ouinhi delegation started only in 2012), but not all water facilities are delegated. It should be stressed that the social intermediation NGO have contributed enormously to this process by raising awareness of the concept and the related advantages.
- ⁵⁷ The delegation of responsibility for the operation of complex water networks is more advanced than for simple facilities. The private contractors active in the sector were recruited on the basis of calls for tender, managed by the communes, whereas the choice of delegates for the management of simple facilities (virtually all community delegates) was based on a democratic procedure with the technical support of the SIS facilitators and supervised by the municipal councils.
- ⁵⁸ Thanks to training on the drafting, management and monitoring/evaluation of contracts, the various managers of the services responsible for the water and sanitation sector in the communes (technical service chiefs, water and sanitation officers) are better equipped to deal with the constraints imposed by the management of the sector; contracts are monitored relatively well and both the contractors and the communes comply with contractual deadlines. Various reports to be submitted by the operators and repeated field visits are two instruments frequently used by the communal water and sanitation division to verify the construction and proper management of the facilities.
- ⁵⁹ It should be noted, however, that there have been a number of problems with the management of contracts for simple facilities related to the number of contracts and the size of the communes. In communes as large as Djidja, with almost 200 delegated boreholes with hand pumps, the water and sanitation manager encounters tremendous difficulties in monitoring the contracts. The delegation of boreholes started only in 2011 and only for half of the surveyed communes. In 2011, this delegation involved only 20% of operational facilities.
- ⁶⁰ There is no clear correlation between the intensity of SNV's support and the effectiveness or efficiency of the delegation process. The most advanced communes – Sinendé, Djidja and Banikoara – received intensive, moderate and limited support, respectively. The dynamism of the communal authorities to become part of this delegation process appears to be linked

primarily to the departmental context, with an engagement that is more visible in the north than in the south.

Consultation and/or accountability mechanisms

- ⁶¹ Most of the visited communes have a communal water and sanitation committee that brings together the various local actors working in the sector. The best example is Djakotomey, where, in addition to the communal committee, other bodies were set up to strengthen governance at the level of the management of the commune's affairs. These included i) an internal unit for monitoring the programming and executing projects, for management, and for budget monitoring, ii) a resource mobilization unit, and iii) a communications unit.
- ⁶² Furthermore, at the departmental level, the communes of Zou installed, alongside communal water and sanitation committees, a departmental consultation framework presided over by the prefect. The decisions made by this framework or the prefectural authority have the value of a recommendation. Activities include the following:
- The prefect called upon the municipal councils to take a greater interest in the water and sanitation sector by providing a specific budget line.
 - The prefect, as president of the framework, intervened among the water service for the organization of awareness-raising meetings for the benefit of the communities.
 - Written messages to the municipal councils encouraging them to organize awareness-raising tours for the communities as part of the delegation process.
- ⁶³ Another notable advance was the modification of budgeting practices with the organization of accountability sessions. Communal budgets are now no longer prepared solely by the technical staff of the municipal councils. The populations express their needs as part of the communal development plan at meetings organized at the district (*arrondissement*) level. After the budget is approved, residents are informed through the same channel and the district meetings are also informed about the work financed out of the previous budget.
- ⁶⁴ The transparency of the management of communal public affairs has improved since 2010 with the organization of public accountability hearings, in particular at the initiative of SNV-Benin and civil society organizations such as Social Watch Benin, ALCRER and the African Peer Review Mechanism. Citizen participation committees (CPCs) were set up in the three pilot communes of the Domestic Accountability (DA) project, as citizen watch groups and to encourage reporting. Citizen participation and control mechanisms are also in operation in other communes, such as Banikoara, Gogounou, Malanville, Kpomassè and Djakotomey.
- ⁶⁵ Most accountability sessions are held at unspecified intervals, mainly at the communal level. Other tools are the posting of the minutes of the meetings and posters, the provision of planning documents, field visits and radio broadcasts. By contrast, communes such as Djidja, Za-kpota and N'dali are less advanced; public accountability is hardly ever practised by the elected local officials (only one accountability session has been held so far). Eight of the 14 communes reserve a budget for organizing citizen consultations. The three beneficiary communes of SNV's Domestic Accountability project, and the commune of Djakotomey, organize meetings dealing specifically with water and sanitation.



⁶⁶ It can be concluded that SNV's support has facilitated the better structuring of this citizen watch and the prioritization of the water and sanitation, as part of a trend towards local transparency that also affects other communes, despite the relative absence of SNV (as in Gogounou).

Assessment of SNV's support

⁶⁷ According to the communal teams (technical and administrative teams + elected officials), the management of the sector at the communal level has undergone major transformations over the past five years:

- Equity/water and sanitation plans: the pursuit of more equitable access to water and sanitation facilities through planning exercises: PC Eau and PHAC or BPO (quoted by 12 of the 14 surveyed communes).
- Organization and management of social intermediation: improvements in the monitoring of activities and SIS work plans (12 communes).
- Allocation of human resources to the sector: the creation of specific empowered services for WASH within the communal organizational chart (11 communes).
- Public opinion through accountability: stimulation of citizen participation that is becoming increasingly operational at the communal level (10 communes).
- Procurement: concepts of ethics, equity and fluidity have been incorporated into the organization of communal contracts (10 communes).

⁶⁸ The communes are also seeing changes with respect to the management of the installed facilities and their functionality, although these changes do not yet appear to have been generalized and/or sustainable. The explanations or motivations underpinning these changes were identified and analyzed (see Figure 5).

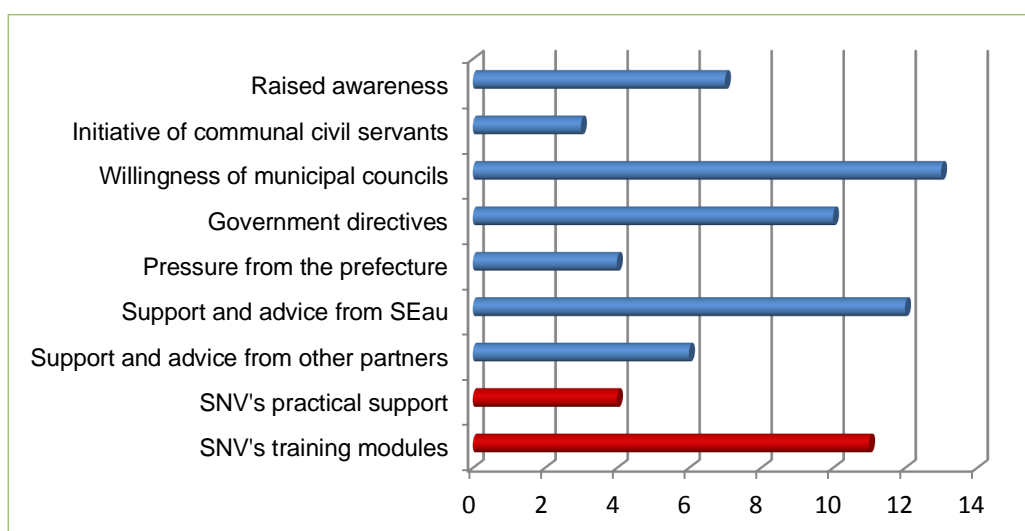


Figure 5. Triggers of change in the management of the sector at the communal level (number of communes citing each issue).

⁶⁹ The identified changes are often the result of a combination of factors. It should above all be noted that the implementation of the results of the training sessions has been supported by the communal councils and also depends on the advisory support of the deconcentrated services. The rather modest score assigned to practical support by SNV is explained by the fact that few communes received such support.

⁷⁰ For the communities,⁶ the positive impacts of the involvement of the commune in the management of the sector are less evident than those of the SIS (see Figure 9). This is explained by the fact that the facilitators of the NGOs are effectively the interface between users and the technical and administrative service of the commune. The villagers seem to be familiar with the role of the commune as a decision-making body for the installation of the facilities and the definition of operating conditions, but their activities are not fully recognized by the communities – even if the number of people experiencing negative impacts also remains marginal.

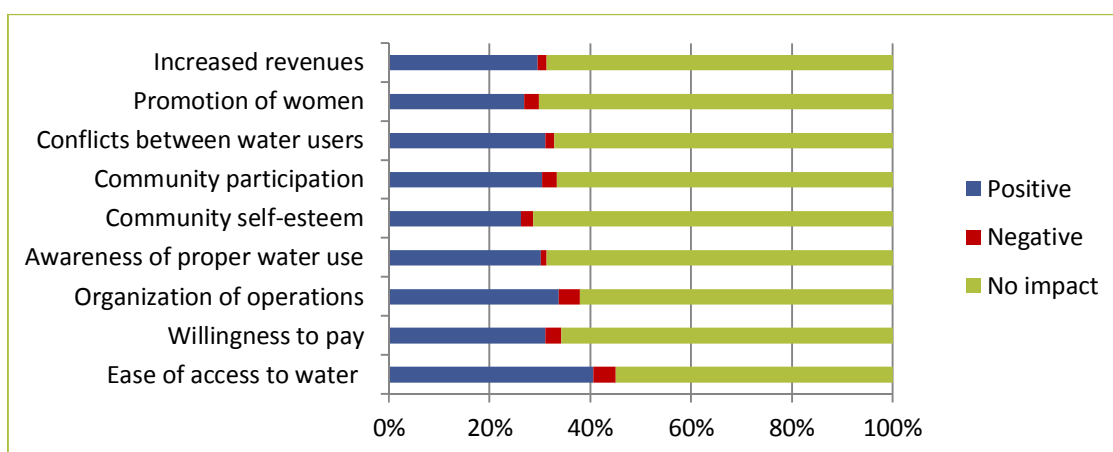


Figure 6. Assessment of the impacts of communal activities according to the communities.

⁷¹ The assessment of the impact of the municipal councils varies considerably, regardless of the intensity of SNV’s support, with highly appreciative communes in all three categories: strong support (Sinendé), moderate support (N’dali), and limited support (Gogounou).

⁶ In each commune 30 focus groups were interviewed. Each group was asked to rate the impacts of various aspects of communal activities as positive, negative or none. In Sinendé, for example, based on 270 answers (30 groups, nine themes), 80% of focus groups rated the impact of communal activities as positive; see Figure 7.

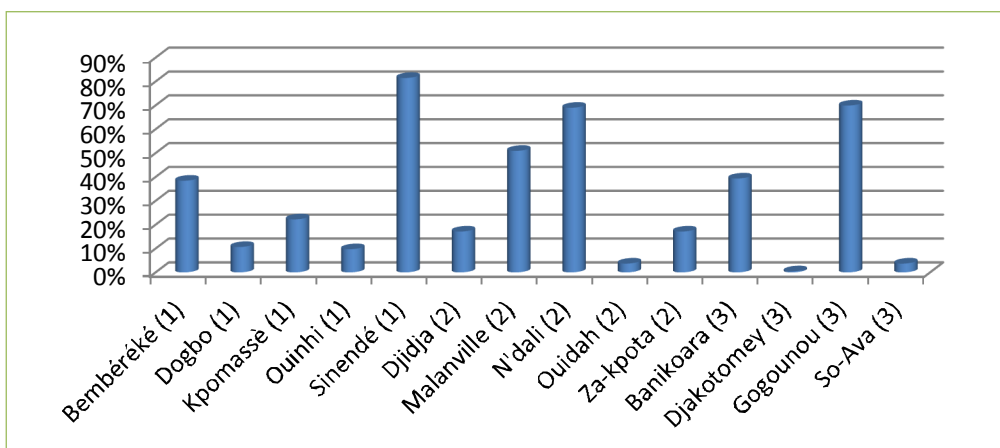


Figure 7. Community perceptions of the impacts of communal activities. Percentage of focus groups that rate the impacts of the nine aspects of communal activities as positive.

3.1.3 Social intermediation structures

⁷² *Evaluation criterion:* The services provided by the social intermediation NGOs (SIS) meet the needs of the communes.

Table 9. SIS: capacity development indicators.

Indicators	Main findings
The five core capabilities (5CCs)	<ul style="list-style-type: none"> The organizational capacities of the social intermediation NGOs have evolved considerably, especially in the areas of human resource management, functioning of the bodies and availability of structuring documents The NGOs have been able to integrate sectoral reforms into their social intermediation Some NGOs and facilitators have been able to consolidate their engagement in social intermediation, via direct financing by the communes or via other projects
The application of contractual social intermediation clauses	<ul style="list-style-type: none"> Many communes are in arrears with payment to the SIS. The monitoring of their activities is quite limited The exercise of their tasks by the SIS is highly variable, but the communes that received the strongest support from SNV tend to benefit from more adequate performance by the SIS
The assessment of improved social intermediation services	<ul style="list-style-type: none"> For the communes, the positive effects of the SIS are to be found mainly at the level of functionality and operating data of the water facilities, as well as compliance with hygiene requirements around water points At the level of the communities, the SIS appear to have prepared the populations relatively well for the delicate reforms in the area of delegated management and for water charges

Context

- ⁷³ Social intermediation in the water supply sector in Benin started with the launch of the PADEAR projects in 1992, based on the principles of a demand-driven approach and community management. Local NGOs were recruited by departmental water services, or directly by international cooperation projects, to support the villagers in mobilizing their financial contributions, installing management committees, and organizing the operation of the water points, often in combination with awareness raising in the areas of hygiene and proper water use.
- ⁷⁴ The content and organization of this ‘social intermediation’ have evolved greatly over the past few years, requiring different skills and relationships with the SIS, notably with the following reforms:
- The preparation and exercise of new roles for the communal and deconcentrated actors, in accordance with the decentralization laws, beginning in 2005–2006, with the systematic transfer of social intermediation to the communes in 2009.
 - Communal programming of water distribution works, which replaced the demand-driven approach from 2008 onwards.
 - The professionalization and delegation of water facility management beginning in 2008–2009.
 - The progressive transfer of project ownership to the communes for the infrastructure after 2010.

SNV’s support

- ⁷⁵ An effective division of labour has been developed between SNV and the Programme Eau Potable (PEP) implemented by GIZ.
- ⁷⁶ For all social intermediation NGOs across the entire territory of Benin, SNV has organized training sessions on organizational aspects in three areas: financial management (record keeping, financial sustainability and mobilization of resources), human resource management, and monitoring/evaluation. More than 40 NGOs have benefited from these training sessions.
- ⁷⁷ For the SIS active in the departments of Atlantique, Zou, Collines, Borgou and Alibori, SNV provided a series of specific training sessions on social intermediation in the water sector. The other six departments constitute the PEP’s intervention zone, where the same sessions were given by GIZ. The training used different social intermediation manuals, prepared by DG Eau with the support of GIZ. In these ‘non-PEP’ departments, SNV also distributed the manuals and supported a number of communes in recruiting and contracting SIS from 2009 onwards.
- ⁷⁸ In the 14 communes selected for the field analysis, ten NGOs (four in the north and six in the south) took part in the social intermediation action. The first general comment bears on their credibility from a physical and functional point of view. All SIS are registered NGOs with a head office, permanent staff and one or more antennas (with the exception of the BSDD, an NGO whose activities are limited to one commune, Banikoara). Furthermore, the temporary staff of the SIS has grown considerably between 2007 and 2010 as a result of the intensification of activities in the sector.

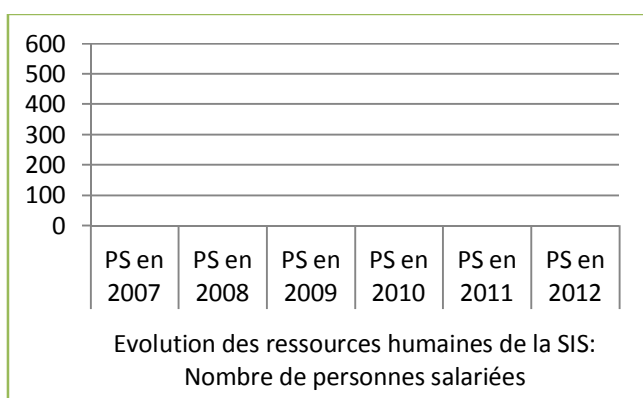


Figure 8. Evolution of the human resources of the seven surveyed SIS.

Changes in the 5 core capabilities

- ⁷⁹ While the SIS have certainly developed their capacities, these NGOs remain, without exception, very fragile, with a poorly structured associative life and societal anchorage, an unstable financial base that is dependent on donors, a questionable position with respect to the activities of private consultancies and enterprises, and a rather marginal engagement in the fields of social advocacy and knowledge management.
- ⁸⁰ Furthermore, the evaluation of their current capacities does not allow the identification of any correlations between the intensity of the support provided by SNV and the acquired competencies. ACDD and Sian'Son, two NGOs that benefited from intensive support, in fact score very well, but they are still preceded by AERAMER, which only participated in two SNV training sessions. This is most probably explained by the fact that a multitude of actors support NGOs in the organizational domain and in the area of social intermediation. NGOs that already possess the required competencies or receive intensive support from other partners are also less supported by SNV.

Table 10. Capacity development of the SIS.

5 core capabilities	Significant changes ⁷	Factors / actors / incentives of change
To decide and act	<ul style="list-style-type: none"> • Regularity in the functioning of the bodies • Preparation of structuring documents for the organization (strategic plan, operation plan, procedure manuals) 	<ul style="list-style-type: none"> • SNV training on leadership • SNV training on financial sustainability • Introduction of competition between SIS • Partnership with other projects and international NGOs
To obtain results	<ul style="list-style-type: none"> • Computerization of the administration • Diversification in areas of activity (two SIS) • Remuneration policy includes a performance element • Better mastery of social intermediation 	<ul style="list-style-type: none"> • SNV training on accounting management • Internal reflections as part of the elaboration of structuring documents • SNV training on human resource management • SNV or GIZ training, according to department • Availability of manuals on social intermediation

⁷ Based on interviews with 7 SIS. The cited changes were found to be present in each of these NGOs, unless the number is indicated between brackets.

To develop and maintain relationships	<ul style="list-style-type: none"> • Better relationships with communal authorities, so that contracts can be concluded directly with them (four SIS) • New partner relationships with donors (two SIS) 	<ul style="list-style-type: none"> • SNV support to communes during selection and contracting • SNV's support has strengthened the credibility of the NGOs • Training and tools received via SNV have strengthened project negotiation and formulation capacity
To adapt and innovate	<ul style="list-style-type: none"> • Better mastery of new roles in the sector • Diversification of sectors (two SIS) • Two social intermediation NGOs have evolved to the status of LCBs 	<ul style="list-style-type: none"> • SNV or GIZ technical training (according to department) • Alignment of all actors with the allocation of new roles • SNV training on financial sustainability • Good experiences in the collaboration with SNV and with the communes
To maintain consistency	<ul style="list-style-type: none"> • Organizational chart, job descriptions or letters of engagement for employees • Application of monitoring tools for activities and employees 	<ul style="list-style-type: none"> • SNV training on human resource management and leadership

The application of contractual clauses

- ⁸¹ In the bilateral and multilateral cooperation programmes, the following three phases can be distinguished in the process of contracting the SIS:
- 1992–2007: recruitment, contracting, monitoring and payment by the departmental water services (SEau). The social intermediation NGOs act as interfaces between the communities and the technical services of the government.
 - Since 2008: transfer of responsibilities to the communes, financed under the PPEA (five departments) or the PEP (six departments). The SIS act as interfaces between the population and the communes and support the communes in applying the reforms, including communal planning, delegation of management, installation of a maintenance and repair framework (CEMOS), etc.
 - Since mid-2012: financial support has ended, but some communes still collaborate with SIS (two communes), or directly with some of their facilitators (two already effective, two to start mid-2013). Two communes have incorporated the function of social intermediation into their own organizational charts.
- ⁸² The SIS believe that the communes do not fully comply with the contracts. The pre-contract activities (launch of call for tenders, providing information to interested parties, etc.) are managed rather well, but the management of the recruitment (competitive bidding) and contracting phase is variable. GRADELOS has had good experiences in its four intervention communes (one strongly supported by SNV, the other three by a French NGO). The other NGOs assign a moderate score for this phase.
- ⁸³ The implementation of the contract is considered to be poorly managed by the communes. Follow-up is very irregular (except in the four communes where GRADELOS is active), payments are delayed, and the NGOs find that they have little recourse in case of problems. In PEP's area of influence, these problems are managed relatively better because GIZ employees monitor compliance with the contractual clauses by the communes. We have not identified a correlation between the intensity of SNV's support and the degree of compliance with the contract by the communes.



84 Because the communes do not systematically monitor the work of the SIS, it is difficult to assess the effective application of their tasks. In administrative terms, reports are created, teams of facilitators are mobilized and invoices are submitted. With regard to the exercise of their tasks, we only have a limited number of indications:

- According to a survey of technical and political managers in 25 communes, conducted at the end of 2012 as part of the evaluation of the transfer of social intermediation to the communes, the exercise of tasks was highly variable, with communes where virtually all activities were carried out correctly, while other communes judge that the majority of tasks are performed only moderately and some not at all (BERD & IBT, 2012).
- From the sample of the 14 communes surveyed as part of this evaluation, four have recently concluded (or renewed) their own financing contract with an SIS or directly with the facilitators. These new contracts are entirely financed out of the communal budget, which indicates how useful these four communes consider social intermediation to be.

85 A positive correlation is found between the intensity of SNV's support and these two indications. In the three strongly supported communes that were surveyed as part of the evaluation of the transfer of social intermediation, the average for the correctly executed activities is 10 out of 14 according to the communal managers, whereas in all 25 surveyed communes the average is 6.5. Among the four communes of our surveys that signed social intermediation prolongation contracts from their own financing, two had benefited from strong SNV support.

86 The elected officials and technical services interrogated in the 14 communes of our survey assess the effects of social intermediation as indicated in Table 11.

Table 11. *Effects of social intermediation according to the communal managers.*

Themes	Findings
Significant progress	
<ul style="list-style-type: none"> • Relationships between the SIS and the communal services • Monitoring of the operational condition and operating data of water points • Compliance with hygiene requirements around water points 	<ul style="list-style-type: none"> • Marked improvement thanks to i) better understanding of the roles and ii) direct contracts between SIS and communes • Monitoring of the operational condition and the production data is an explicit task of the SIS, in accordance with the specifications used under PPEA and PEP for structuring the delegation of the management • Even though some progress can be observed, the follow-up of the functionality of water points is still limited and poorly documented • These requirements include monitoring cleanliness around water points (contracts under PPEA or PEP, by contrast, do not provide for any additional sanitation tasks)
Variable or partial progress	

<ul style="list-style-type: none"> • Organization of project ownership by the communes • Clear mandates of communal technical services • Transparency in accountability • Circulation of information • Relationships between communes and deconcentrated services 	<ul style="list-style-type: none"> • Project ownership is not yet effective in a number of communes (Za-kpota); in others it is limited to facilities financed by international NGOs (Dogbo) • In some communes, the tasks of other services (planning, budget) have also been clarified • Better transparency and dialogue in the partner communes of DA, but also in a number of communes that took their own, albeit less structured, initiatives • The role of social intermediation NGOs in this process of local transparency is often limited to better circulation of information, whereas the presence of specialized actors (Social Watch, ALCRER) has been determining for the structuring of the accountability • The fluidity of these relationships depends on a series of diverse interests; where the SIS have good relationships with both parties, they can facilitate the interaction; their more systematic monitoring of water facilities also permits the objectivation of the findings and analyses
Limited change	
<ul style="list-style-type: none"> • Objectivity and citizen participation in installation of the facilities • Compliance with hygiene requirements at the level of institutional latrines 	<ul style="list-style-type: none"> • The facilities carried out do not always respect the needs map, or the PCEau and the commune are not always consulted • The SIS, initially recruited by departmental water services (SEau), have no responsibilities in the area of sanitation

87 For the villagers, the added value of the SIS is situated mainly at the level of village participation and organization of the management of water facilities. Some communities are opposed to the mechanism of delegation of the management and/or payment for water by volume. The SIS are supposed to prepare the communities for these reforms imposed by the sectoral policy. The training provided by SNV (and by other development agencies) allow the SIS to better understand these reforms and to inform the populations. The perception by the villagers of the role of the SIS with respect to these rather delicate themes remains rather positive.

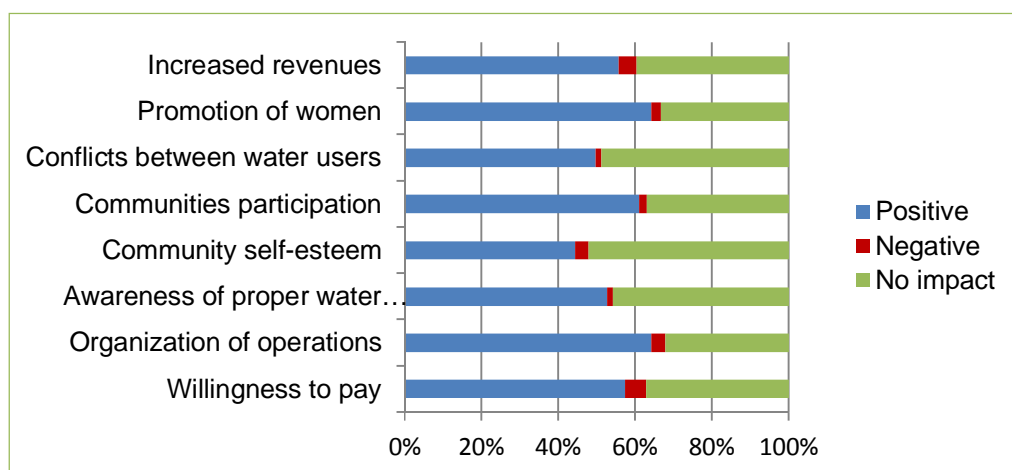


Figure 9. Community perceptions of the work of the SIS.

88 Finally, it should be noted that the calls for tenders format used to recruit SIS in the communes where the PPEA is active, includes a gender-specific criterion to promote equality between men and women within the team of facilitators. The job description of the SIS, however, does



not provide for any gender-specific activity. The training provided by SNV for the SIS did not include a gender-specific module. Other projects managed by European NGOs occasionally include this theme in their support to the SIS. As a result, there is a highly variable gender sensitivity in the field, but the social intermediation programme nowhere includes a gender-specific strategy.

3.1.4 Local operators

⁸⁹ *Evaluation criterion:* The actors in the operation and maintenance chain have a better understanding of their roles.

Table 12. Local operators: capacity development indicators

Indicators	Main findings
The five core capabilities	<ul style="list-style-type: none"> Advances at the level of the local operators are still quite limited and of recent date ACEPs have been created in three communes and are being set up in three others – their functionality is still limited
Application of contracts for operation and maintenance	<ul style="list-style-type: none"> Administrative aspects are managed relatively correctly Technical and financial clauses are often not respected by the private contractors or delegates
Assessment of the improved operation and maintenance services	<ul style="list-style-type: none"> In all communes, the maintenance chain for boreholes with hand pumps is being reconstructed The functionality and continuity of drinking water services has improved only marginally according to the communes, regardless of the intensity of SNV's support

Context

⁹⁰ The new strategy orientations in the area of rural water supply have contributed to the emergence of a diverse group of local operators, including:

- Operators for the management of water facilities:
 - Private contractors who operate complex facilities (AEV and PEA): these are often consultancy firms or (small) construction companies that have diversified their activities with the operation of a number of facilities. Affermage is effective in 11 of the 14 visited communes, but of recent date in Ouinhi, N'dali, Sô-ava (2012) and Dogbo (2013).
 - Delegates for the operation of simple facilities (FPM, modern wells): these are usually inhabitants of the commune. Delegation for simple facilities is very recent and involves only a minority of the installations.
- Small water businesses: repairmen, spare parts suppliers, diesel unit maintenance service providers, etc.
- Structures representing users, mainly the ACEPs.

⁹¹ SNV's support was very timid until 2012, and consisted mainly of awareness raising and training of communal teams on the modalities of delegated management. Since 2012, however, SNV has also invested in promotion and training for the maintenance and repair framework for simple facilities (CEMOS – 41 communes), the installation of spare parts chains

for simple facilities (two communes) and training of delegates (10 communes in Atacora and Donga, two departments that were not selected for the field surveys).

Significant changes in the 5 core capabilities

⁹² Because of the limited and often indirect support, coupled with the only recent inclusion of this group in SNV's portfolio, the evaluators did not conduct an in-depth analysis of changes resulting from SNV's activities. However, based on a few general observations, we conclude that these operators are not yet fully familiar with their role:

- At the level of complex installations, users report a reduction in service disruptions and their duration, even if major breakdowns may still be left unresolved for one or several months (two cases encountered during our visits).
- Today, the process involves more the delegation of the operation – with its potential benefits in terms of clarification and dissociation of roles – than actual professionalization. Benin has no noteworthy economic operator specializing in the operation of Village Water supply Schemes (AEV); projects and activities in support of their professionalization are quite modest, and a coherent vision for the creation of an adequate entrepreneurial environment remains to be developed.
- The SIS were entrusted with training the local operators, but had to do so without any particular tools and in a non-systematic manner.
- In all of the visited communes, the number of repairmen is declining and their role is less effective in a maintenance chain that is in the process of reconstruction.

⁹³ The application of contractual clauses between municipal councils and private contractors is often hampered by technical and financial problems. In Benin, no structure exists for the structured technical and financial monitoring of facilities operated under delegated management (type STeFi) and the deconcentrated services or the administrative authorities of the communes do not succeed in effectively assuming their sovereign role in ensuring compliance with the delegation conditions.

Table 13. Management of delegation and affermage contracts.

Parameters	Difficulties
Operating guarantee	<ul style="list-style-type: none"> • Guarantee is paid in part or not at all
Royalty and amortization fees	<ul style="list-style-type: none"> • The fee for renewal or extension is paid in part or not at all by the private contractor • The fee for the communal budget is also paid in part
Continuity of water services	<ul style="list-style-type: none"> • Private contractor has difficulties in finding adequate solutions to certain problems within an acceptable time frame
Maintenance and repairs	<ul style="list-style-type: none"> • The contract is not clear on the types of faults to be repaired by the municipal council and by the private contractor
Emergency generator and pumping equipment	<ul style="list-style-type: none"> • Not provided for in the contract
Monitoring	<ul style="list-style-type: none"> • Reports are transmitted but often late

Assessment of operation and maintenance services

⁹⁴ In communes where the operation of the water points has been delegated (35 to 40% of all water points), users perceive a positive effect of the municipal council: 56% of interviewees in



the communes where the delegation involves both complex and simple facilities consider that the municipal council has played a positive role in the organization of the service, compared with only 4% in communes where there has been no delegation.

⁹⁵ The assessment by the populations of the degree of functionality of the water points and its evolution over time varies widely, regardless of the intensity of SNV's support. However, in communes that have introduced delegation, users usually see a positive change in the assessment of the service. Figure 10 shows the assessment by the populations of the functionality of the water points today (interruptions, breakdowns, opening hours) compared with the situation in 2007 (improvements in seven communes, including the three categories of SNV support).

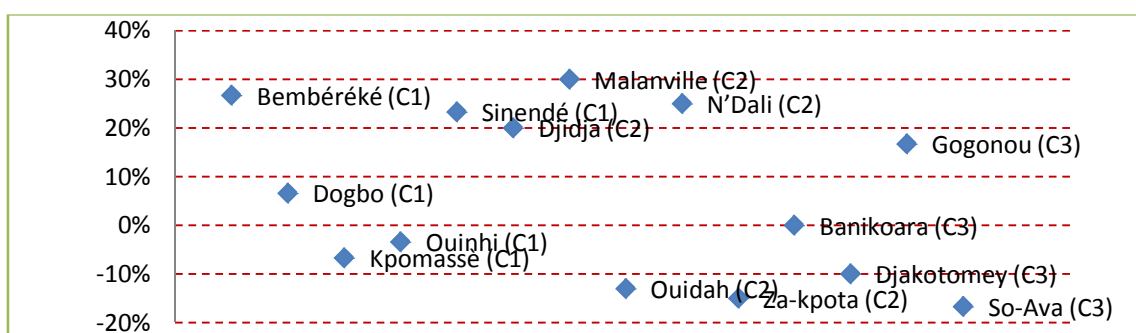


Figure 10. User satisfaction with the functionality of water facilities.

A +20% score means that, on average, focus groups give a score for the functionality today that is 20% higher than their assessment in the past (scores from 0 to 5 per focus group).

3.1.5 Cooperation between communes

⁹⁶ **Evaluation criterion:** The communes collaborate in those areas where pooling allows for more effective or efficient services .

Table 14. Cooperation between communes: capacity development indicators.

Indicators	Main findings
The number of effective intercommunal collaboration commitments	<ul style="list-style-type: none"> • Six supported intercommunal collaboration initiatives • Including five in a structured manner, i.e. with a head office, staff and an action plan for the water and sanitation sector • Their functionality is still limited and fragile
Comparative advantages sought by intercommunal collaboration	<ul style="list-style-type: none"> • A single collaboration implements a common plan in the WaSH sector (Groupement Intercommunal des Collines) • Other collaborations formulate or implement economic projects in partnership with donors

Context

⁹⁷ As part of the PPEA, Component 2, support was to be provided to 12 'shared development territories' (EDPs) with the objective of developing them into anchoring points for the transfer of competencies and resources to the communes. The reflection on the EDP dates from 2004 and is supervised by the Délégué à l'Aménagement du Territoire (DAT). The 24 territories

identified thus far provide an appropriate scale for planning and sustainable development and for promoting intercommunality.

The strategy of the PPEA was to encourage and support the installation and start-up of these EDPs by working on the water and sanitation sector. The idea was that these intercommunal collaborations i) would provide a relevant scale for the organization of a water and sanitation public service (shared resources, relationships with technical and financial partners, group contracts, common contracts with private contractors and other service providers, etc.), ii) thus facilitating the transfer of resources and prerogatives from the government, particularly in relation to public procurement management, and iii) thus set an example for other sectors and activities in the area of spatial planning or economic development.

⁹⁸ It should be noted, however, that the law on intercommunality was approved only in August 2009 and its implementation decrees date from 28 August 2012. They provide for the status of a public establishment of intercommunal cooperation (EPCI) to give the intercommunal initiatives a legal personality and financial autonomy. The existing EDPs are rather informal collaborations, if not public utility associations.

SNV's support

⁹⁹ SNV's support included encouraging reflections within the DAT, from 2010, and direct support to six intercommunal collaboration arrangements (see Table 15), including five in a more structured way from 2011.

Table 15. Intercommunal collaborations.

Names	Communes (department)	SNV support
Communauté de la Basse Vallée de l'Ouémé (CBVO)	Dangbo, Adjohoun, Bonou, Aguégoués, Sô-Ava (Ouémé)	<ul style="list-style-type: none"> • Renovation/development of headquarters • Funding for staff recruitment and training • Support for the launch of an intercommunal procurement unit and a committee for technical services
Communauté d'Intérêt de la Vallée du Niger (CIVN)	Malanville et Karimama (Alibori)	<ul style="list-style-type: none"> • Elaboration of an action plan, with a WaSH component • Provision of two motorcycles per EDP
2KP	Kérou, Kouandé, Péhunco (Atacora)	
Pendjari	Tanguiéta, Cobly, Materi (Atacora)	
Groupement Intercommunal des Collines (GIC)	Bantè, Dassa-zoumé, Glazoué, Ouessè, Savalou, Savè (Collines)	<ul style="list-style-type: none"> • Formulation and implementation (from 2011) of the PIEPHA-C project in a partnership
Association pour la Promotion de l'Intercommunalité dans le Département de l'Alibori (APIDA)	Kandi, Gogounou, Banikoara, Ségbana, Malanville et Karimama (Alibori)	<ul style="list-style-type: none"> • Support in formulating the Programme de Développement Local et d'Appui aux Communes de l'Alibori (PDL-ADECOM)

Effective intercommunal collaboration commitments

¹⁰⁰ In the 14 communes surveyed, there are four departmental associations of communes: APIDA, ADESCOB, CCZ and GICO, and two communities of communes, CIVN and CBVO (which are supposed to evolve towards EPCI). Of all these collaborations, only a few are operational because they benefit a support from the TFPs, but without any actual intervention in the water and sanitation sectors. The two communities of communes were officially formed with bodies according to the law on public utility associations, and have human resources. The



headquarters are cofinanced by the PPEA and the communes. Action plans focusing on water and sanitation have been developed but not financed despite the assignment agreements with SNV.

Comparative advantages

- ¹⁰¹ CIVN is an association that was created to promote agriculture, tourism and development of rural roads. In order to boost its activities, CIVN signed a tripartite contract with the DAT and SNV in 2009. With SNV's support, two agents were recruited, but the activities never really took off. The evolution towards an EPCI was believed to give them a legal personality and financial autonomy, but this did not prove possible, so that today their operations are blocked. This is said to be due to the reluctance of the municipal councils to see the emergence of such a structure, taking into account the prerogatives that they might have to forgo. It should be noted that CIVN has not conducted any water-related activities.
- ¹⁰² In 2005, the Communauté de la Basse Vallée de l'Ouémé (CBVO) was set up with headquarters in the commune of Dangbo. It has attempted to launch projects in the water sector and for sand extraction. In 2010, another development association was created, CIED-Nokoué, which brings together the communes of So-Ava, Porto-Novo, Adjarra, Aguégoués and Sèmè-Kpodji.
- ¹⁰³ In the department of Zou, the Union des Communes du Zou (UCOZ) has now been replaced by the Communauté des Communes du Zou (CCZ). The latter was set up to carry out common development projects, including a waste management project that is currently being prepared. It has not yet undertaken any activity in the water and sanitation sector.
- ¹⁰⁴ APIDA is an association that was set up to promote economic development in the five member communes. It has an operational arm, ODETA, and its main partners are UNDP, USAID, and the Picardie region of France.
- ¹⁰⁵ Finally, there are a number of ad hoc and informal associations of communes formed around common projects. One such project aims to construct 1000 family latrines in the communes of Djakotomey, Dogbo and Aplahoué, for which it will receive financial support from the Communauté d'Agglomération de Saint Omer in France.
- ¹⁰⁶ The vast majority of intercommunal collaboration mechanisms are still based on a strategy of opportunism, as they seek to attract partnerships and external funds. The pursuit of efficiency or effectiveness through the pooling of resources is not necessarily a major concern at this stage. The municipal councils, which have yet to come to grips with their role as project manager for basic services, are certainly not eager to delegate their powers to an intercommunal structure.

3.1.6 Actors at the national and departmental levels

- ¹⁰⁷ SNV's engagement at the macro and meso levels is just as significant and has strengthened the capacities of the entire water and sanitation sector. It thus contributes to an enabling environment, in accordance with its intervention strategy. The proximity of national directorates (DAT, DG Eau and DNSP) and the coverage of all communes have been key factors,

made possible by the role allocated to SNV under the PPEA. The common theme of these contributions centres on the empowerment of the communes as project managers for water and sanitation services, which is consistent with SNV's interventions among local actors.

¹⁰⁸ At the level of the technical directorates, the emphasis has been on communal planning tools, harmonization of guides and modules, and training in communal advisory skills, a role explicitly reserved for the deconcentrated services, but which they failed to assume in a satisfactory manner. After a long period of preparation (and raising the awareness of national directorates), this training did not take place until in 2012, and its effects remain to be documented, even if the quality and the relevance of the training were highly appreciated by those involved.

After the first experiences in collaboration with Helvetas and PROTOS, SNV coordinated the elaboration of the guide used for preparation of the communal water plans. Following a more professional layout by GIZ, this guide is now used by all technical and financial partners (with the exception of the World Bank). Furthermore, SNV supported 27 communes in the preparation of their water plans (35% of all Beninese communes). The manual for implementing the Communal Plan for Hygiene and Sanitation (PHAC), provided by GIZ, was harmonized together with DNSP and SNV, which subsequently supported 20 communes in its implementation. More recently, SNV contributed to, if not managed, the compilation and dissemination of guides on accountability and on the installation of the CEMOS.

¹⁰⁹ For the sanitation subsector, SNV elaborated, together with DNSP, the roadmap for the transfer of competencies to the communes. Since 2012, this roadmap has been integrated into DNSP's annual work plan, a programming framework with all technical and financial partners. In February 2013, a ministerial decree was adopted to delegate financial resources to the deconcentrated services for their role in providing support/advice to the communes. SNV's support in this process is explicitly recognized by the parties concerned as being determining.

¹¹⁰ SNV's support to the DAT has been more complex. The role allocated to SNV in the PPEA does not provide for specific support in the area of capacity development, but rather to support the DAT in its supporting role to DG Eau and DNSP in the implementation of the transfer roadmap. SNV has effectively supported the technical directorates, alongside DAT, but more strategic reflections on the role and position of the communes have received little attention.

¹¹¹ Today, we can therefore see that the tasks and resources for the two subsectors are gradually been transferred to the communes, but as yet there has been little debate on a communal strategy for public services or a territorial interpretation of an integrated water and sanitation policy.

¹¹² The collaboration with the National Association of Communes in Benin (ANCB) to promote the principles of accountability started late. Politicization and the limited performance of ANCB are cited as inhibitors, but this justification is questionable if SNV positions itself as an actor specializing in capacity development at the macro and meso levels, with the empowerment of communes as its leitmotiv.



¹¹³ In the departments, SNV has occasionally been a determining actor in improving consultation, notably in Zou and in Mono/Couffo. This support for departmental consultation has also been attempted in the other departments, but the results there remain very timid, failing the appropriation by the departmental authorities.

3.2 OUTPUT OF CD: IMPROVED PERFORMANCE OF SNV'S CLIENTS

3.2.1 Planning and construction of new facilities

¹¹⁴ *Evaluation criterion:* The planning and construction of new water points and institutional sanitation facilities is based on criteria such as equity.

Table 16. Indicators regarding the planning of new facilities.

Indicators	Main findings
% of built or programmed drinking water systems installed in unserved or underserved locations with respect to water points (one per 250 persons)	<ul style="list-style-type: none"> The methodology for objective, equitable and participatory programming processes is available in nearly all communes Its effectiveness is still limited and, in 2011, fewer than 25% of new facilities were implemented using this method (for those communes that had a PC Eau or BPO at the time)
% of installed or programmed institutional sanitation facilities in unserved locations	<ul style="list-style-type: none"> Decisions on the siting of institutional sanitation facilities are made jointly by the municipal team and the institution The needs of institutions are relatively well met, but the functionality of the latrines leaves to be desired The villagers always wish public latrines to be sited in other locations, but this is not in line with the strategy of the sector
Planning and location of the water infrastructure is based on a consultation process with the population	<ul style="list-style-type: none"> The consultation process, effective in all communes, is highly appreciated – especially in those communes that receive intensive support from SNV The consultation process enables women to express themselves

Siting of new drinking water systems

¹¹⁵ In the new sectoral approach, priority in the programming is given to unserved areas or underserved villages (one water point per 250 people) and/or where the need for water is most pressing. Once the people have expressed their needs, the municipal council, with the support of a social intermediation structure (SIS), mediates with the locations and villages to establish the order of priority for the allocation of the facilities. This prioritization is structured in a multi-annual programme document drawn up by a consulting firm or an independent consultant.

¹¹⁶ This approach has been effective in the majority of visited communes with a five-year PC Eau (nine communes), a sectoral BPO in the department of Alibori (three communes; three- to five-year plans) or a WaSH multi-year plan (Djakotomey⁸), but covers only part of the newly

⁸ The commune of Djakotomey has developed its own sectoral programming tool with a communal budget. It has not followed the DG Water and DNSP directives and its development plan encompasses the entire water and sanitation sector.

installed systems. In fact, the majority of new installations are still built under the supervision of the departmental water services (SEau), with variable involvement of the communal authorities. The SEau draw primarily from applications submitted by the communities in previous years, and confirmed by deposit of the village financial contribution according to the previous strategy. In the northern departments, this demand-driven approach continues to be practised. In principle, the authors of the communal water plan (PC Eau) and programme budget (BPO) should have integrated the relevant applications already submitted according to the old approach into the programming. They have not always done so, yet it should also be recognized that the departmental water services (and the municipal councils when they participate in the choice) have not yet fully adopted the new approach and the programming tool. In the five communes that had a communal water plan or sector programme budget in 2011,⁹ only 10–30% of the systems constructed in 2011 were in line with this programming mechanism. Finally, it should be noted that the departmental water services are currently collecting the various communal water plans or programme budgets in order to better align their programming with the communal tools.

¹¹⁷ The systems built under the supervision of the commune are also located closer to where people live so as to take account of the advice of the populations, where technically possible.

¹¹⁸ Women perceive the consultation process organized by the municipal team as an excellent opportunity to assert their views and safeguard their interests. As a consequence, they are far more eager to participate in procedures dealing with the siting of water facilities with the consent of the men.

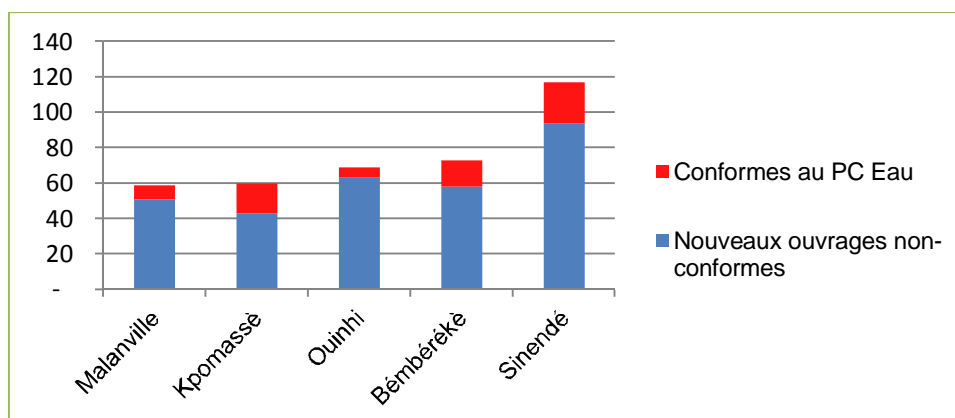


Figure 11. New water systems constructed in 2011 and their alignment with the objectives of communal plans.

Siting of new institutional latrines

¹¹⁹ In 42 (76%) of the 56 (administrative) villages visited, the villagers feel that the number of public latrines is insufficient. In the various institutions (mainly schools and health centres), by

⁹ The PC Eau of N’dali covers the period 2011–2015, but 2011 was seen as a transition year, where studies were carried out but no investments in facilities took place. In Sinendé, the multi-annual inventory of priorities covers the period 2010–2012. In Malanville, Kpomassè, Ouinhi and Bembéréké, the plan covers the period 2011–2015. Four of these six programming tools were elaborated with SNV’s support.



contrast, the majority of users believe that the number of latrines has increased considerably and that the facilities are satisfactory (the problem is, however, that their functionality is not always guaranteed; see section 3.2.2). These findings are explained by the fact that the institutions (markets, stations, schools, health centres, etc.) are well equipped with latrines to the satisfaction of the users, but the villagers would nevertheless like to see public latrines located elsewhere, which is not in line with the strategy of the sector.

Consultation process

¹²⁰ The procedures necessary to obtain a new water point are less troublesome than they used to be. People believe that their participation in the water works implementation process has improved. The important role of the municipal council in this transformation is relatively well appreciated. It should be noted that public participation in the water point construction process used to require people to express their need and to provide the financial means. Today, with the new programming approach in the sector, the people are consulted by the municipal team or via the SIS, if not directly by the consultants in charge of the preparation of the communal water plan. They participate in the programming meetings where the municipal team uses all its pedagogical skills to explain the new approach to them. This requires many more meetings, often organized by the SIS. Basically, the people express their needs and formulate their priorities, taking into account applications from other villages, give their advice on the required number of facilities and on their preferred location. The people are also heard and closely associated when the municipal council undertakes mediation to prioritize the applications. This consultation mechanism became operational in most communes in 2008–2009, even if not all priorities could be fully met. Since 2011–2012, all these priorities have been translated into a multi-annual programming document. Compliance with this programming is still very partial (see above), but the focus groups surveyed consider the consultation process and the new communal programming approach to be very promising.

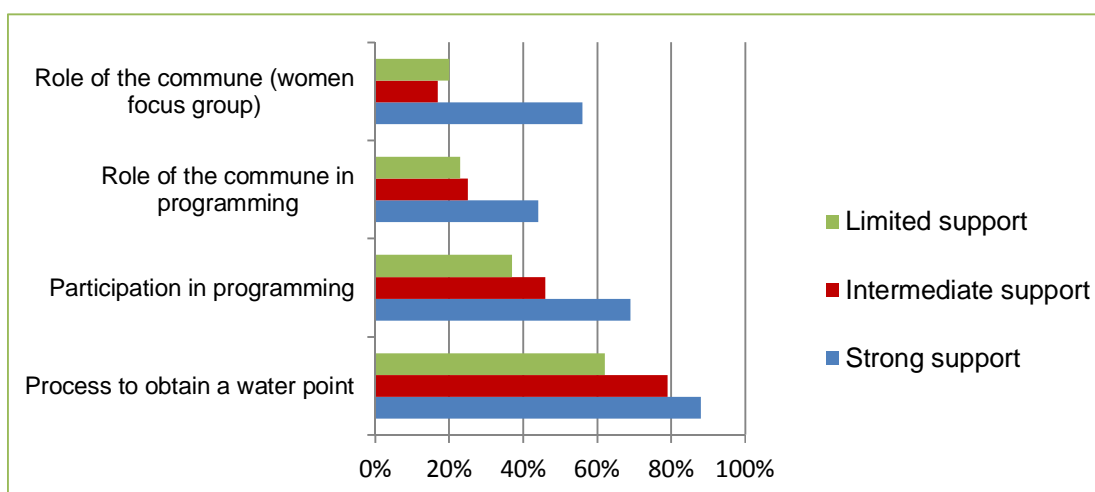


Figure 12. Public satisfaction with the planning mechanisms for new water facilities.

For all these changes, there is clear correlation between the intensity of SNV's support, as demonstrated by the indicators shown in figure 12.

¹²¹ For the programming of institutional latrines, a number of transformations have also occurred in all visited communes which are appreciated by the populations. Today, first consultation meetings between the management of the institutions and the village administrative authorities are organized to discuss the needs and harmonize the viewpoints. An application for construction submitted by the institution manager is systematically backed by the village head and his advisers, including opinion leaders and crowned heads of the village. The municipal council, sometimes with the support of the hygiene agent, then initiates discussions with the institution and the population to assess the merits of the application. It then schedules the construction of the facility with the budget transferred by the Ministry of Health (under the heading of international cooperation projects). This mechanism is effective in all communes, and there appears to be no correlation with the intensity of SNV's support.

3.2.2 Functionality of the facilities

¹²² *Evaluation criterion:* The water points and the institutional sanitation facilities are operational.

Number of defective water points

¹²³ No reliable device exists for monitoring the functionality of the water points. Based on the national integrated database (IDB), DG Eau publishes figures on the number of defective systems, but they are not kept up to date and are often incorrect. The SIS are supposed to inform the municipal team about the functionality of the facilities operating under delegated management – a mechanism that in most cases is operational for AEV and PEA, but i) not for simple facilities, ii) none of the visited communes manage this information in a systematic manner and iii) the data are sometimes incorrect. Furthermore, the sparse data available at the commune level were not confirmed by our field surveys.

Table 17. Indicators regarding the performance of water and sanitation facilities

Indicators	Main findings
Number of defective water points and its evolution	<ul style="list-style-type: none"> • The number of defective systems remains alarmingly high • Official statistics show a reduction in the percentage of non-operational water points, yet this is solely due to the construction of new water points
Compliance with hygiene rules around water points	<ul style="list-style-type: none"> • Compliance with hygiene rules has markedly improved following awareness-raising campaigns by the SIS and the involvement of the operators
Functionality of institutional and public latrines and compliance with hygiene rules at these latrines	<ul style="list-style-type: none"> • Half of the new institutional latrines are not operational yet • For the other latrines, the hygiene rules are well complied with
Duration of disruptions and its evolution	<ul style="list-style-type: none"> • Minor breakdowns are repaired faster than in the past; not much change is observed for major breakdowns • Disruptions for social or organizational reasons have almost completely disappeared

¹²⁴ According to the integrated database, the failure rate of boreholes with hand pumps (FPMs) in the 14 surveyed communes fell from 19% in 2007 to 15% in 2011. In terms of numbers, however, 316 boreholes were non-operational in 2007, and 356 in 2011. The improvement of the percentage is due to the fact that new systems have been installed, and not to a more effective breakdown management.



125 In the 56 visited villages, 152 of the 440 water points were not operational at the time of the surveys (35%).

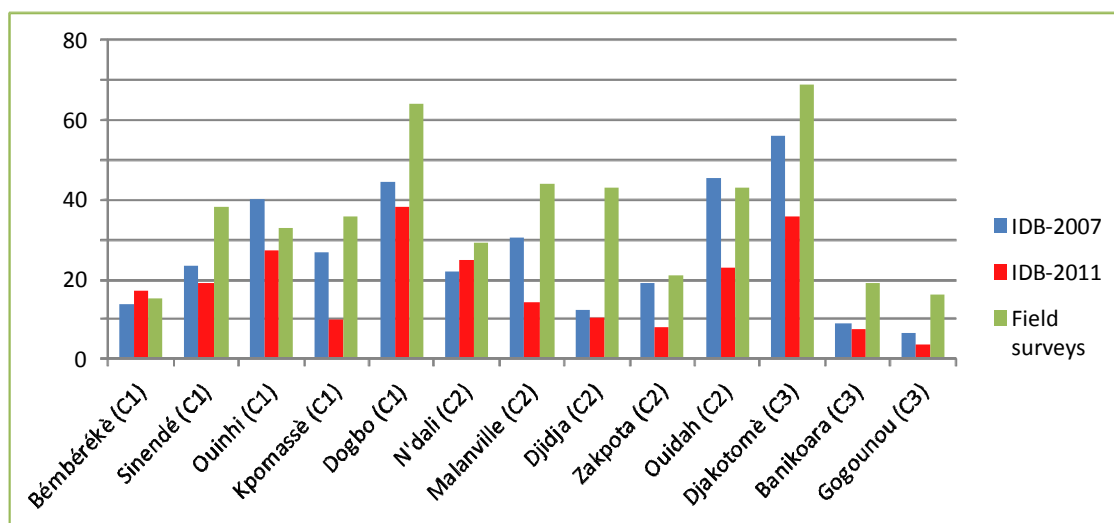


Figure 13. Percentage of defective water points (integrated database, boreholes with hand pumps only).

126 The huge difference between the data recorded in the villages (surveys) and the integrated database (IDB) data can be partly explained by i) the fact that we considered the water points that were not operational, whereas the IDB counts only water points that have been defective for at least three months and that require significant interventions, and ii) the IDB eliminates from the statistics those water points that are out of service and have been replaced by other facilities, whereas the villagers often believe that they could be repaired. It should also be noted, however, that the (communal, departmental and national) administrations have only very partial knowledge of the actual condition of the facilities and that the published data are far too optimistic.

127 The figures of the IDB and our surveys in the villages do not reveal any correlation between the number of defective systems or its evolution and the intensity of SNV's support.

128 The villagers' perceptions of the number of defective facilities vary widely. In some communes less than 20% of the population report that they are satisfied or very satisfied, while in others this indicator exceeds 80%. On the whole, there is a slight correlation with the intensity of SNV's support as the average number of satisfied or very satisfied villagers reaches 40% in those communes, and only 31% in the others. However, the correlation with SNV's support is not automatic: in Ouinhi, a commune that has received an exhaustive support package, including DA, 90% reported to be not or only slightly satisfied. In the most alert communes, minor breakdowns are repaired more quickly than before, but very little has changed in the area of major repairs.

Compliance with hygiene rules around the water points

129 In the surveyed villages, the majority of people are satisfied with the current level of hygiene around the water points; in none of the villages, the focus groups expressed an opposite view (0% of not satisfied). In 19% of the villages, the populations even reported to be very satisfied.

¹³⁰ The hygiene situation around the water points has improved over time for facilities built both before and after 2007. However, once they are put into service, the hygiene conditions around new facilities are far better than those of the old facilities, according to the villagers.

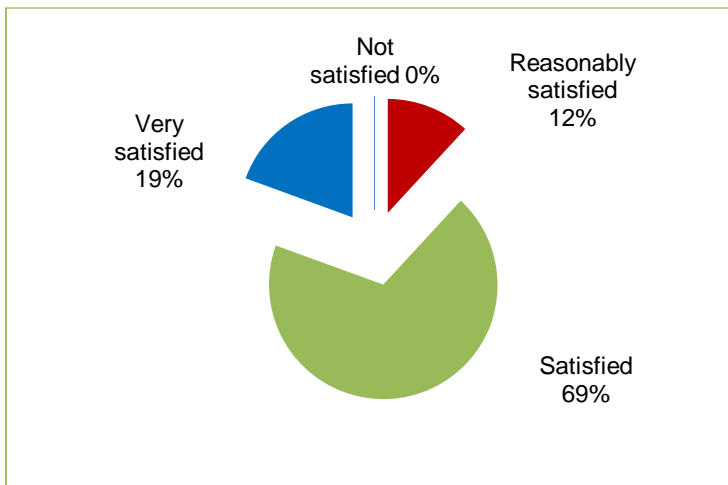


Figure 14. Satisfaction with hygiene around water points.

¹³¹ The opinions of the populations do not suggest any difference between the facilities of communes that have been heavily supported by SNV since 2007, those that have benefited from moderate support and those that received limited support from SNV.

¹³² The improvement in hygiene around the water points that can generally be observed today constitutes in itself a change in the water service to the populations that has been brought about by two transformations that have taken place within communities:

- the management of hygiene by the entire community; and
- the empowerment of delegates (boreholes) and contractors (complex facilities), with effective follow-up by the SIS.

¹³³ The determining actors and factors for these changes are:

- The SIS have conducted awareness-raising campaigns and supported communities in the design of health and cleanliness campaigns. According to the populations, the activities of the SIS are today better organized and more professional than they were in the past.
- To a lesser extent, the delegates and contractors have also contributed to the improvements in hygiene. Their importance is much less marked, because in most cases it was not the personnel that were solely responsible for the hygiene campaigns around the water points, but the community members. However, since they were given the responsibility for the facilities under their management, these delegates and contractors are perceived as actors that have cooperated with the communities.



Functionality of institutional latrines

¹³⁴ A large number of institutional latrines built under communal project management since 2009 are not yet available to users (63 out of 171, or 37%), for various reasons: acceptance of the works has not yet been granted; the desire to keep the latrines in an impeccable condition for reasons of prestige, etc. Of those that were commissioned, 11% have remained closed to the target group (they are often reserved for management staff). Of the 52% that have been made available to users, around 15% are in need of repair and pose risks to users, such as collapsing the superstructure, defective concrete slabs, lack of privacy due to the absence of doors. Taking into account all these limitations, it is estimated that only 37% of the institutional latrines built in the villages are operational.

¹³⁵ Overall, the management of open institutional latrines has improved slightly in recent years (with scores of 2 or 3 on a 5-point scale). Hygiene has also improved and 80% of users surveyed believe that their compliance with hygiene regulations to be satisfactory or very satisfactory. In schools in particular, the creation of health committees has contributed to the slight improvement. These committees have issued rules on use of the latrines for management and the pupils, and raising awareness among pupils by their peers or with the support of teachers. They are also accountable for maintaining the facilities and monitoring violations. These changes are mainly attributable to the support provided by the hygiene agents and, to a lesser extent, the awareness-raising activities by the SIS.

¹³⁶ No significant correlation has been found between these phenomena and the intensity of SNV's support.

Duration of water service disruptions

¹³⁷ The communes have no database that tracks breakdowns and other service disruptions. In principle, the SIS indicate the condition of the facilities in their reports. They inform the municipal team as soon as a problem is identified; in many cases the user community informs its supervisor who acts as interface with the municipal team. This mechanism is in place in all of the visited communes, but its effect on the frequency and duration of the disruptions is not systematically documented.

¹³⁸ The following three indicators do, however, confirm that the duration of the disruptions is slightly better managed today than before:

- The populations express their satisfaction with respect to the duration of the disruptions, with 85% of the interviewees being satisfied or very satisfied – a percentage that is even higher in the communes receiving intensive support from SNV (94%).
- In the 112 visited localities (eight per commune), 8% of facilities were non-operational. The average duration of the last three breakdowns was almost three months, but significantly less in the communes that are heavily supported by SNV (20 days).
- In nearly all communes, the populations reported improved management of disputes, of absences of sales staff, of arbitrary closures or other socio-organizational problems giving rise to water service disruptions.

¹³⁹ These advances should, however, be qualified in the case of ‘major’ breakdowns requiring interventions costing at least CFA 100,000 (EUR 150). All of the communes reported disruptions lasting several months. The maximum duration in the heavily supported communes is six months, but in the other communes it amounts to several years. The communities do not have the means to finance major repairs; where the operation is farmed out, contractual clauses do not systematically stipulate who is liable for major repairs; the communes are reluctant to mobilize the funds and the management of repair fees paid by the contractors, lacks transparency.

3.3 IMPROVED ACCESS TO AND USE OF SERVICES

3.3.1 Use of public water services

¹⁴⁰ *Evaluation criterion:* The use of public water services has increased.

Table 18. Indicators regarding the use of public water services.

Indicators	Main findings
Number of operational water points and its evolution	<ul style="list-style-type: none"> The number of water points has risen spectacularly since 2007 (by 43% according to the IDB, and by 78% in the 56 surveyed villages) In the absence of reliable data on their functionality in 2007, and considering the current high percentage of non-operational systems, it is not possible to measure the evolution of operational water points In the communes strongly supported by SNV, the population is more satisfied with the number of operational water points
Water tariff collection rate and its evolution	<ul style="list-style-type: none"> No systematic and reliable data are available on the volumes of water used, or on the water tariff collection rate
Level of communal water sales revenues	<ul style="list-style-type: none"> The communal fees paid by the contractors and delegates do not evolve in a unidirectional manner The financial and technical data do not reveal any conclusion as to whether the use of public water services has increased
Evolution of the % of the population using public water services	<ul style="list-style-type: none"> In the villages with a water point, its use is not generalized SNV’s activities have not had a significant impact on behaviour in relation to the use of public water services

Number of operational water points

¹⁴¹ Together with the Beninese government, development partners have invested heavily in the construction of new water facilities over the last five years. According to the national database, 1228 new water points (excluding modern shallow wells) have been constructed in the 14 surveyed communes since 2007, an increase of 43%. In the 56 administrative villages that we surveyed, there was even an increase of 78%. In addition to the variation inherent in the sampling process, this difference is probably due to the combination of three phenomena:

- As we did not know the number of standpipes per village water supply system (AEV) in 2007, we assumed the average number per AEV was the same today – which is certainly an overestimation because many old AEVs have been extended since 2007 – which would increase the percentage in the IDB.
- The IDB is certainly not exhaustive and there are still projects and agencies that build water points without the associated information being recorded in the database.



- The IDB eliminates water points that have been out of service for a long time and can no longer be renovated.

¹⁴² The data on the functionality of the facilities are, however, contradictory. For the country as a whole, the IDB today indicates a functionality rate of 90.5% (compared with 78.6% at the end of 2007). In the visited administrative villages, we found that 35% of the facilities were not operational at the time of the survey.

¹⁴³ When asked for their assessment of the number of operational water points today, the focus groups in the communes strongly supported by SNV were much more positive than in the other communes (even if the level of satisfaction varies widely, with 60% of the focus groups not satisfied in Dogbo, a strongly supported commune, including the DA action).

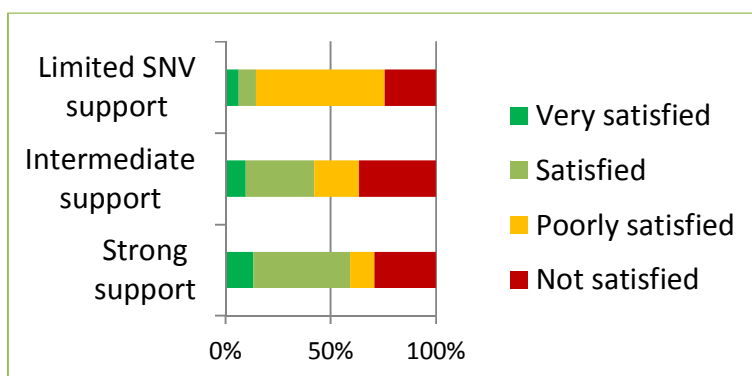


Figure 15. The perception of the population regarding the number of operational water points.

Tariff collection and communal water sales revenues

¹⁴⁴ The evolution of the communal fees paid by contractors and delegates is not unidirectional. As we have seen, the delegation of operation is either not yet generalized or is very recent (three communes have no delegation; in Ouinhi and Dogbo delegation was introduced as late as 2012 and early 2013, respectively). The amounts paid to communes with delegation more or less systematically, remain relatively modest. The experience of Initiative Développement, a French NGO, shows that local support during the launch of delegated management allows significantly higher collection rates to be obtained (CFA 3.5 million/year in Toffo and CFA 7 million/year in Zè).

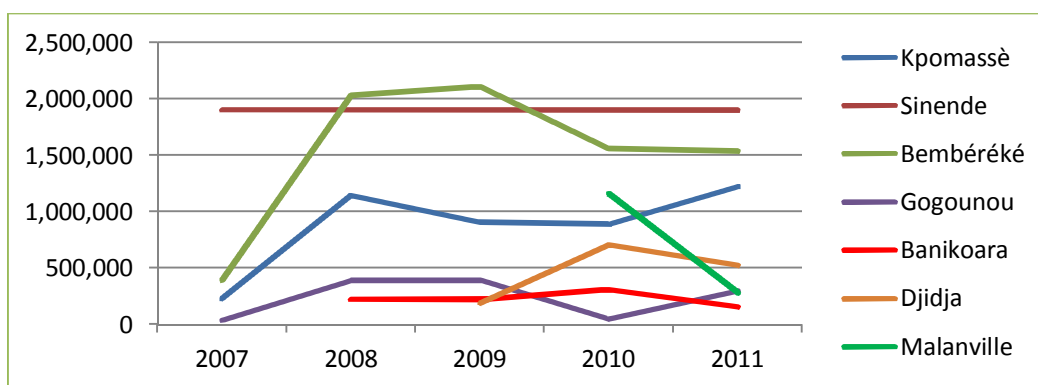


Figure 16. Communal royalties paid by the private operators (CFA).

¹⁴⁵ The users, however, believe that the financial management of the new water points has improved in recent years, with average scores of 2–4 (on a 5-point scale). This assessment is more explicit among women and economic operators in the communes that are heavily supported by SNV. For the old facilities, by contrast, little progress, and in some cases even a decline, is observed, regardless of the intensity of SNV’s support (Kpomassè – C1, Za-kpota – C2, Djakotomey – C3).

The uses of public water services

¹⁴⁶ There are no precise data on the water consumption of the entire population in the 14 visited communes. The populations of the surveyed hamlets have access to an operational water point (with the exception of 10 facilities) and can therefore not express themselves on the populations of hamlets not yet equipped with a water point. We have not conducted surveys at the household level. Some 85% of the focus groups report that they are satisfied or very satisfied with the water usage rate for drinking needs, and 65% of the population is estimated to use public water services for all their needs. No correlation has been found with the intensity of SNV’s support. Based on these data we can conclude that i) use of public water services is not generalized, even in villages that have access to an operational water point, ii) a significant proportion of users have adopted a strategy of using diverse water resources, undoubtedly to reduce the burden on the household budget, and iii) SNV’s activities have not had a significant impact on the behaviour of the villagers with respect to the use of public water services.

¹⁴⁷ Especially for women, the better organization of the service has resulted in a reduction in the chore of fetching water. The intervention of the SIS is cited as the most important factor of change. For the new facilities, the siting and organization of the water point are agreed with the participation of women. For the old facilities, the reduction in the duration of disruptions and the better organization of the service (opening times, cleanliness, training of attendants, etc.) have an impact on access to the service.

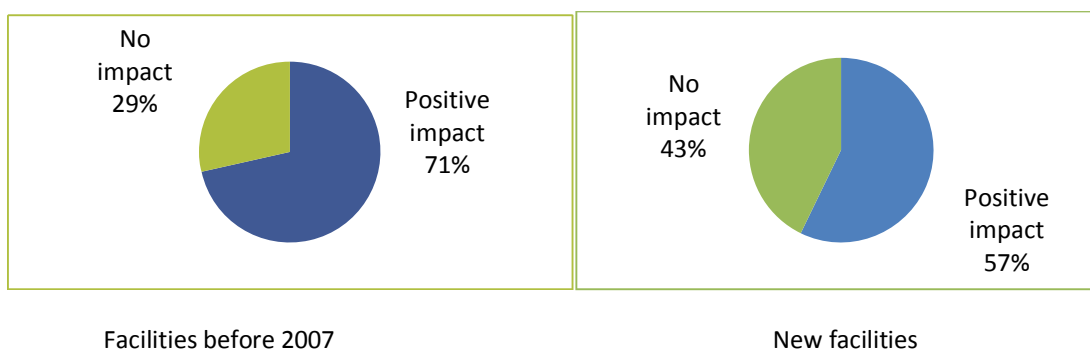


Figure 17. Impact of SIS activities on the burden of fetching water, according to women.

3.3.2 Hygiene and sanitation practices

¹⁴⁸ *Evaluation criterion:* Behaviour in the areas of hygiene and sanitation has improved.

Table 19. Indicators regarding hygiene and sanitation.

Indicators	Main findings
Application of hygiene rules	The hygiene rules around the water points and in the institutional sanitation facilities are better complied with than before
Number of latrines built by households (pilot communes in Borgou and Alibori departments)	SNV's training on community-led total sanitation (CLTS), provided since 2011, has not yet had a significant impact on the construction of family latrines in the pilot communes

Application of hygiene rules

¹⁴⁹ The effective use of latrines within institutions is complied with by the users. The same applies to the use of water and soap for washing hands after using a latrine, where available. As a result, very few people now practise open defecation in the immediate vicinity of institutions where latrines are now available.

¹⁵⁰ As noted above, the hygiene around the water points has markedly improved under the joint impetus of the communities, the SIS and the operators – and in some cases also by the municipal team.

¹⁵¹ No correlation has been found between these two changes and the intensity of SNV's support.

Construction of household latrines

¹⁵² In the departments of Borgou and Alibori, SNV started with the training of hygiene assistants and technicians, community workers and masons on the community-led total sanitation (CLTS) in 2011, which seeks to encourage communities and families to change their hygiene and sanitation practices and to build improved latrines with their own financing.

¹⁵³ All the communes in these two departments have benefited from pilot activities, which were supervised by the departmental basic hygiene and sanitation services (SHABs). In the communes of Malanville, Karimama, Sinendé and Bembèrèkè, UNICEF supported the implementation of these activities in 10 localities per commune. In the other communes, the

activities were limited to a number of pilot localities. On the whole, the results have not matched expectations. At the end of 2012, the SHAB of Alibori reported that only 83 new latrines had been constructed in six communes – an average of three latrines per pilot locality). In Borgou, the SHAB was unable to ensure follow-up due to lack of transport, but, according to the hygiene agents, the results would be negligible.

3.4 CONCLUSIONS

¹⁵⁴ In general, the water and sanitation sector has undergone major transformations since 2007 with the support of the international donors and development agencies, including SNV. With regard to access to services, the most significant outcomes include:

- The planning of new water points and institutional latrines (schools, health centres, markets) is progressively being brought into line with the needs. Objective, equitable and participatory programming processes are in place in nearly all communes. The transition from a demand-driven to a participatory planned approach is still slow (less than 25% of new facilities were being implemented in line with these plans in 2011), but is expected to increase after 2013. The consultation process in programming is highly appreciated by the communities, especially in the communes benefiting from intensive SNV support.
- In most communes the operation of water facilities has been delegated to private operators, but only for some water points. The delegation of the complex water networks (37% of the fleet in 2011) is more advanced than for boreholes with hand pumps and open wells (less than 20%). This delegation can lead to more professionalism, increased incomes (also for the communes) and improved governance of the paid tariffs, but progress in these areas is still limited and is very poorly documented.
- Compliance with hygiene rules has improved markedly following awareness-raising campaigns by NGOs and the involvement of private operators. Minor breakdowns are repaired more quickly than in the past and disruptions for social or organizational reasons have almost completely disappeared. There has been little change in the event of major breakdowns and the number of non-functioning systems remains alarmingly high, even in communes receiving intensive SNV support (35% of water facilities were not functional during our surveys).

¹⁵⁵ Regarding the institutional or sector development dimension, the main outcomes and effects of the programme include (i) a better understanding by the local actors of their role in the rural water and sanitation sector, (ii) an improved cooperation between these local actors, and (iii) the development and dissemination of tools for planning, for project management, and, since 2010, for accountability and for the operation and maintenance of hand pumps.

¹⁵⁶ SNV's interventions have strengthened the communes in their role and made them visible in the field and in the WaSH sector. Most of the communes have integrated WaSH in their organizational frameworks and have created specific allocations for WAaH in their budgets.

¹⁵⁷ The roles of other local actors are also changing, and SNV supported this process through training and facilitation:



- social intermediation NGOs now support a public water service approach rather than a community development approach;
- private operators or local delegates are contracted by the communes for operation and maintenance of water facilities;
- water user associations are partners in dialogue with the communes, and are no longer in charge of operation and maintenance or collecting the local contributions for investment; and
- regional government services have started to assist the communes in their new role.

4 SNV's way of working

4.1 IDENTIFICATION OF CLIENTS

- ¹⁵⁸ The refocusing of SNV's activities on capacity development coincided more or less with the creation of the communes in Benin in 2003. Since then, SNV's principal clients in the water and sanitation sector have been the communes, which, under the decentralization laws, are responsible for supplying their populations with drinking water, organizing collective sanitation services, and ensuring that adequate hygiene and sanitation practices are applied.
- ¹⁵⁹ Already active in some 20 communes, where it supports local project ownership, SNV has been able to upscale its engagement through its involvement as a support agency for Component 2 of the Multi-annual Water and Sanitation Programme (PPEA), since 2007. All communes have thus effectively become clients of SNV, except for the city of Cotonou where the entire water service is to be managed by SONEB, the national water utility.
- ¹⁶⁰ The intensity and the content of the collaboration between SNV and the various communes vary considerably, however. The equipment and training activities financed by the PPEA benefit all communes, with a few differences depending on the possible presence of other partners in the commune, and/or the receptivity of the communal team. Support in the elaboration of communal (water or sanitation) plans has been targeted at the communes, in addition to the engagement of other technical and financial partners. In some communes, this 'basic package' is complemented with activities financed by other projects. Here, the choice of communes is based on operational criteria: the presence of other partners, the division of labour between SNV's three offices (in Cotonou, Parakou and Natitingou), and the continuity of interesting activities.
- ¹⁶¹ The social intermediation NGOs are also part of SNV's portfolio. In a first phase, these NGOs were recruited by the departmental water services, SEau (or directly by the cooperation projects), but progressively the communes have become their contractor. For all these NGOs, SNV has provided organizational strengthening training programmes. For the more technical areas, GIZ has run training programmes in the departments covered by the German Drinking Water Programme, and SNV has organized training programmes in the other five departments.
- ¹⁶² This approach is considered relevant, even if the performance of the NGOs has remained highly variable and their actual role is currently being challenged by the technical and financial partners and DG Eau.
- ¹⁶³ Since 2009 other actors at the communal and departmental levels have been included with i) the creation of user associations and accountability mechanisms (three communes in 2010; 11 neighbouring communes in 2012); ii) specific training programmes for all deconcentrated water, hygiene and sanitation services in the 11 departments of Benin (2012); iii) the facilitation of relationships with local operators responsible for operation and maintenance (from 2011); and iv) the involvement of the prefectures in coordinating stakeholders. These actors are not considered clients and there are no Assignment Agreements with them. SNV's support activities are channelled through the national directorates, or through the municipal councils for actors at the communal level.



- ¹⁶⁴ This position definitely strengthens the leadership of the central directorates and the municipal councils, but does not necessarily contribute to a balance in the relationships or to making sufficient allowance for the specific needs of these ‘peripheral’ actors whose performance and governance practices are nevertheless essential to achieve a sustainable effect on access to and the use of water services.
- ¹⁶⁵ In 2009 SNV began working with ‘shared development territories’ (*espaces de développement partagé*), or platforms for collaboration between communes. Under the PPEA programme, SNV concluded four Assignment Agreements with intercommunal associations; the PIEPHA-C project, for example, is being implemented in alliance with the Collines Intercommunal Grouping.
- ¹⁶⁶ The choice to invest in reflections on intercommunal cooperation is considered relevant, but the debate appears to be insufficiently clear and the municipal councils understandably first want to try out and master their communal responsibility before delegating any tasks and resources to other actors.
- ¹⁶⁷ Since 2009 part of SNV’s activities have been implemented through local capacity builders. These LCBs were selected via a competitive bidding process following a call for expression of interest that was widely advertised. Some 60 NGOs and consultancy firms applied, and nine of them are now considered as LCBs. Some NGOs also have their ‘own’ consultancy firms, allowing them to better position themselves in relation to the client’s obligations. Like all consultancy firms and NGOs in Benin, the LCBs are active in multiple sectors and offer different types of services. They all provide training, but none specializes in institutional capacity development. The selection criteria included a background in the water and sanitation sector, and in training. Their internal governance practices also seem to have become relevant, and the historic line which we have reconstructed with four of these LCBs confirms that they were already concerned about this issue at the time of their selection in 2009.
- ¹⁶⁸ A structured collaboration with institutions specializing in providing support to communes or in organizations in the WaSH sector, such as PDM, ZIE or the University of Abomey-Calavi, does not seem to have been envisaged.

4.2 ENDOGENOUS CAPACITY DEVELOPMENT

4.2.1 Clients

- ¹⁶⁹ The focus of SNV’s capacity development activities is the level of the communes, which receive 80% of SNV’s advisory support in terms of primary process days (PPDs). During the first three years, this support consisted mainly of basic training, coupled with support in procurement and/or the elaboration of communal plans for water supply (PC Eau), onto which other support activities were grafted from 2010 onwards.
- ¹⁷⁰ In principle, this is a demand-driven approach, where the communes themselves define the themes and priorities, based on self-assessments of their competencies and needs, assisted by an SNV advisor. Workshops for the ‘identification and elaboration of the plan for development of communal project ownership capacities’ are documented for a number of communes. After

identifying the competencies required to operationalize the communal project ownership, the priorities are listed as a function of the relevance, competencies already acquired, and the 'enthusiasm' of the communal team. This exercise is certainly useful as a pedagogical approach to help the communal teams to understand the challenges, analyze competencies and formulate their expectations.

- ¹⁷¹ The Assignment Agreements, specific to each commune, certainly take account of the analyses and expectations of the communes. At the same time, there is little consistency in these agreements, which often vary according to the intervention area, and certainly as function of the sensitivities of the SNV team, the activities of other partners, and possible precedents in the relationships with SNV. The portfolio of SNV's support activities is therefore the result of a combination of an assisted self-assessment, an SNV proposal, and an alignment with the objectives of the PPEA and the sector strategy in general.
- ¹⁷² SNV has developed 11 training modules covering basic competencies to enable the communal team to take up its role in the programming, realization and delegated operation of water and sanitation infrastructures. Taking into account the self-assessment of the communes, a number of these modules were included in Assignment Agreements.
- ¹⁷³ The modules are designed in close collaboration with the LCBs. Some of them are shared with other partners of DG Eau, but there is no aggregation mechanism or reference label that requires the different development agencies to convey the same messages using the same methods and tools.
- ¹⁷⁴ The commune decides on the participants in the training (the profile of the target group is identified during the elaboration of the training programme) and organizes the logistics, with SNV contributing to payment of the travel and meal costs of the participants.
- ¹⁷⁵ The training modules and the support of the commune are fully aligned with the national strategy for the sector and the orientations of the national directorates. The role of the communal team is more to absorb predefined knowledge than to build up know-how that takes into account local contexts, local political priorities or existing dynamics. This practice of knowledge transfer is in fact applied by nearly all the sector's stakeholders in Benin, since i) the basic competencies of the communal teams are limited, ii) their stability is not guaranteed and iii) the sectoral strategies and orientations are extremely detailed.
- ¹⁷⁶ The system of Assignment Agreements, coupled with assessments at the mid-term and final phases of the agreement, contributes to the ownership of the approach by the clients. The objectives and responsibilities are clearly defined within a result-oriented approach. Since 2009, and more systematically for the communes since 2010, the reference situation with respect to the capacities to be developed has been specified in the Assignment Agreement. Sadly, however, the individual client files are incomplete and the use of this tool for structuring the dialogue with clients is certainly not systematic.
- ¹⁷⁷ SNV rightly does not confine itself to the topics prioritized by clients. For the communes, for example, the integration of gender and the environmental impact dimensions was part of the package under the HAADI and PAGIREL projects, and 40 communes eventually received this



training. The Domestic Accountability approach was proposed to three pilot communes, which probably did not prioritize this innovative theme. The ‘advisor skills’ training provided to the management of the deconcentrated services of the two technical directorates was a success – but the theme was not included in the programme until SNV provided sufficient incentive.

- ¹⁷⁸ These examples show that if change is to be achieved within the sector, the integration of certain innovative or exogenous elements is fully justified, if not recommended. It should also be recognized that governance themes are not always popular with teams of decision makers who may wish to pursue other logics and interests.
- ¹⁷⁹ The evaluation mission considers that SNV has managed relatively well to maintain this balance between the empowerment and ownership of clients and the integration of relevant but rather exogenous themes and messages.
- ¹⁸⁰ The second group of beneficiaries of SNV training programmes consists of social intermediation NGOs (8.6% of PPDs), which are responsible for supporting the communes in their relationships with other local stakeholders and in monitoring their water facilities. Training in the area of organizational development was targeted primarily at the managers and should contribute to better human resources management. The technical training followed the national manual on social intermediation.
- ¹⁸¹ With this approach, SNV fully subscribes to the national strategy which, in this respect, is applied by all agencies and donors. SNV’s added value resides in i) the integration of the ‘organizational development’ dimension and ii) its support in the field in the five departments that are not covered by the German Drinking Water Programme (PEP). From a perspective of strengthening the performance of the local teams of these SIS, it is considered relevant to invest simultaneously in i) their social intermediation capacities, ii) improving their governance practices in their hosting structure that is the NGO, and iii) the facilitation of their relationships with the communal teams. However, the environment and the organizational and business model of the NGOs are not conducive to the development of solid and viable structures through such a fragmentary approach.
- ¹⁸² SNV has certainly made an effort to integrate capacity building of its clients into a framework and an approach of mutual responsibility. The concept of multi-annual and Assignment Agreements, the relatively diverse offer to the communes and the involvement of LCBs have all contributed to rather extensive client involvement.
- ¹⁸³ However, the communes, as well as other development agencies and even the LCBs, consider that SNV’s support to capacity development has been too fragmentary and without explicit engagement. Since 2010–2011, practical support has again gained ground, notably on the subjects of DA or CEMOS.
- ¹⁸⁴ To achieve better ownership, other strategies could have been developed more systematically:
- Creation of synergies with other CD activities organized by other stakeholders for the benefit of the communes.
 - Proximity, degressive and binding support to ensure that the acquired knowledge is put into practice.

- In combination with other incentives that reward the ‘best in class’.
- More specific emphasis on internal knowledge management mechanisms: archiving, documentation of processes and decisions, sharing of information, monitoring tools for documenting the application of acquired know-how, etc.

¹⁸⁵ For all of the clients, all of the CD themes are relevant, aligned with the role that the actor in question should play and embedded in an approach of transfer of competencies and local governance of water and sanitation services.

¹⁸⁶ The theme of poverty reduction – SNV’s primary objective – is not explicitly developed, starting from the assumption that better governance of the water and sanitation services will contribute to better access and use, which effectively constitutes a powerful lever for poverty reduction.

¹⁸⁷ The most sensitive issues with respect to equity and universal access – which pose problems of solidarity, intelligent tariff policies, and probably also positive discrimination – are not particularly emphasized, which is not illogical in this first stage of empowering the communal actors.

¹⁸⁸ The quality of the CD support has been variable and the monitoring of the LCBs and other service providers has not always been in line with the at times approximative competencies and practices of the service providers. Certain modules and trainers were greatly appreciated, e.g. those on leadership for change or on advisory skills. In other cases, however, the trainers (employees or individual contractors of the LCBs) appeared to have an insufficient command of their modules. In the area covered by PEP, GIZ has to rework six PC Eau, which were considered of inadequate quality.

¹⁸⁹ Also, the LCBs on several occasions experienced difficulties in mobilizing the communal teams. They confirm that more explicit support from SNV’s advisors would have enabled their trainers to have a better grasp of the subject matter. Better feedback on the possible application of transferred knowledge would have enabled them to adjust the modules or the emphasise on certain aspects.

4.2.2 LCBs

¹⁹⁰ Support to the LCBs is characterized by a selection process in relation to the potentials of the LCB, a long-term relationship and a progressive responsabilization in the definition of the training and support methods and tools, used by the LCB.

¹⁹¹ For SNV, according to the Memoranda of Understanding signed in 2009, collaboration with the LCBs ‘is part of the perspective of its disengagement and to sustain the provision of capacity development services to the local actors... by launching this collaboration with the LCBs, SNV’s short-term objective is to stimulate their emergence through collective knowledge development. The medium-term objective is to create a favourable environment for the communes and the LCBs through knowledge networking and sharing’.



- ¹⁹² LCBs are both service providers, the conditions of which are specified in the agreements per commune, and clients that can benefit from SNV's support-advice. The capacity development of the LCBs is accomplished through:
- Their involvement in the conceptualization of the training modules.
 - The training practices in the communes, where appropriate under the supervision of an SNV advisor.
 - Specific training programmes, run by SNV, addressing the aspects of leadership for change, advisor skills and more technical modules which the LCBs subsequently must disseminate in the communes (e.g. CEMOS).
- ¹⁹³ There are probably nine LCBs that meet the client-service provider criteria. A number of ad-hoc service providers, individual consultants or partner organizations such as WSA are sometimes also referred to as LCB, but the collaboration is not a long-term relationship, they provide services outside the scope of SNV's competencies and/or have not benefited from SNV's support in the area of CD.
- ¹⁹⁴ Five LCBs have NGO status; four are consulting firms or limited companies. At least three of the NGOs also act as SIS (but not in the communes where they provide training services to the communal teams). Two of the three NGOs we met have also set up a consultancy firm that provides other services to the communes or to SNV, e.g. elaboration of the PC Eau. This amalgam of statuses and this combination of tasks at different intervention levels, creates confusion among those concerned, the municipal councils and the privileged witnesses. Such a situation does not seem to encourage good governance principles.
- ¹⁹⁵ The development of the LCBs' own capacities remains patchy. It should also be noted that these organizations often call upon individual consultants, making the quality control chain longer and more complex, whereas institutional knowledge development for the LCB remains marginal. Annex 9 summarizes the capacity-related changes cited by the four LCBs that we interviewed. The most visible effects are related to i) better understanding of the strategies and challenges of the rural water supply subsector, ii) better relationships with the communes and with the deconcentrated services, iii) increased rigour within the organization.
- ¹⁹⁶ The objectives of the collaboration with the LCBs are to be redefined. The team confirms us that the LCB strategy does not fit into a perspective of disengagement. The creation of a favourable environment through knowledge networking and sharing has not been observed by the evaluation team. The involvement of the LCBs as a training instrument has certainly allowed for up-scaling and cost reduction. Today, the competencies in the field of training are probably more extensive than in 2007, but their anchoring within the LCBs is by no means guaranteed.

4.3 ALIGNMENT AND HARMONIZATION

- ¹⁹⁷ SNV's WaSH programme in Benin is explicitly aligned with the national strategies for drinking water and for hygiene and sanitation.

- ¹⁹⁸ We have seen that almost two-thirds of PPD were invested within the scope of PPEA – Component 2, where SNV implements a bilateral collaboration project, defined by the Beninese Government. This alignment, coupled with the proximity to DG Eau, has allowed the harmonization and up-scaling of certain tools developed with the support or under the direction of SNV. Examples include the manual for PC Eau (generalized across the territory and applied by all donors, with the exception of the World Bank in Alibori), the training module for advisor skills (for the deconcentrated services in all departments) or the accountability methodology (applied already in 14 communes and ready to be generalized under the coordination of ANCB).
- ¹⁹⁹ However, this close alliance allows SNV little room for manoeuvre to challenge certain (sub)sectoral strategy choices or the resultant directives. Thus, for example, hygiene and sanitation were consolidated as a sector separate from water supply and as the poor parent of WaSH. The principles of payment per volume and of delegated management for simple facilities have been confirmed, although this is a competence of the commune and the evidence of their feasibility remains to be provided.
- ²⁰⁰ In this balancing exercise between alignment and dialogue and critical watchdog, SNV has nevertheless succeeded in putting certain themes on the agenda: accountability and transparency, relationships between communes and deconcentrated services, integration of the gender issue (albeit to a limited extent), and cooperation among communes. It should, however, be pointed out that the Embassy-SNV binomial has not been particularly active to initiate and fuel the dialogue on and deepening of the sectoral strategy, e.g. through the National WaSH Group (GSEA), which until quite recently was co-presided by the Netherlands.
- ²⁰¹ Through its involvement in Component 2 of PPEA, SNV has contributed to the operationalization of the decentralization policy. It is the first project, on a national scale, to implement an actual transfer of project management to the communes, including the programming and operational responsibilities. SNV has assisted DNSP in the preparation and launch of its roadmap for the transfer. The visibility of the communes as a key actor in the rural water and sanitation services has become indispensable.
- ²⁰² However, the entire approach follows a still highly Jacobin logic, with communes acting as agencies to implement directives designed by national technical directorates, but with only limited room to conceptualize a real territorialized strategy of basic public services.
- ²⁰³ The approach to develop the support-advice competencies for the communes primarily with the LCBs is not necessarily in line with the support-advice mandate of the deconcentrated services of the technical ministries responsible for water supply and basic sanitation. From 2012 onwards, these support-advice competencies have also been developed within these deconcentrated services, but less intensively and without application in the field.
- ²⁰⁴ The support-advice modules were moreover designed in collaboration with the LCBs, whereas the involvement of the deconcentrated services or other development agencies, also active in the provision of support-advice to the communes, was not sought.



- ²⁰⁵ At the national level, there is a relatively adequate harmonization and synergy with the colleagues of GSEA, more particularly GIZ, but also with a number of international NGOs (or their national branch) such as PNE, WSA, Plan-Bénin, PROTOS and Helvetas. The PC Eau manual was prepared in consultation with the latter two; the training of the SIS was divided between GIZ and SNV; the TFPs consulted each other to cover the maximum number of communes with their PC Eau and PHAC; SNV participated or participates in different projects in alliance with the aforementioned five NGOs, etc.
- ²⁰⁶ In the departments of Zou and, to a lesser extent of Mono/Couffo, a consultation platform is operational, thanks to SNV's support. In spite of the efforts deployed in the other departments, consultation between the stakeholders remains limited there.
- ²⁰⁷ At the communal level, SNV or the LCBs have not always sought synergies with the other support agencies active in the sector or directly in the commune. This spirit of openness has not been integrated into the LCBs' practices. This explains why several communes have benefited from various training programmes on public procurement or sectoral strategies.

4.4 POSITIONING OF SNV

- ²⁰⁸ This choice for responsabilization of the communes is quite relevant when one considers i) the potential benefits of proximity governance of these basic services, ii) the actual legal framework of Benin, where the central government, along with the TFPs, have long been reticent on an effective transfer of competencies, and iii) the systemic problems encountered in period 1995–2005 (unbalanced planning of water points, corruption in the management of contracts, limited implementation capacity of the central contracting authority or its deconcentrated services, maintenance deficit, etc.).
- ²⁰⁹ However, the responsabilization of the communes could have been emphasized better by other incentive mechanisms: linking the support and guidance to a more systematic evaluation of the commune's engagement and the progress made in the area of governance; programming the transfer of project management resources in relation to compliance with certain governance thresholds (rather than assuming that all communes would be ready at the same time); monitoring more systematically the progress made for each commune and sharing these assessment elements, etc.
- ²¹⁰ Such an approach would definitely have required an active complicity by the national directorates, their deconcentrated services and probably also the TFPs.
- ²¹¹ Through its engagement in PPEA – a bilateral cooperation project – SNV has been able to develop a partnership with the two sectoral directorates (DG Eau and DNSP), and with the national directorate responsible for coordinating the transfer of competencies to the territorial collectivities (DAT). These relationships have enabled SNV to operate from a 'meso-macro' position and to directly address the sector's environment.
- ²¹² SNV has played this role rather intelligently in support of DG Eau, and, later, of DNSP: reflections on the transfer of competencies, support to the harmonization and application of

certain tools (PC Eau, PHAC, IDB, CEMOS...) and training on the role of support-advice to the communes.

- ²¹³ As for DAT, the reading is more nuanced. There exists an Assignment Agreement with DAT which is focused on reflections in the area of intercommunality and support to the technical directorates in the transfer process. The relevance and feasibility of the first approach are debatable in terms of timing. For the second approach, SNV has supported mainly the technical directorates. The nuance is not only semantic, because today we see that the competencies (being) transferred are organized first according to a (sub)sectoral, and not territorial, logic. The communes have thus developed a communal plan for water and another for sanitation. Their involvement in the urban water subsector remains marginal. The national directorates continue to prescribe the 'national strategy' up to the point where the communes no longer have any room for manoeuvre to steer their local policies...
- ²¹⁴ SNV regularly charts the actors involved in the WaSH sector. Annex 8 presents the scheme for 2008. The analysis of the roles and the (f)actors blocking or enabling change, however, could be more thorough and should be more systematically translated into hypotheses and updated. This exercise would enable an even better targeting of actors that are relevant to adequate governance of the sector and the identification of change-inducing strategies. SNV has let it itself be guided primarily by the objectives of PPEA Component 2 and by opportunities for additional financing, whilst the debate on the role and competencies of certain actors has not received much support (individual and organized users, urban water supply and sanitation actors, prefectures, delegates in charge of water infrastructure management and maintenance operators, etc.).
- ²¹⁵ The embedment within the PPEA project, which has funded almost 50% of the WaSH programme during the period under evaluation, has definitely enabled a positioning at the macro level and an up-scaling at the level of all communes. However, the support to all local governance stakeholders would certainly have required a more pronounced geographical concentration or more structured alliances with other development agencies if a more comprehensive package of capacity building activities was to be offered. SNV has been able to influence some strategic choices within the PPEA, especially with respect to the communal project ownership, the inclusion of the reflexions on intercommunal cooperation and the domestic accountability dimension from 2009 onwards.

4.5 GOVERNANCE FOR EMPOWERMENT

- ²¹⁶ Direct access to good quality water nearby and a change in behaviour in relation to hygiene and sanitation, have undoubtedly a positive impact on the health and the economic and social situation of the population. The impact is even greater for poor populations that have few alternatives and are often more fragile and exposed to waterborne diseases.
- ²¹⁷ SNV's programme has contributed to more equitable programming, based on the actual and real needs for the construction of new water points. Public water service interruptions are less frequent – especially minor disruptions and those due to organizational reasons. These two



trends primarily benefit the most isolated populations that have no access to other sources of supply.

- ²¹⁸ However, other barriers preventing adequate use of drinking water and access to proper sanitation services by deprived populations, have not been addressed. Cases in point are the tariff policies, a change in behaviour in relation to the use of water and compliance with hygiene rules, the quality of water supplied by the public water service, or the support for the construction of latrines for poor families.
- ²¹⁹ The national water strategy 2005–2015 includes four transversal themes: (i) social dimension of water and poverty reduction, (ii) AIDS, hygiene and behaviour change, (iii) preservation of water resources and their quality, (iv) gender. The Multi-year WaSH Programme financed by the Dutch Embassy takes into account these themes to assess the performance of the communes, the NGOs and the regional services but the expected changes and indicators have not been specified. The themes have been integrated in the training modules and in the communal planning tools developed and/or promoted by SNV. 40 communes received a training on ‘gender and environmental impact assessment’. The training modules on socio-economic analyses and on leadership for the NGOs include a gender component. But the gender approach or gender sensitivity of SNV’s clients (communes, NGOs, private companies, deconcentrated government services) hasn’t been addressed specifically and none of the interviewed clients mentioned the gender issue among the significant changes or improved knowledge or practice.
- ²²⁰ Discussions with 120 female focus-groups showed very clearly that especially the voice of women is better heard through the participation, the objective programming and monitoring mechanisms, put in place by the communes with the support of SNV, among other development agencies. 60% of the focus-groups feel a positive impact on the promotion of women through the social intermediation of the NGOs and 40% see an improvement with respect to the water fetching hardship, mainly through the construction of new water points and the decrease of social conflicts on opening hours and disruptions of the water service.
- ²²¹ The SNV sector strategy adopted in 2008 targets three impacts, two of them gender-specific: (i) increase of women’s revenues, (ii) improved schooling of girls. These indicators have not been followed up but changes at this level must be very limited since no specific activities have been conducted.

4.6 UPSCALING

- ²²² The replication of training modules and tools at national scale has been possible due to i) SNV’s engagement in PPEA which gives it the position and the financial resources to approach all communes; ii) the smooth relationships with DG Eau, and subsequently also with DNSP, allowing for a certain labelling of the tools provided by SNV (and, at the same time, the promotion by SNV of tools already existing at the level of these directorates), iii) the agreements with GIZ and with other agencies on adequate division of labour, and iv) the involvement of the LCBs allowing the mobilization of the necessary human resources for national coverage.

- 223 The approach adopted in the area of domestic accountability is greatly appreciated and constitutes an excellent example of an up-scaled innovation.
- 224 A trial phase involved three communes, where the partnership network was sufficiently developed to allow them to participate in research-action. Other actors, specialized in related areas, were associated, as were the national directorates. As soon as the local actors had mastered the practices, the effects and perceptions were documented in a sufficiently participative manner. The entire process was accompanied by communication campaigns.
- 225 In a second phase, the approach was extended to 11 communes, already interested by the experience of their neighbouring commune.
- 226 The third phase, which is now under preparation, is aimed at national coverage and explicit responsabilization of the ANCB.

4.7 KNOWLEDGE MANAGEMENT

4.7.1 Knowledge development

- 227 In the period 1995–2006, SNV was known in Benin’s water and sanitation sector for its rather avant-gardist position. It was the first to introduce the PHAST method on a relatively large scale for community sensitization; the approach of community management for simple facilities was highly elaborated (in the absence of public actors in the isolated areas); in the technical area, construction methods for large diameter wells and water fetching devices were optimized; together with PROTOS, and later with Helvetas, it was the first organization to play the card of decentralization as early as in 2003; with financing from the Belgian Embassy, the first attempts at capturing drinking water, hygiene and sanitation within a single community logic were made in Mono in 2000–2001, etc.
- 228 The period 2007–2011, subject of this evaluation, was primarily an up-scaling phase, which built in part of the achievements of the preceding decade, but which also marked an increased alignment with the guiding principles of the national strategy in the field of rural water supply.
- 229 The new knowledge developed during this period related mainly to:
- The accountability approach: an undeniable success, which was also initiated by the Embassy, and implemented in partnership with VNG and two organizations already active as citizen watchdogs at the communal level.
 - The development of teaching materials.
 - The conceptualization and contractualization of a capacity development process for the communes – although this theme is still poorly documented.
- 230 On the theme of cooperation between communes, SNV has definitely contributed to the reflections and to creating a sensitivity for the challenges of the communal scale, but the debate is not sufficiently open and the experiences are not yet convincing enough to speak of new shared knowledge. A small work was published with DAT in January 2013, but it is more of a promotional brochure than a capitalization of knowledge.



²³¹ In other areas, too, SNV has contributed to the design and application of tools and guides, e.g. on communal planning or procurement management at the communal level.

²³² It is not certain that SNV's current business model encourages the development or sharing of new knowledge. SNV increasingly has to focus on the 'sale' of its services and therefore has to develop unique product-market combinations (or at least with little competition). Developing new knowledge is an uncertain business; and sharing it afterwards dilutes the comparative advantages that one has built up – so that one is obliged to continue searching for new knowledge. This already becomes apparent, for example, with the module on advisor skills, where the water and sanitation directorates wish to replicate the training for other agents, possibly outside of SNV which no longer has its own budgets to conduct the training, and the directorates do not see the point of going through SNV to contract the trainer (trained by SNV).

4.7.2 Learning organization

²³³ The monitoring system used within SNV-Benin has changed in three phases during the period under evaluation:

- Up to 2009, only the application of the Assignment Agreements with the different clients was monitored. This data was, however, not systemized and the main objective was to compile the programming for year N+1 based on the achievements of year N. There were no comparative analyses between advisors, between regions or between disseminated modules. The system was focused primarily on SNV's own operational needs.
- In 2010 and 2011, a monitoring framework was put in place for all countries of the WCA region. A set of aggregated indicators was monitored at half-yearly intervals. For WaSH, the system covered Benin, Cameroon and DR Congo. The system was very simple, but not really appropriate for the specific objectives of each country (in terms of service, for example, the indicators were limited to the civil society, the NGOs, and the integration of the needs of women and minorities).
- In early 2012, a monitoring framework at corporate level has been introduced, with harmonized indicators for the different intervention sectors.

²³⁴ Since 2007, SNV-Benin's WaSH programme has not been subjected any internal assessment¹⁰. SNV has commissioned an assessment for the transfer of social intermediation to the communes (2012) and participated in the final review of the HAADI and PAGIREL projects, coordinated by PROTOS. The achievements of the DA project were capitalized in 2011. COWI proceeds with the monitoring of all four components of the PPEA project at half-yearly intervals.

²³⁵ Since 2007, SNV-Benin improved its way of working, taking into account the lessons learned from its experiences. We can refer to:

¹⁰ By internal assessment is meant an assessment of the work of SNV, commissioned by SNV, which defines the reference terms and chooses the assessment team, but where the main evaluator is external to SNV – in contrast to a self-assessment or an external assessment which is entirely managed by an external organization (mostly the donor).

- The evolution, from 2010–2011 onwards, from a CD approach of the communes basically through training, to a more comprehensive approach with an active support in the implementation of the new knowledge.
- The (re)integration of the hygiene and sanitation dimension from 2010 onwards, taking into account, among others, the findings of the joined impact evaluation conducted by IOB and BMZ.
- The extension of the client portfolio to the non-public actors at the local level after 2010.

²³⁶ The sectoral strategy for Benin was set out in 2008. It follows the approach defined in the ‘Triple A’ concept of SNV corporate. Subsequently, other projects have been grafted onto the 2007 portfolio and SNV has integrated new activities and new actors into its programme, yet without updating the strategy, or at least the intervention logic framework.

²³⁷ A sectoral strategy at corporate level was defined in 2011, and applies for the period 2012–2015 for each country, and therefore also for Benin. The Benin team has not actively participated in the definition of the overall strategy, which takes only limited account of the actors and the specificities of French-speaking Africa. The strategy document for Benin is clear and incorporates the achievements and the challenges supported by SNV (the document seems to be available only in English and the particularities of the decentralization and delegated management of French-speaking Africa are slightly tied up in an approximative vocabulary).

²³⁸ These strategy monitoring and definition exercises illustrate the complex balance between minimum harmonization and maximum ownership by the country teams. The evaluation team has found it difficult to understand how the team is supported and stimulated in the regular updating of its contextual analysis, of its interaction with new challenges in the sector or with changes at the corporate level. The Benin team is certainly more focused on the implementation of the PPEA project and, by extension, its WaSH programme, and not necessarily on the trends and developments in the sector at the sub-regional or international level. The sharing of experiences between development agencies in Benin also remains limited. There is no formal platform for knowledge sharing; the informal coalition of some international and subregional NGOs, that existed in the years 2000–2008 has lost its dynamics, and SNV-Benin was not well linked to national and subregional knowledge development initiatives (Quadrilogues, the Blue Book, Concerted Municipal Strategies, TripleS, A l’Eau l’Afrique...).



5 Effectiveness analysis

5.1 THE INTERVENTION METHODS

²³⁹ Table 20 presents the main achievements, and the strengths and limits of the various intervention methods that have contributed to the capacity development and the optimization of the politico-institutional and strategic environment of the sector.

Table 20. Strengths and limits of the different intervention methods.

Method Main achievements	Main strengths (of the methods used)		Main limits
	Training		
<ul style="list-style-type: none"> 76 communes trained on the basic principles of communal project management 	<ul style="list-style-type: none"> National coverage Involvement of municipal councils in prioritization of themes Sessions organized within the actual communes 	<ul style="list-style-type: none"> Limited support in the implementation and therefore highly variable ownership and application Very limited emphasis on the management of data and knowledge Poor articulation with the work of SIS 	
<ul style="list-style-type: none"> 40 SIS trained on organizational aspects and another 20 on management of the sector 	<ul style="list-style-type: none"> Integration of an organizational development component Division of labour with GIZ 	<ul style="list-style-type: none"> Concept and task description of the SIS are debatable Support is quite limited in practice 	
<ul style="list-style-type: none"> 22 deconcentrated services trained on support-advice to the communes 	<ul style="list-style-type: none"> Innovative, highly relevant concept Quality of the training 	<ul style="list-style-type: none"> Remains to be operationalized in the field 	
<ul style="list-style-type: none"> Nine LCBs trained as trainers 	<ul style="list-style-type: none"> Involvement of LCBs in the elaboration of the modules 	<ul style="list-style-type: none"> Highly variable quality of performance Insufficiently structured follow-up 	
Support-advice			
<ul style="list-style-type: none"> Support-advice on communal project management practices (procurement, DA, delegation of operation, etc.) 	<ul style="list-style-type: none"> More practical support for certain themes from 2010 onwards Integration of different phases (programming, execution, operation) 	<ul style="list-style-type: none"> Highly variable quality of performance – with too disparate follow-up Poor synergy with other agencies – except for DA 	
<ul style="list-style-type: none"> Roadmap for ‘transfer to communes’ with DGEau, DNSP 	<ul style="list-style-type: none"> Effective involvement and appropriation by DNSP Harmonization with TFP Mainstreaming of concepts 	<ul style="list-style-type: none"> Top-down approach The territorial/communal approach is subjected to sub-sectoral, highly detailed strategies 	
<ul style="list-style-type: none"> Intercommunal development with DAT 	<ul style="list-style-type: none"> Supervision by DAT 	<ul style="list-style-type: none"> Poorly developed concept; unclear objectives and strategy 	
Development of tools			
<ul style="list-style-type: none"> 11 training modules for the communes 	<ul style="list-style-type: none"> Involvement of LCB Relevant choice of themes 	<ul style="list-style-type: none"> Poor synergy with other training or development support agencies 	
<ul style="list-style-type: none"> Support for PC Eau and PHAC manuals 	<ul style="list-style-type: none"> Harmonization with TFP 	<ul style="list-style-type: none"> Dissociation between the Water and the Sanitation subsectors 	
<ul style="list-style-type: none"> Accountability methodology 	<ul style="list-style-type: none"> Partnership Social Watch, ALCRER, VNG Phasing (3→14→76 communes) 	<ul style="list-style-type: none"> Involvement of ANCB is still fragile 	

Multi-actor consultation		
• Departmental platforms	• Empowerment of prefecture	• Input by SNV is too modest • Non-systematic support
• Six intercommunal initiatives	• Highly visible involvement of DAT	• Poorly developed concept
Advocacy		
• Participation in GSEA	• Proximity of DGEau	• Few innovations and reviews
• Advocacy materials (DA, intercommunal development)	• Based on field experience	• Poorly developed analyses
Networking		
• Joint projects (GIC, PROTOS, WSA...)	• Adequate division of roles	
• Exchange between LCBs	• Exchange on the modules	• Ad hoc action without follow-up

5.2 SIGNIFICANT CHANGES IN RELATION TO SNV'S SUPPORT

²⁴⁰ Generally speaking, the water and sanitation sector in Benin's rural areas has undergone major transformations since 2007. SNV's support has definitely contributed to these positive changes for the governance of the sector at the local level. It is often difficult to accurately and objectively identify SNV's contribution: the partners at the level of the municipal councils and social intermediation NGOs are clearly biased by the relationship (of beneficiary) that they maintain with SNV and often put forward its support as a factor of change; in the villages, by contrast, the populations perceive the role played by the municipal councils and the SIS, but find it difficult to relate to the activities supported by SNV; all these actors evolve in an environment where the influences of donors, administrations, local leaders or governmental directives are often the key triggers.

Table 21 lists the advances made in the sector, confirmed by the surveys, interviews and verifications, and to which SNV has quite probably contributed – but not necessarily more effectively or more efficiently than the other development agencies.

Table 21. SNV's involvement in the transformation of the sector.

Changes observed	Involvement/contribution of SNV
Capacity development	
The communes are starting to organize themselves to take charge of the sector (personnel, budget, investment plans, social intermediation agreements...)	<ul style="list-style-type: none"> • Support for the nationwide implementation of PC Eau (manual + 27 PC Eau) and PHAC (20) • Training of municipal councils on internal management
The communes have the knowledge to manage the project ownership process	<ul style="list-style-type: none"> • Training on regulations, procurement, follow-up of contracts and works (approx. 55 communes)
Progressive delegation of water facilities management to private operators	<ul style="list-style-type: none"> • Training of municipal teams and SIS on delegation methods
Transformation of the action of the SIS which currently act as interfaces between users, operator and municipal team	<ul style="list-style-type: none"> • Training of SIS on the role of the actors and the reforms • Training of municipal teams
More operational relationships between the municipal teams and the SIS	<ul style="list-style-type: none"> • Training of two parties and intermediation in a few cases • Dissemination of standard specifications



The programming and monitoring mechanisms make greater allowance for the voice of women	<ul style="list-style-type: none"> • Training of municipal teams and SIS • Support in the migration to a programme-based approach in replacement of the demand-driven approach
More explicit sensitivity and willingness among governmental services to align themselves with the decentralization	<ul style="list-style-type: none"> • Engagement of SNV (and others) to play the card of decentralization – coupled with its proximity of DGEau and DNSP
Client performance development	
Planning of new WaSH facilities is progressively being brought in line with the objective needs (but progress is slow and alignment is still partial)	<ul style="list-style-type: none"> • Support for the generalization of PC Eau and PHAC • Training of municipal teams and SIS
Better compliance with hygiene requirements around the water points	<ul style="list-style-type: none"> • Training of SIS • Integration of this aspect into the specifications of the delegated operator
Better handling of minor breakdowns and disruptions in the water service	<ul style="list-style-type: none"> • Support for delegation of the management • Training of municipal teams and SIS (also on the awareness raising and organization of users)
The installed institutional latrines correspond more or less to the needs	<ul style="list-style-type: none"> • Elaboration of PHAC • Support for launch of transfer of competencies with DNSP (roadmap, training of agents...)
Better access to services	
Water point coverage in line with MDG	<ul style="list-style-type: none"> • Support for communal programming
More adequate hygiene behaviour in the institutions and around the water points	<ul style="list-style-type: none"> • Support for clarification of the roles in the training for municipal teams and SIS

²⁴¹ For a number of (sub-)themes, however, there is a distinct correlation between the intensity of SNV's support and the changes observed. As a result, these changes – or at least the intensity and/or the rate of these changes – can be attributed to the intervention of SNV; see Table 22.

Table 22. *The specific contributions of SNV*

(sub-)Theme	Indicators	Involvement of SNV
Capacity development		
Increased interest in citizen participation in communal action	<ul style="list-style-type: none"> • Scores on the 5 key capacities (5CC) are higher in strongly supported communes (C1) • Appreciations of the focus groups of citizen participation and role of the municipal team are more explicit in the C1 communes 	<ul style="list-style-type: none"> • Domestic Accountability action • Training sessions on leadership • Implementation of ACEP and CPC • Methodology for elaboration of PC Eau
Starting dialogue between local authority and his citizens and an improved visibility of the communal action	<ul style="list-style-type: none"> • Sectoral budget, accountability mechanisms, citizen satisfaction are more visible in the C1 communes • PPEA amounts to be paid back or clarified are not as high in the C1 communes 	<ul style="list-style-type: none"> • Departmental consultation in the department of Zou • Domestic Accountability action • Training sessions on leadership • Support in practice
Better internal organization of SIS	<ul style="list-style-type: none"> • 5CC scores and historical lines developed with seven NGOs 	<ul style="list-style-type: none"> • Training of SIS (SNV is often the only agency to have supported this organizational development)

Effective roadmap for transfer of competencies in the area of sanitation	<ul style="list-style-type: none"> • Budgets transferred to the communes • Inclusion of support-advice to communes in the budget of the deconcentrated services 	<ul style="list-style-type: none"> • Support to DNSP for elaboration of the roadmap • Training of agents • Generalization of PHAC • Training on adviser skills
Client performance development		
Better structured consultation mechanisms in the communes	<ul style="list-style-type: none"> • Functionality of the mechanisms is better documented in the C1 communes 	<ul style="list-style-type: none"> • Domestic Accountability action • Training and support of town councils
Reduction in the duration of breakdowns and service disruptions	<ul style="list-style-type: none"> • Average and maximum duration of disruptions in the C1 communes is considerably less than in the other communes 	<ul style="list-style-type: none"> • More visible citizen vigilance • More pronounced leadership of the municipal team
Better access to services		
<p>Apart from the general achievements in the sector with regard to access to services, we have not been able to identify any additional effects that can be attributed to SNV's activities.</p>		



6 Efficiency

6.1 COST ANALYSIS

6.1.1 Administrative mechanism

Registration of PPDs

²⁴² SNV-Benin has a time registration system that is applied by all advisors ('time-tel'). This system allows the time invested in support-advice to be allocated by project and by (group of) client(s). A monthly follow-up is carried out by the programme coordinator to confirm the data. At least two times a year, a performance appraisal is conducted with each advisor, at which the time management is analysed based on the information registered in the 'time-tel' system. Each advisor is supposed to invest at least 175 days per year in support-advice that can be allocated to clients (and their specific Assignment Agreement).

²⁴³ For the LCBs, it is the advisor responsible for the portfolio with the LCB who inputs the data in the software on the basis of the LCB reports.

²⁴⁴ Given the large number of clients in the WaSH programme (around 150, including 76 communes and 41 social intermediation NGOs) and the fact that some activities or support-advice are or is targeted at a group of several clients, SNV opted to group the clients from 2008 onwards. As a result, the support-advice days for all communes or NGOs can easily be traced, but it also becomes more difficult to know the details per commune or per NGO.

Contractualization

²⁴⁵ The system of Assignment Agreements per 'client' was introduced in 2002, and in 2007 structured according to the directives and formats proposed by SNV's head office. Follow-up and assessment were also focused on these agreements until 2009. However, advisors and clients alike found the concept rather difficult to understand, so that it was not always applied systematically. In principle, all the Assignment Agreements and their assessment forms should make it possible to obtain a detailed overview of the planned and effective number of PPD per activity and per client. For the portfolio of relationships and activities belonging to this assessment, the contractualization has not always been formalized. The assessment forms rarely include the number of days effectively worked. Finally, archiving with SNV has not been properly structured. (Annex 4 includes contract documents that we were able to trace for the 14 communes surveyed.)

²⁴⁶ The contractualization and self-assessment system has certainly initiated a process of reflection among clients with a view to obtaining a more explicit formulation of their needs and expectations. It has contributed to a management culture that is more focused on rigour and mutual accountability. But its use remains fragmented and provides no indication of the quantity or quality of the support-advice per client or per activity.

²⁴⁷ It must, moreover, be admitted that the 'client' and 'Assignment Agreement' logic is not always in line with the needs and the support practices for the development of the sector. While SNV has certainly enriched several reflections at DG Eau or DNSP, it was only from 2010–2011 on that these directions were able to express their expectations in the area of capacity

development, so that they could be made the subject of an Assignment Agreement. SNV has attempted to initiate the installation of a consultation platform in various departments, but only in Zou and, to a lesser extent, in Couffo, are these initiatives taken up by the regional authorities.

Costs

- ²⁴⁸ SNV's accounting system allows to dissociate the real costs of the services of LCBs and external consultants. The tables presented in Annex 7 are based on these real costs. When the collaboration with the LCBs was launched in 2009, their prices were negotiated on the basis of the LCB's financial proposal. For the second generation of agreements, the daily costs were renegotiated, with downward adjustments for most of them. In 2013 the costs were harmonized at CFA 90,000/day.¹¹
- ²⁴⁹ For SNV advisors, the average cost per PPD is calculated on an annual basis and for all sectors; the system doesn't allow to differentiate the average PPD cost per sector. This average cost therefore also includes the operating costs necessary for performing the activities (e.g. travels), and the overhead or structural costs (including personnel and costs of support services, and also including the regional level and the head office). Projects financed by the Embassy or by external donors are billed by name and on the basis of days effectively worked and salary scales proposed by SNV. These scales vary from approx. EUR 175/day for a medior advisor to approx. EUR 600/day for an international senior advisor.
- ²⁵⁰ In 2008 SNV-Benin adopted a salary grid that was proposed by the head office. The previous grid was based on a comparison of grids applied by various international agencies active in Benin. The advisors can be reclassified (junior, medior, senior) following a performance appraisal. The salary scale seems to be more generous than the salaries of most of the international NGO's and is closer to the practices of the bilateral cooperation.

6.1.2 Key indicators

A number of quantitative data on the PPD and their costs are given in Annex 7. From these data, the following findings emerge:

- ²⁵¹ Over the period 2007–2011, the WaSH programme accounted for 24% of the portfolio of advisor PPD provided by SNV-Benin. The share of the WaSH programme in SNV-Benin's portfolio grew from 12% in 2007 to 32% of advisor PPD in 2011. This growth is even more pronounced when considering the budget: 13% in 2007, up to 47% of the 2011 turnover was invested in the WaSH sector.

This financial weight is related to the considerable use of LCBs, notably from 2010 onwards (in 2011, 46% of LCB PPD of SNV-Benin concerned the WaSH sector), and to the budget for supplementary activities financed by the PPEA. These supplementary activities relate to training, studies, but also equipment of the communes. In 2011, they represented 17% of SNV-Benin's budget.

¹¹ 1 EUR = 655.957 CFA

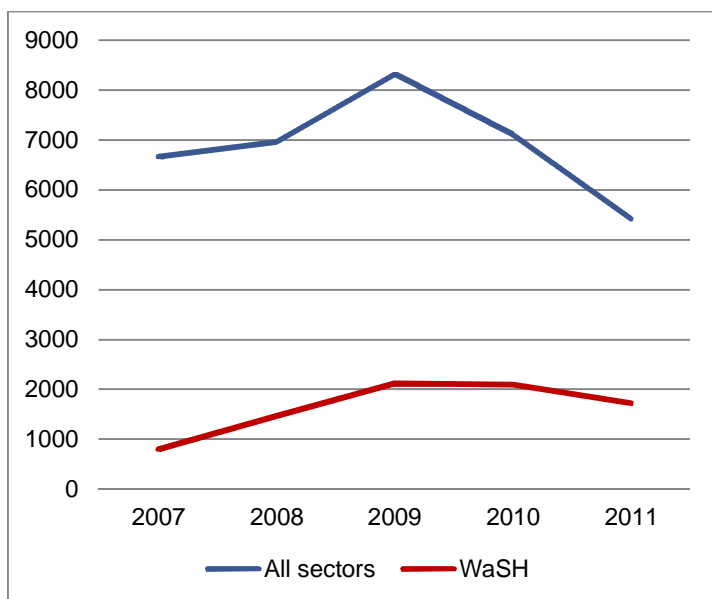


Figure 18. Number of SNV-advisor PPDs.

²⁵² The support-advice provided by SNV and by the LCBs is for the most part targeted at the communes (79% of PPDs in the WaSH sector). Whereas, at the start, this support was provided by SNV advisors, the LCBs became the principal trainers of the communes from 2010 onwards, with the SNV advisors focusing on the meso and macro levels.

²⁵³ While the average support per commune is 128 PPDs, there are significant disparities in relation to the eventual presence of other development agencies in the commune (division of labour with GIZ) and the availability and receptivity of the commune (<20 PPDs in Gogounou; >600 PPDs in Dogbo).

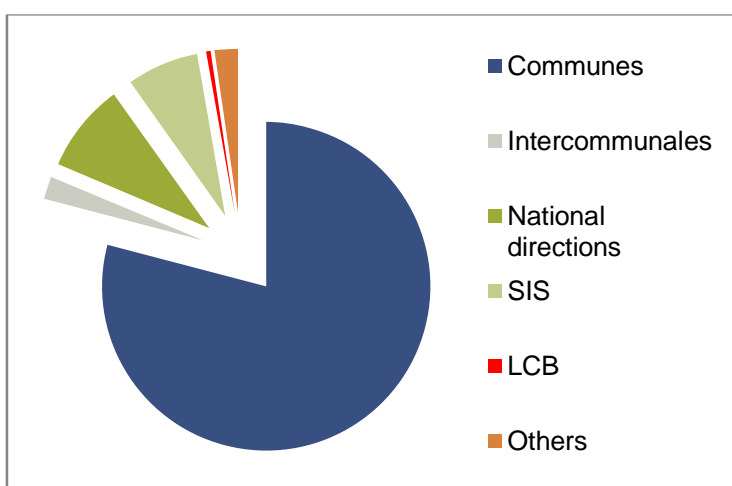


Figure 19. Division of PPDs per category of clients.

²⁵⁴ Collaboration with the LCBs started hesitantly in 2009, but became crucial from 2010 onwards. In 2011, their commitment represented nearly 60% of the PPD provided in the WaSH sector. While SNV's WaSH team continued to grow until 2009, it has now shrunk slightly, but the

collaboration with the LCBs has secured further annual growth of 30% in the provision of support-advice.

- ²⁵⁵ The unit costs of the PPD exhibit a significant trend, as shown in the tables and figure 21 in annex 7.
- ²⁵⁶ For LCBs, the costs dropped by 20% between 2009 and 2011 following the negotiations with the LCBs, and probably also due to a more intensive collaboration with provincial LCBs, which are, as a rule, less expensive.
- ²⁵⁷ For SNV-advisors, the average for the period 2007–2011 was EUR 367. There are no unidirectional trends, with decreases in 2009 (recruitment of several young people) and in 2011 (redundancies following the withdrawal of the education sector), but also significant increases in 2008, 2010 and 2012, which would be attributable mainly to positive appraisals of several managers and their subsequent progression to a higher salary level.
- ²⁵⁸ The core subsidy which SNV receives under the programme 2007–2015 is invested in multiple files or projects, each having different intervention logics, durations, clients and partners.
- ²⁵⁹ Projects implemented in alliance with other international NGOs (HAADI, PAGIREL, PEPAR, PIEPHA-C) mobilize what are often significant additional funds, but these are not directly implemented by SNV. These subsidies are used for additional activities and contribute little to the financing of SNV’s support-advice activities.
- ²⁶⁰ Two projects are co-financed by the Netherlands embassy; one part of the PPD is billed to the specific project (PPEA, or DA), the other part is charged directly to the core subsidy.
- ²⁶¹ For the entire period, 51% of the funds come from the core subsidy, 48% from the embassy and less than 1% from external donors.

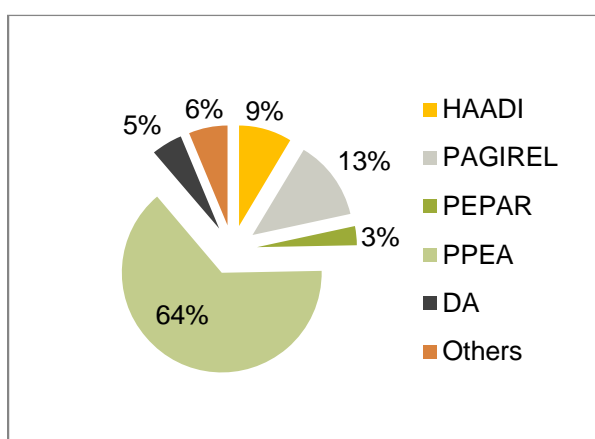


Figure 20. PPDs per project.

6.2 ASSESSMENT OF COSTS RELATED TO CD OUTPUTS

- ²⁶² The distribution of PPDs over the different clients remains approximate (see section 6.1.1), but we consider the broad outlines to be appropriate. Emphasis has rightly been placed on actors



at the communal level (80%). The actors at the departmental and national levels received 8.6% of the PPDs, as did the SIS. For this first group, the investment is amply justified and seems to have gained in importance from 2010 onwards.

Table 23. Comments on the efficiency per group of clients.

Clients (or group of clients)	Total PPDs, 2007–2011	Main support-advice products	Comments
76 communes	9,735	<ul style="list-style-type: none"> • 11 training modules • On average, a commune benefits from 4.5 modules • 54 communes supported in the contracting process • Practical support in programming (47 communes) and delegated operation of the water infrastructure (74 communes) • 1,120 PPD for DA in three pilot communes 	<ul style="list-style-type: none"> • The DA process was rather costly (> 400 PPDs and >EUR 60,000 per commune) but justified when taking into account the convincing results and the experimental character of the action • Other support/advice represents 112 PPDs or EUR 35,000 per commune on average • The efficiency is highly variable, and depends on factors such as receptivity and stability of the communal team*
eight collaborations between communes	219	<ul style="list-style-type: none"> • Organizational support at start-up • Intercommunal planning • Co-financing for the construction of the head offices of three intercommunal bodies 	<ul style="list-style-type: none"> • The WaSH sector has served as entry point for reflection on intercommunal collaboration • Effects and impacts in the area of WaSH remain quite limited
two prefectures (Atlantique, Ouémé)	168	<ul style="list-style-type: none"> • Sectoral consultation platform 	<ul style="list-style-type: none"> • SNV has definitely contributed to: <ul style="list-style-type: none"> ▫ the clarification of certain concepts ▫ the acceleration and structuring of the transfer of competencies ▫ the involvement of DAT in this transfer ▫ the CD to support the transfer ▫ the consultation between actors • An efficiency analysis of these effects is difficult because in most cases they are the result of multi-actor dynamics, the impacts of which remain to be consolidated • Overall, this corresponds to an equivalent of one full-time advisor over the five years – which seems justified in view of the induced effects • The technical quality of the advice and the dialogue are highly appreciated by these clients/partners – even if the start was hampered by the limited understanding of SNV's role and position
DAT	392	<ul style="list-style-type: none"> • Reflections and promotion of intercommunality • Support in reflections for making the transfer of sectoral competencies to the communes operational 	
DG Eau	262	<ul style="list-style-type: none"> • Preparation of manuals (PCEau) • Training on advisory skills (69 managers) 	
DNSP (former DHAB)	181	<ul style="list-style-type: none"> • Training on advisory skills (56 managers) • Elaboration of a roadmap for the transfer of competencies to the communes 	
National consultation platform	50	<ul style="list-style-type: none"> • Participation in consultation mechanisms 	
41 social intermediation NGOs	1,051	<ul style="list-style-type: none"> • Organizational training for the 41 NGOs • Social intermediation NGOs in water and sanitation for 20 or so NGOs 	
nine LCBs	43	<ul style="list-style-type: none"> • Leadership • Advisory skills • Joint development of modules 	

			40% of the cost of an SNV-advisor, the upscaling strategy via the LCBs has proved highly efficient
Others	65	<ul style="list-style-type: none"> Support in the formulation of the SNV's WaSH strategy at the regional and national level 	<ul style="list-style-type: none"> This is more a form of in-house support
TOTAL	12,165		

* The commune of Dogbo, for example, has received continuous support since 2002, with 260 PPD invested between 2007 and 2011, not including the commitment under DA – but progress remains limited. Sinendé, by contrast, which received only 4 training modules, for an equivalent of 90 PPD, scores better in terms of capacities, a performance that is reflected in better governance of the water and sanitation services in the villages.

- 263 The performance, viability and even the business model of the SIS in Benin have often been criticized in recent years. The investment by SNV was unable to reverse this perception. The investment in intercommunality debates and start-ups represents 3–4% of the envelope, if one includes also this part of the collaboration with DAT; the subject is relevant, but probably calls for a more holistic strategy, other alliances and another timing.
- 264 The estimated number of PPD to be invested by SNV advisors or by LCBs is stipulated in the Assignment Agreement. This document also specifies a daily cost per advisor and per LCB. The first is, however, very approximative: CFA 100,000/day, whereas the amounts billed to PPEA already reach CFA 115,000/day for a medior advisor and the average cost per PPD, for all types of advisors, amounted to CFA 240,000. It should also be noted that clients are not informed of the number of PPD effectively provided or the real cost of the support-advice. In the Beninese context, we do not know of any development agency that shares this information with its target groups; a number of them communicate the broad outlines of the budget.
- 265 For training programmes – but occasionally also for consultation or planning meetings – in the communes, SNV also covers the travel and food costs of the participants, at a flat rate of CFA 4000–6000/day (according to the commune and the year). This amount conforms to the rates applied by other agencies, even if several international NGOs pay only the costs of civil society participants. These funds are managed by the communes, which also decide on the practical modalities for organization of the logistics.
- 266 Under the PPEA programme, SNV has also funded a series of subsectoral communal plans (drinking water or sanitation & hygiene). These studies are conducted by consultancy firms or by private consultants, hired by SNV for a cluster of communes, following a competitive tendering procedure with the implication of representatives of the concerned communes. The centralized management of these contracts has definitely contributed to a shortening of the procedures and a better positioning of the SNV advisors with respect to the service providers. The mechanism has, however, failed to encourage the ownership of the process by the communal authorities, even if the communal staff has been trained on the methodology for the elaboration of these sectorial plans. In some cases, this closer monitoring by SNV has not been able to prevent studies of somewhat mediocre quality being produced. GIZ is currently working on a second version of the PC Eau in six communes where the first version, elaborated with SNV support, is considered of insufficient quality (Péhunco, Boukoumbé, Adjohoun, Aguégué, Toviklin et Bassila).



- ²⁶⁷ Other support activities include the equipment of communes with IT and office systems (for management of the sectoral database), the co-financing for the construction of the head offices of a number of intercommunal associations, or the financing of a communication plan at the communal level.
- ²⁶⁸ The costs of consultants and LCBs (CFA 60,000–100,000/day) are in line with market practice, especially when considering that their capacity development services are targeted at institutions, in most cases the communes. The average cost of the training under the Drinking Water Programme of the German cooperation is CFA 65,000/day, but this price includes a series of training programmes provided by NGO facilitators. The fee of a medium-level consultant in Benin amounts to CFA 80,000 to 100.000/day.
- ²⁶⁹ By contrast, the costs of an SNV advisor (EUR 367 or CFA 240,000/day on average for the various categories of advisors) are relatively high. A Beninese senior consultant charges CFA 120,000 to 180,000/day; when hiring a renowned consultancy firm, the cost may amount to CFA 200,000. A comparison with two international NGOs, in Benin only active in the water sector, shows that their cost per person-day for executive staff amounts to CFA 150,000 and 210,000¹² respectively (the first NGO has no expatriates stationed in Benin). The average cost of an advisor's PPD seems to have risen still further in 2012, exceeding the EUR 500 threshold, at which point it becomes difficult to compete with development agencies.

6.3 FACTORS EXPLAINING THE LEVEL OF EFFICIENCY

- ²⁷⁰ The following elements contribute to better efficiency in the SNV's action:
- The division of labour with the Drinking Water Programme of the German cooperation, notably as regards the training of SIS, and with all participants in the Water and Sanitation Sectoral Group for the realization of communal plans and manuals¹³.
 - A minimum of standardization in the training modules provided to the communes, which allows the better use of the curricula that were specially designed for the programme: the least popular module has been used 13 times, the most popular 48 times, and all modules 31 times on average.
 - The involvement – on a massive scale from 2010 onwards – of LCBs, trained by SNV, which provide services at 40% of the cost of an SNV-advisor.
 - The monitoring tools of the advisors, with the Time-tel software, performance appraisals and activity agreements, even if the latter are not applied as rigorously as they should.
- ²⁷¹ Part of SNV's commitment is difficult to capture in an efficiency analysis, which focuses, above all, on the short term. The intercommunality debates, the rapprochement with DG Eau and DNSP (until 2005–2007, SNV was considered to be an NGO active on the micro-meso levels),

¹² These are two European NGOs specialized in local project ownership (*maîtrise d'ouvrage locale*) in the water and sanitation sector. These calculations are approximate because these NGOs invest more than 60% of their budget in construction, equipment or other activities in the field. We have derived this expenditure from their total budget, and divided the balance by the number of person-days for the 'productive' executives, based on 170 productive days per year. The calculations take account of the structural costs of these NGOs for the operations of their head office (7% of turnover).

¹³ As noted in section 4.3, this search for synergy was not always pursued equally systematically in the communes.

research-action under DA, are perhaps uncertain investments, but they may be quite relevant. It is estimated that some 10% of the PPD are related to these rather exploratory activities – which, in terms of efficiency, is fully justified if one wants to contribute to the development of the sector.

²⁷² The relatively high costs of an advisor PPD are influenced by the following factors:

- The probably rather high level of structural costs, as a result of the work environment offered to the employees – which is definitely more complete than the logistics and facilities provided by most international NGOs.
- The formal framework within which SNV operates and has to operate.
- The costs of the subsidy, with its accountability obligations (for example, during our evaluation missions only, 40–50 person-days were mobilized for support, data research, or participation in reflections and exchanges in the framework of this evaluation).
- The salary level which apparently lies between the salary grids of the best international NGOs and the bilateral cooperation agencies.



7 General conclusions

7.1 OVERALL ASSESSMENT OF THE EVALUATION CRITERIA

Table 24. Overall assessment according to the evaluation criteria.

Dimension	Evaluation issues	Overall assessment
Intervention strategy (Way of working)	Identification of clients	Highly relevant priority for the communes Adequate articulation with the national directorates National coverage results in a support that is too disparate Progressive integration of private actors
	Endogenous CD process	Good balance between 'demand-driven' approach, participative analysis and emphasis on innovative themes Attempt at a programme-based approach with mutual accountability Objective and strategy of LCB to be clarified
	Quality of CD	CD too fragmented, dispersed and of variable quality A number of highly appreciated modules
	Alignment and harmonization	Very explicit alignment with sectoral strategies Harmonization and division of labour at the national level Non-systematic search for synergies at the communal level
	Upscaling	Manuals, guides and modules with national coverage Highly adequate approach to innovation and upscaling of DA
	Knowledge management	Evolving monitoring system Approach optimized since 2010–2011 based on lessons learned
Effectiveness	Capacities of the communes	Better visibility of communes in the management of the sector Project ownership capacity strengthened but still fragile
	Capacities of the social intermediation NGOs	Organizational development and progressive professionalization Improved relationships with the communes
	Capacities of the operators	Late start, poorly structured and thus far with limited effects
	Cooperation between the communes	The concept remains to be clarified and the few experiences are poorly appropriated by the communes
	Equitable planning and construction of new WaSH facilities	The tools and skills to move on to objective programming are in place but are being applied only in part
	Functionality of the WaSH facilities	Better handling of minor breakdowns and service disruptions – little has changed for major repairs Several institutional latrines are not operational, but the management of open latrines has improved slightly
	Use of water services	Use of public service water is not yet generalized, even in equipped locations Data on the functionality and effective use of the water public service are also poorly monitored
	Hygiene and sanitation practices	Hygiene rules are more or less complied with around the water points and at the level of institutional latrines
	Complementary effects	The voice of women is better heard through participation, objective programming and monitoring mechanisms
Efficiency	Input-output ratio	Relatively adequate administration of PPD The involvement of LCB greatly reduces the costs
	Cost assessment	Relevant distribution of PPD per type of client Cost of PPD of advisers (EUR 367) exceeds that of similar

7.2 COMMENTS AND CONCLUSIONS

SNV's inputs

- ²⁷³ SNV's drinking water and sanitation programme in Benin over the period 2007–2011 included a series of projects and subprojects, implemented in partnership with or alongside other agencies, and with part of its personnel and operating costs being supported through the core funding from the Ministry of Foreign Affairs (DGIS). The overall budget for the activities and services managed by SNV amounts to EUR 5.3 million but the total budget of the projects in which SNV participates is EUR 20 million over the 5 years under evaluation, which represents 15–20% of the effective expenditure for all donors in rural water supply and sanitation in Benin. Besides the DGIS core funding for SNV (EUR 2.7 million), SNV has been contracted to participate in the Multi-year WaSH Programme (PPEA) of the Netherlands Embassy (EUR 2.5 million), where SNV has supported the Government of Benin for the implementation of Component 2: 'Transfer of competences and development of communal project ownership'.
- ²⁷⁴ SNV-Benin's WaSH programme is being implemented by a team of nine advisors, all of Beninese nationality, together with an associated consultant and nine local capacity builders (LCBs). An international advisor was also part of the team until 2010. The programme accounts for approximately one-third of the staff of SNV-Benin, or an average of 2,500 advisory days that are annually invested in the sector.

Outputs related to CD

- ²⁷⁵ Thanks to (i) its national coverage; (ii) its sustained engagement; and (iii) its close relationships with DG Eau and DNSP, SNV's activities have established the role of the communes and made them visible in the field and in the sector. The programme has thus accelerated, deepened and upscaled a transformation that was initiated, under the impulse of a number of development agencies, including SNV, already in 2003 with the installation of the communes.
- ²⁷⁶ There is improved knowledge at the level of the municipal teams (elected officials, technical and administrative services) and the social intermediation NGOs, in particular with regard to sectoral strategies, the roles of the various actors, human resources and administrative management. With respect to private actors, in charge of operation and maintenance of the water points, and the intercommunal cooperation mechanisms, SNV's contributions over the period 2007–2011 were rather modest.
- ²⁷⁷ For a number of aspects, the practices are optimized (procurement), the tools available (PCEau, PHAC), the mechanisms operational (organizational chart of the communes, accountability circuit) or the decisions taken (communal budgets for water and sanitation, DNSP budget for advisory support to the communes), enabling the gradual transition to improved governance of the sector, with spillover effects for the entire communal action.



Outcome: access to services

- 278 The effect on access to water services and their use is still rather limited. For social or organizational reasons, disruptions of public water services have decreased but the number of dysfunctional water points is still very high. The transition to an equitable siting of new water points has been slow. SNV's activities have thus far not produced any measurable effects on sanitation or hygiene behaviour. A number of basic conditions in this area have been implemented (communal programming, roadmap for the transfer of competencies, etc.), but other systemic inhibitors have not been challenged (the dissociation of water and hygiene-sanitation subsectors, underfunding, community and family empowerment, etc.).
- 279 It is generally recognized that better access to safe water, as well as more adequate hygiene and sanitation practices, will contribute to the reduction of poverty – the primary objective of SNV's engagement. The WaSH programme has definitely contributed to optimizing the offer, including the equitable distribution of the facilities and the installation of basic structures for better management of water facilities – even if the effects are not yet generalized and remain fragile. These elements are a necessary, but insufficient, condition to have an impact on the high levels of poverty. On the demand side, in the areas of water quality or individual behaviour, SNV's activities have remained quite modest – as is the case with the majority of projects in the sector in Benin.

External factors

- 280 Important ODA programmes to support the start-up and structuring of communes have been implemented from 2003 onwards. All of the communes now have a clear organizational chart with a communal technical service that is responsible for supervising technical projects and infrastructures, including the water and sanitation subsectors. Budget support from the central government and ODA programmes to the communes started in 2007.
- 281 ODA support to rural water supply and sanitation has also increased significantly since 2006–2007. In 2011, overall budget amounted to EUR 20 million for rural water and EUR 3 million for sanitation – twice the average yearly budget between 2002 and 2007. This increase of the financial involvement of the international community coincides with reinforced harmonization and alignment. A division of labour exists, especially between the Dutch and the German cooperation, according to geographic concentration and the type of activities.
- 282 Given the failure of the community approach to the management of water points and considering the role of the new communes, the rural water sector strategy was revised in 2004 and again in 2007, and has gradually been implemented in all donor programmes. Important changes include:
- Decentralization of the decision process in favour of the communes, which plan on the basis of user demand;
 - Progressive transfer of project ownership to the communes according to a road map that was approved in 2006 (and in 2012 for sanitation, even if the transfer had actually started in 2008 and is quite more generalized than for water facilities);
 - Delegation of the management of water facilities by the commune to private operators; promotion of the private sector in construction, operation, monitoring and social

intermediation activities with a special effort to support the professionalization of the actors;

- Strengthening the deconcentration of the central administration in its role of regulator and establishing functional relationships between its deconcentrated structures and the communes.

²⁸³ SNV's programme is completely aligned to the (sub-)sectoral policies and has succeeded in developing a highly efficient division of labour with GIZ for a number of themes. The organization has thus contributed to the operationalization of the strategic choices made by the technical ministries and the group of multi- and bilateral donors. This positioning has, however, also limited the room for manoeuvre for calling some of these strategic choices in question (for example, the delegation of the management of simple water facilities, the exclusion of the communes in urban water management, the poor attention for water quality, the outspoken top-down vision of communal empowerment) or for experimenting in areas that have thus far been poorly managed by the sector in Benin (eg. basic sanitation bottom-up approaches, specific pro-poor strategies).

SNV's contributions

²⁸⁴ The changes attributable to SNV can be reasonably well identified as far as capacity development is concerned. They relate to (i) the improved capacity of the communes to manage the process of planning, construction and operation of water points and (institutional) latrines, and (ii) the progressive professionalization of the NGO's. Attribution is more difficult to determine for changes in the performance of SNV's clients and changes in household's access to water and sanitation services. During the period under evaluation, SNV's monitoring system was insufficiently structured to properly document the effects of its action on the access to services or on the performance of the communes and the SIS.

²⁸⁵ The main contribution of SNV's programme is the roll-out of the national strategy for rural water supply. The roll-out of this national strategy has contributed to (i) a more objective planning for the new investments; (ii) the first experiences of the communes as project manager for the implementation of simple water facilities and institutional latrines, and as contractor of the social intermediation NGOs; (iii) the progressive delegation of operation and maintenance to private actors, and (iv) an improved compliance with hygiene rules around the water points and at the level of the institutional latrines.

²⁸⁶ The added values specific to SNV's way of working relate to the leadership of those communes that have received intensive support and to better inclusion of participation and citizen vigilance. In these communes (i) the population is more satisfied with the communal involvement and the organization of the water service; (ii) there is a more explicit communal engagement for the sector; and (iii) better handling of minor breakdowns and disruptions of the water service.

Assessment of effectiveness

²⁸⁷ Capacity development has mainly been a transfer of knowledge but not necessarily a development of know-how and empowerment. This would require support in practice which SNV has not been able to provide – partly as a result of its geographical dispersion across 76



communes, but also because of the variable quality of the LCB and the lack of synergies developed with other agencies active in the communes for training and assistance of the local actors. For recently launched themes, this support is more visible in practice (DA, CEMOS).

- ²⁸⁸ The *Domestic Accountability* project is the exception to this analysis and may well add a very interesting dimension to the sectoral and communal practices. The structuring of accountability, first tried out in three communes, has clearly had a positive impact on the participative and equitable programming process, on the integrity in the procurement process, on the proper management of water facilities and on the degree of satisfaction of the populations with the organization of the sector. However, the role of users in these mechanisms is not yet completely clear and the ownership of these practices by the communal authorities is still fragile – especially when taking into account the limits of the fledgling democracy at the communal level.
- ²⁸⁹ The strategy for capacity development has sought to strike a balance between a demand-driven approach – where the clients define their priorities and procedures – a minimum of standardization in relation to minimum thresholds to assume the role of project owner, and, finally, the introduction of some rather exogenous themes (domestic accountability, gender and the environment).
- ²⁹⁰ Since mid-2009, a significant proportion of capacity development activities have been implemented by LCBs – NGOs or consulting firms that already provide training. This has allowed the extension of the programme to include all Beninese communes, the reduction of the training costs, and the creation of a number of more specialized trainers that operate more or less independently of SNV. However, the objectives and the strategy for collaboration with the LCBs remain to be clarified.
- ²⁹¹ SNV regularly analyzes the constellation of actors in the WaSH sector. Its assessment of the roles and the (f)actors hampering or enabling change, however, could have been more thorough and should have been more systematically translated into hypotheses and updated. This exercise would have enabled even better targeting of relevant actors that could improve the governance of the sector and better identification of change-inducing strategies. SNV has followed the objectives of the PPEA and has accepted the strategies of other projects, taking advantage of opportunities for additional funding, without questioning the role and competencies of certain actors.
- ²⁹² The costs of SNV's advisory support services are relatively high if the organization is required to adopt a competition logic once the business model, which is currently totally subsidized, has been redefined.
- ²⁹³ SNV has played a rather successful role as a project implementer in charge of training, training of trainers, co-developing and disseminating tools. In some areas, most of them linked to inclusive and multi-actor governance practices, SNV took the lead and the results are highly valued by the sector agencies. However, this position as a 'glorified project implementer' is not necessarily in line with the specific added value and comparative advantages expected of an international development agency in the future.

Sustainability

- ²⁹⁴ SNV's main strategy to contribute to sustainability consists of: (i) providing training modules and tools for all actors involved in the governance of the water (and sanitation) services, and (ii) alignment to the national strategies and to the mainstreaming practices among donors, especially GIZ.
- ²⁹⁵ The communes are starting to organize themselves to take charge of the sector regarding personnel, budget, investment plan, social intermediation agreements, delegation of contracts for operation and maintenance, etc. They have the knowledge to manage the construction process for new simple water facilities. Planning of new water points is progressively being brought in line with the objective needs. ODA and international NGO programmes continue to support the communes in their new responsibilities but progress is slow and fragile since it is expected that a lot of municipal teams will undergo changes after the communal elections planned for 2014.
- ²⁹⁶ The social intermediation NGOs have a better understanding of the sector strategy and their role. Their organizational strengthening helped them to establish new partnerships and improve internal management. These changes can be sustainable but their social anchorage and financial basis remain very weak. The results of the SNV programme with respect to the deconcentrated technical services, the private operators and the inter-municipal cooperation are too embryonic to last on their own. But the work is in line with national strategies and will surely be continued with support from other development agencies.
- ²⁹⁷ Hygiene behaviour in the institutions and around the water points is now adequate and the observed dynamics seem to be sustainable. The participative processes for new investments, the social control on the operators and the increased information flow between the municipal teams and the villagers have also a good chance to be sustainable. The Domestic Accountability experience will be extended to all communes and major donor programmes include some kind of local accountability mechanisms in their support to local basic services. These first steps on the path of better governance of water and sanitation services need to be followed by more institutional measures (monitoring and regulation, professionalization, continuity and consistency of local government strategies, etc.). However, the actual decentralization agenda of the Beninese government is not very clear and the donor community shows some fatigue after 10 years of full support to the decentralization process. The enabling environment for adequate local governance yet has to be completed.
- ²⁹⁸ In summary, SNV's programme contributed to an improved ownership of the WaSH sector by the communes, in a local partnership with the private sector and the deconcentrated services. Tools and practices have been put in place for better governance. The results are still fragile but the support to local governance of water and sanitation services will certainly be continued by the international donor community. However, more systemic hindrances for a sustainable access to water and sanitation for poor people remain to be tackled.



8 Evaluation approach and methodology

8.1 OVERALL APPROACH

The evaluation of SNV's WaSH programme in Benin covers three dimensions, of which the main themes and sources of information and analysis are presented in Table 25. The documents consulted, the activities undertaken and the individuals interviewed by the evaluation team are presented in Annexes 1, 2 and 3, respectively.

Table 25. Themes of analysis and sources of information.

Dimension	Themes	Sources of information
Intervention strategy (<i>Way of working</i>)	Identification of clients CD process and quality Alignment and harmonization Upscaling Knowledge management	Documents and exchanges with the team Interviews with three national directorates, 14 communes, seven SIS, one ACEP and four LCBs Interviews with other agencies in the sector, partners and a number of privileged witnesses
Effectiveness	Strengthened capacities of clients Optimized performance of clients Better access to and use of water and sanitation services	Interviews with various stakeholders in 14 communes Surveys in selected villages and localities of the 14 communes Analysis of existing databases
Efficiency	Input–output ratio Cost assessment	Detailed tables of the finance department Assignment Agreements Interviews with clients Interviews with other agencies in the sector

8.2 EFFECTIVENESS STUDY

²⁹⁹ During the first mission, conducted by the consultants in August 2012, it was found that the intervention logic of the WaSH programme was inadequately specified for the period 2007–2011 and that the indicators listed in the terms of reference for the evaluation (Table 5: Evaluation matrix effectiveness) were not always relevant with respect to the activities conducted in the field.

³⁰⁰ Together with the team, the consultants attempted to reconstruct the intervention logic for the entire programme, based on (i) the initial framework as set out in the WaSH strategy document of SNV-Benin, prepared in 2008; (ii) the relevant elements of the evaluation matrix of the reference terms; (iii) the logical frameworks of the technical files of the various projects in which SNV participates; and (iv) the activities conducted in the field and specified in the Assignment Agreement with different clients. This set of outputs, outcomes and effects, proposed by the consultants, was completed and validated by SNV-Benin's WaSH team on 17 August 2012 (see Table 3).

³⁰¹ Based on these changes which the programme seeks to achieve, the consultants formulated the effectiveness-related questions. These questions also take account of the possible

influence which the outputs of the clients (changes at the client level) may have had on changes in access to the service by the beneficiary communities.

³⁰² In addition to the capacity development of the national actors, the effectiveness analysis was conducted by sampling in 14 communes. The communes were chosen by the consultants, based on a classification proposed by SNV, highlighting the intensity of the support provided by SNV.¹⁴ Note that the organization is active in all 76 communes, except Cotonou, but that the support may vary from less than 20 PPDs to more than 600 for the period 2007–2011. The following communes were chosen: five having benefited from intensive support, five with less intensive support, and four with limited support. These 14 communes are spread over six departments to verify possible particularities between the north and the south, or as a function of the geographical SNV office that is responsible for the support. The communes and the characteristics of SNV’s activities are listed in Annex 4. The classification of the communes was communicated to the survey teams only after the processing of the data in order to limit the risks of biased analysis.

³⁰³ Table 26 shows the different survey levels in detail. Each level allows the data provided at the higher level to be verified by sampling, and to be complemented with more detailed information related to their own level of governance.

Table 26. *Different survey levels in the communes.*

Level	Number	Methodological tools	Comments
Commune	14	Interviews with the various actors – mainly using timelines, the 5CC analysis and the theory of change Verification of sources: budget, decisions, reports	Plenary workshop Interviews with various stakeholders: elected officials, communal technicians, social intermediation NGO, private operators (and user organizations and intercommunal structures, where appropriate)
Administrative village	56	Interviews with local officials and WaSH actors	Four villages per commune, selected by the survey team, based on the communal inventory of water and sanitation facilities (at random, among the villages with an old and a new water supply facility and an institutional sanitation facility)
Locality	140	Visits to facilities Interviews with three focus groups per facility: women, youngsters, economic operators	Per commune: four water facilities built before 2007; four built between 2007 and 2011; two institutional sanitation facilities The facilities were selected by the survey team, based on the communal inventory (at random, in some cases corrected during interviews at the administrative village level if the communal inventory was not adequate)

³⁰⁴ All surveys were conducted using an interview guide and specific forms for the ‘village’ and ‘locality’ levels in order to facilitate the counting and systematic processing of the answers. The team usually spent 3–5 days in each commune and the entire process was carried out in February and March 2013, following a trial in the commune of Kpomassè in January, with the participation of the international consultant.

¹⁴ With one small modification introduced by the consultants after a more extensive analysis of the various supports conducted by SNV in all its water and sanitation projects.

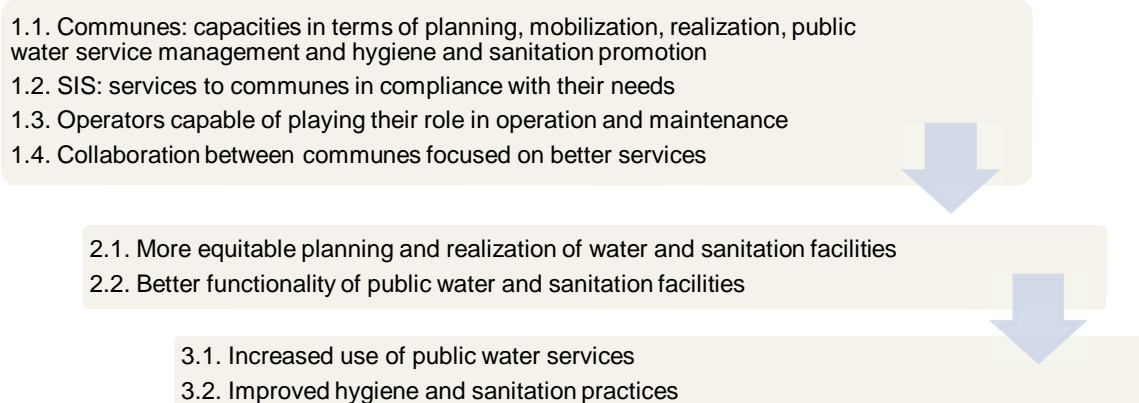


Figure 21. Logic of effectiveness criteria.

These surveys, interviews, workshops and analyses of verifiable data focused on the three dimensions: i) developed capacities, ii) optimized performance and iii) improved access; based on the following evaluation logic and criteria – but other changes were also identified via secondary and/or open-ended questions (Figure 21). Annex 10 presents the evaluation criteria and indicators.

8.3 MERITS AND LIMITATIONS OF THE APPROACH

- ³⁰⁵ The evaluation team benefited from the extreme availability of the SNV-Benin team. The latter greatly contributed to the organization of the interviews, was always committed and constructive in the reflections, and made every effort to provide all necessary documents, information and insights. Also thanks to its commitment, all partners and clients were open to critical exchanges and data sharing. The evaluators occasionally found it delicate to avoid biased answers and analyses, as all interviewees invariably were intent on highlighting their excellent relationships with SNV.
- ³⁰⁶ The data at the commune level are poorly maintained and the information on the water and sanitation facilities, their functionality and use is disparate and not always reliable. There is no baseline of the situation before 2007, although the evaluators managed to gather some scattered information.
- ³⁰⁷ A main constraint for the assessment of the effectiveness was the lack of reliable data on the water supply facilities. None of the communes has an inventory of the water points she's responsible for and the central database of the DG Eau is not updated, incomplete and contains many faulty data.
- ³⁰⁸ The monitoring and archiving system within SNV is also changing, and it proved difficult to obtain details on the Assignment Agreements, the PPD effectively invested by individual clients, the individualized analyses of the needs of the communes in the area of capacity development or certain results realized with the support of SNV. Without systematized data, the consultants, but also the SNV team, would have had to spend an enormous amount of time gathering and verifying information.

³⁰⁹ Although SNV is active in all communes, except Cotonou, in none of these is it the sole actor in the sector. Therefore, it was often difficult to attribute any of the changes observed to SNV's interventions alone. An attempt was made to establish the link with the intensity of the SNV support, but this approach too has its limits as other partners may be very active in communes that receive only limited support from SNV. The historic line and change logic methods, applied in the interviews, nevertheless made it possible to establish the link between the changes and SNV-specific interventions – or, at least, to understand the interpretation of the interviewees with respect to the evolutions and their change (f)actors.



Annex 1: Documents consulted

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Annex 2: Workplan of the missions

Activités en Belgique	
13 juillet 2012	<ul style="list-style-type: none"> Briefing consultants internationaux et mise en cohérence des approches (SL)
10 août 2012	<ul style="list-style-type: none"> Entretien Conseiller régional WASH pour la SNV-WCA (SL)
26 octobre 2012	<ul style="list-style-type: none"> Echanges équipe consultants internationaux et IOB
14 janvier 2013	<ul style="list-style-type: none"> Echanges équipe consultants internationaux
21 mars 2013	<ul style="list-style-type: none"> Echanges équipe consultants internationaux et IOB
Mission de lancement	
12 août 2012	<ul style="list-style-type: none"> Vol international (SL) Echange de documents et approche détaillée de la mission
13 août	<ul style="list-style-type: none"> Session de travail avec la Direction et l'équipe WASH de SNV-Bénin: présentation, mise en contexte, cadre de l'évaluation, programme de la mission, historique et logique d'intervention du programme WASH Rencontre à la Délégation de l'Aménagement du Territoire Continuation de la session avec l'équipe WASH de SNV-Bénin: thèmes centraux du programme WASH
14 août	<ul style="list-style-type: none"> Rencontre à la Direction Nationale de la Santé Publique Echange avec la conseillère principale du PPEA auprès de la DNSP Rencontre à la Direction Générale de l'Eau Brainstorming entre les consultants sur la méthodologie à suivre Session avec l'équipe WASH de SNV-Bénin: la théorie des changements et les indicateurs au niveau des clients et au niveau des bénéficiaires finaux Entretien avec les responsables Eau et Assainissement auprès des ONG PROTOS-Bénin et Helvetas (SL)
15 août (férié)	<ul style="list-style-type: none"> Elaboration d'une méthodologie pour l'analyse quantitative (CA) Rencontre avec la structure d'intermédiation sociale GRADELOS à Porto-Novo (SL) Rencontre avec MJCD – un LCB actif dans la formation des communes (SL) Elaboration des questions d'évaluation, leurs critères de jugement et indicateurs (SL)
16 août	<ul style="list-style-type: none"> Rencontre avec les acteurs locaux à Kpomassè (CA) Rencontre avec les acteurs locaux à Ouinhi (SL) Rencontre avec PG – un LCB actif dans la formation des communes (SL)
17 août	<ul style="list-style-type: none"> Rencontre avec l'expert Eau et Assainissement auprès de l'Ambassade du Royaume des Pays-Bas (SL) Elaboration des questions d'évaluation, leurs critères de jugement et indicateurs et la méthodologie de la collecte des données Echange entre les consultants sur les premiers constats et analyses provisoires Entretien avec le responsable de suivi-évaluation au sein de SNV-Bénin Restitution auprès de la direction et de l'équipe WASH des premiers constats et des questions, critères et indicateurs d'évaluation Echange entre les consultants sur la feuille de route pour la suite Vol international (SL)
Mission de démarrage d'enquêtes	
16 janvier 2013	<ul style="list-style-type: none"> Vol international (SL)
17 janvier	<ul style="list-style-type: none"> Echange entre consultants sur l'état d'avancement Rencontre avec l'équipe WASH de SNV-Bénin sur la méthodologie retenue pour l'évaluation Choix des communes pour les enquêtes et interviews Travail à la SNV sur la délimitation administrative et financière du programme à

	évaluer
18 janvier	<ul style="list-style-type: none"> • Travail avec l'équipe des enquêteurs sur les questions et guides d'entretien
19 janvier	<ul style="list-style-type: none"> • Travail avec l'équipe des enquêteurs sur les questions et guides d'entretien
20 janvier	<ul style="list-style-type: none"> • Lecture des documents
21 janvier	<ul style="list-style-type: none"> • Entretien avec le Premier Secrétaire auprès de l'Ambassade des Pays-Bas • Entretien avec le conseiller Eau et assainissement auprès de l'ANCB • Interview avec Social Watch Bénin (partenaire dans le DA)
22 janvier	<ul style="list-style-type: none"> • Entretien avec le Coordonnateur du Programme Eau Potable mis en œuvre par la GIZ • Interview avec LCB MJCD • Entretien avec les experts WASH auprès de l'Ambassade des Pays-Bas • Entretien avec le Coordonnateur du Partenariat National de l'Eau • Entretien avec l'équipe EAA (ancien CREPA)
23 janvier	<ul style="list-style-type: none"> • Interviews au niveau de la mairie de Kpomassè
24 janvier	<ul style="list-style-type: none"> • Interviews et enquêtes villages et focus-groupes à Kpomassè (CA) • Interview LCB IAMD (SL) • Interview LCB Sian'Son (SL)
25 janvier	<ul style="list-style-type: none"> • Interviews et enquêtes villages et focus-groupes à Kpomassè (CA) • Interview LCB Performance Globale (SL) • Interview PROTOS-Bénin (SL)
26 janvier	<ul style="list-style-type: none"> • Echange entre consultants sur les enquêtes et interviews à Kpomassè et sur la suite des travaux d'enquêtes
Enquêtes de terrain	
23 au 25 janvier	<ul style="list-style-type: none"> • Interviews niveau communal et enquêtes test villages de Kpomassè
4 au 6 février	<ul style="list-style-type: none"> • Sélection finale et formation des enquêteurs des communes du Nord
7 au 9 février	<ul style="list-style-type: none"> • Interviews et ateliers niveau communal et enquêtes villages dans les communes de Banikoara et Malanville
11 au 13 février	<ul style="list-style-type: none"> • Interviews et ateliers niveau communal et enquêtes villages dans les communes de Gogounou et Sinendé
14 au 16 février	<ul style="list-style-type: none"> • Interviews et ateliers niveau communal et enquêtes villages dans les communes de Bembéréké et N'Dali
16 et 17 février	<ul style="list-style-type: none"> • Sélection finale et formation des enquêteurs des communes du Sud
18 et 19 février	<ul style="list-style-type: none"> • Enquêtes villages dans les communes de Djidja et Za-kpota
21 au 23 février	<ul style="list-style-type: none"> • Enquêtes villages dans les communes de Quinhi et Dogbo
25 au 27 février	<ul style="list-style-type: none"> • Enquêtes villages dans les communes de Ouidah et Djakotomey
28 février et 1 mars	<ul style="list-style-type: none"> • Enquêtes villages dans la commune de Sô-ava et complément d'enquêtes à Kpomassè
4 au 24 mars	<ul style="list-style-type: none"> • Interviews et ateliers dans les communes de Djidja, Za-kpota, Djakotomey, Dogbo, Quinhi, Ouidah et Sô-ava
25 mars au 5 avril	<ul style="list-style-type: none"> • Dépouillement (CA et équipe)
6 au 10 avril	<ul style="list-style-type: none"> • Systématisation et analyses (CA et équipe)
11 au 18 avril	<ul style="list-style-type: none"> • Rapport des enquêtes (CA)
Mission d'analyse et de restitution	
1 avril 2013	<ul style="list-style-type: none"> • Vol international (SL)
2 avril	<ul style="list-style-type: none"> • Etat d'avancement – échange entre consultants et superviseur des enquêtes • Etat d'avancement – briefing avec équipe SNV + planning de la semaine
3 avril	<ul style="list-style-type: none"> • Système de suivi & évaluation (SL)



	<ul style="list-style-type: none">• Systématisation des données des enquêtes et entretiens dans les communes (CA)
4 avril	<ul style="list-style-type: none">• Entretien avec le Coordonnateur WASH et la GSO sur la gestion des PPD• Entretien avec le Chef du service Qualité de l'eau de boisson et Assainissement de base auprès de la DNSP
5 avril	<ul style="list-style-type: none">• Etat d'avancement sur le dépouillement des enquêtes villages et focus-groupes• Entretien avec l'ex DG adjoint et le point focal auprès de la DG Eau• Réunion de vérification avec l'équipe SNV
6 avril	<ul style="list-style-type: none">• Analyse de l'efficience
7 avril	<ul style="list-style-type: none">• Analyse des critères d'évaluation sur la stratégie d'intervention
8 avril	<ul style="list-style-type: none">• Préparation du powerpoint de restitution• Echange entre consultants sur les constats et analyses
9 avril	<ul style="list-style-type: none">• Préparation du powerpoint de restitution• Entretien avec le Chef de département Action régionale et Développement des territoires et avec le point focal PPEA auprès de la DAT• Bref contact Premier secrétaire auprès de l'Ambassade des Pays-Bas
10 avril	<ul style="list-style-type: none">• Préparation de la restitution entre consultants• Restitution auprès de l'équipe SNV
Mission de verification	
30 mai	<ul style="list-style-type: none">• Compléments d'information sur les outcomes et les effets
31 mai	<ul style="list-style-type: none">• Vérification de la BDI et croisement des données
1 juin	<ul style="list-style-type: none">• Séance d'analyse sur les conclusions
2 juin	<ul style="list-style-type: none">• Finalization du rapport

CA: Cyriaque Adjinaou ; SL: Stef Lambrecht.

Annex 3: Individuals consulted

Name	Organization	Position
Equipe SNV		
DIA Brigitte	SNV-Bénin	Directrice nationale
WEINSOU C. Guy	SNV-Bénin	(Coordonnateur programme WASH) Actuellement: consultant
YABI Thierry	SNV-Bénin	Conseiller, chargé du suivi
JOHNSON Erick	SNV-Bénin	(Conseiller) Actuellement: Coordonnateur WASH
AFOUDAH François	SNV-Bénin	Conseiller
AKPINFA Edouard	SNV-Bénin	Conseiller
FOUNDHOU Josiane	SNV-Bénin	Consultante, engagée dans le Domestic Accountability
D'ALMEIDA Lucrécia	SNV-Bénin	GSO WASH
KPATINVO Léopold	SNV-Bénin	Conseiller
GADA Mouftaou	SNV-Bénin	Conseiller
OZA Jérôme	SNV-Bénin	Conseiller
KIWALLO Bernadette	SNV-Bénin	Conseillère
FAGNON T. Edouard	SNV-Bénin	Conseiller et Coordinateur initiative DA
GLOTZBACH Rudolf	SNV – WCA	Conseiller régional WASH, actuel GSC WASH
Partenaires et témoins		
DE GOOIJER Georges	Ambassade des Pays-Bas	Premier Secrétaire – Expert Eau
DANSOU Camille	Ambassade des Pays-Bas	Expert Eau et Assainissement
NSIA Severin	DAT	Délégué
SOSSOU Christian	DAT	Chargé de mission – Département Action Régionale et Développement des Territoires (DARDT) Point focal PPEA
ODIDI Edmond	DAT	Responsable DARDT
YOROU CHABI Orou Bagou	DNSP	Directeur
TOKO Charles	DNSP	Directeur adjoint
ADJINDA Sourou	DNSP	Chef service
MATTHIEU Marie-Louise	DNSP	Conseillère PPEA
KANGNI Achille	DNSP	Chef Service Qualité Eau de Boisson et Assainissement de Base
FASSINO Anatole	DG Eau	Directeur Général Adjoint
GADO Mamadou	DG Eau	Chef Service Développement communautaire et Stratégies d'AEP
DOSSA Blaise	DG Eau	Coordonnateur PPEA
Kpomassè Martin	DG Eau	Responsable BDI
SMET Michiel	PROTOS-Bénin	Chargé de Programme E & A
HOUINATO Guillaume	PROTOS-Bénin	Coordonnateur E & A Mono-Couffo
HADONOU Appollinaire	Helvetas	Expert en Eau et Assainissement
LIHOSSOU Sègla	ANCB	Coordonnateur programme Eau



HOUINSOU Dieudonné	Social Watch	Secrétaire Exécutif
KITI Bonaventure	Social Watch	Point Focal DA
HOUANYE Armand	Partenariat National de l'Eau	Coordonnateur
MUNYANEZA Juvenal	PEP – GIZ	Coordonnateur
KPAGNON Hector	WSA	
AFFOGBOLO Simplicie	WSA	
ZOMADI Alain	COLTER	Directeur
LCB et SIS		
AMOUSSA A.A. Tatahi	Gradelos (ONG d'IS)	Directeur
ASSANI Anass	Gradelos	Coordonnateur
AYEDON Caroline	Gradelos	Animatrice
SAGBADJA Léopold	Gradelos	Comptable
AKOHA Saturnin	Gradelos	Coordonnateur Ouidah
ATINDEHOU Armande	Gradelos	Secrétaire
DJAGBA M. Faustin	MJCD (LCB)	Directeur
DJAGBA Adolphe	MJCD	
BANKOLE Reine	IAMD (LCB)	Directrice Exécutive
GANDONOU Marius	IAMD	Chargé de mission
HOUSSOU Moïbe	IAMD	Chargé de programme Eau et assainissement
DOSSOU Joseph	Performance Globale (LCB)	Chef de mission
DAGOUE Guillaume	Performance Globale	Assistant
BALOUGOUL Salomon	Sia'Son (LCB)	Directeur
ASSOUMA M. Yazi	ONG SIA N'SON	Directeur Exécutif
DONCOSSY Ajib	ONG SIA N'SON	Assistant/ Directeur Exécutif
AKANDO Aimé	ONG GRAIB	Directeur Exécutif
DJODJO Wilfrid	ONG GRAIB	Coordonnateur
ALIHONOU Albert	ONG AERAMR	Animateur
KOUHOUNDE Landry	ONG AERAMR	Chef antenne Zou
LEMAN Mouhamadou	ONG BSDD	Directeur Exécutif
SABI LAFIA Laye	ONG BSDD	Coordonnateur
SOULEYMANE Raoufou	ONG ANAP BENIN	Directeur Exécutif/Antenne Nord
OSSENI Djamila	ONG ANAP BENIN	Animatrice
OROU SOUROU Mama	ONG ANAP BENIN	Animateur
SEGO SOUNON O.K. Bernard	ONG ACDD	Directeur Exécutif
SALIFOU Abdou Djafarou Sinaferi	ONG ACDD	Coordonnateur/Bembéréké
SOUNON ISSA Soumaila	ONG ACDD	Coordonnateur/Sinendé
DAOUDOU Jacques	ONG ACDD	Animateur/Sinendé
Communes		
Kpomassè		
TIDJANI El Mouhad	Mairie de Kpomassè	Secrétaire Général
KPANOU Angelo	Mairie de Kpomassè	Chef du Service Technique
DEGUENON Gilles	Mairie de Kpomassè	Assistant au Secrétaire Général
KODO Alphonse	Mairie de Kpomassè	2 ^{ème} adjoint au Maire

ALIDOU Iradath	Gradelos	Animatrice à Kpomassè
AGBATO Monique	Un CGPE à Kpomassè	Trésorière Ensemble avec une vingtaine d'usagers
AGBATO Mathias	Commune de Kpomassè	Artisan Réparateur
SOSSOU Germain	Etablissement Sèdégbé/Kpomassè	Fermier
EZIN Claude	Commune de Kpomassè	Relais communautaire
TCHIBOZO C. Michel	Un opérateur local/Kpomassè	Artisan réparateur/ Délégué
Ouinhi		
ABATCHA A. Daniel	Mairie d'Ouinhi	Secrétaire Général
ADJAHO S. Philippe	Mairie d'Ouinhi	Chef du Service Administration et Finances
ZANNOU E. André	Mairie d'Ouinhi	SPPDCD
TOLEGBE Victorine	Mairie d'Ouinhi	SPPDCD
TAGBONON O. Dominique	Mairie d'Ouinhi	Chef d'Arrondissement
FATONDE François	Mairie d'Ouinhi	Chef de la Division E & A
HOUMENOU O. Gabriel	Commune d'Ouinhi	Trésorier ACEP
KOUDORO Rachidi	CPC d'Ouinhi	Membre
TCHIDI TOWADE C. Jonas	CPC d'Ouinhi	Président
AGHIA A. Médard	Commune d'Ouinhi	Secrétaire d'ACEP
SEKOU K. Innocent	Mairie de Ouinhi	Maire de la commune
ETCHESSE Aimé Doffin	Mairie de Ouinhi	Chef Service Technique
FATONDE François	Mairie de Ouinhi	Chef Division Eau et Assainissement
ABATCHA A. Daniel	Mairie de Ouinhi	Secrétaire Général
ADJAHO Phillipe	Mairie de Ouinhi	Chef Service Financière et Economique
FADEBI Roger	Opérateur local/Ouinhi	Délégué
ELLEGBEDE Honoré	Un CGPE à Ouinhi (Egni odo)	Porte-parole, ensemble avec 4 autres membres
Une vingtaine d'usagers	Commune d'Ouinhi	Localité Kolitiko
Za-kpota		
ADAGBE O. Célestin	Mairie de Za-kpota	Secrétaire Général
ADJAHATODE Osée	Mairie de Za-kpota	Chef Service Affaires Générales
AHOSSIN-GUEZO Joslyne B.	Mairie de Za-kpota	C/DSDM
DAGBA Y. Eric	Mairie de Za-kpota	Chef Service Technique
AHOUANVLAME Appolinaire	Mairie de Za-kpota	Chef Service Développement local et Planification
Djakotomey		
HOUEDE Ludovic	Mairie de Djakotomey	Secrétaire Général
GBAGUIDA Martin	Mairie de Djakotomey	Chef Service Technique
BODJRENOU Ernest	Mairie de Djakotomey	Chef Service Affaires Financière
Sô-ava		
ATTIDEKOUN Aminou	Mairie de Sô-ava	Répondant Eau et Assainissement
KAKESSOU Antoine	Mairie de Sô-ava	Chef Service Développement local et Planification
AYATOGANDJI Pierre	Mairie de Sô-ava	Secrétaire Général
KOUYONOU HIHOTO Abel .	Mairie de Sô-ava	2ème adjoint au maire, Président commission Eau et Assainissement de la mairie



Ouidah		
ADJOVI Bruno	Mairie de Ouidah	2ème adjoint au maire, Président Comité Eau et Assainissement de la mairie
SOGLO Blaise	Mairie de Ouidah	Chef Service Développement local et Planification/Répondant Eau et Assainissement
DOREGO Taofick	Mairie de Ouidah	Adjoint au Chef Service Affaires Financières
ADJAHO Victor	Mairie de Ouidah	Chef Division Travaux Publics
Dogbo		
DOSSOUMON Vincent	Mairie de Dogbo	Secrétaire Général
BALLO Dominique	Mairie de Dogbo	Directeur des Services Techniques
SOSSOUKPE Stella Yollande	Mairie de Dogbo	Chef Service Eau et Assainissement
Djidja		
ASSOGBA Christel	Mairie de Djidja	Chef Service Eau et Assainissement
FANDOHAN Brice	Mairie de Djidja	Chef Service Affaires Financières
N'dali		
SINA O. Orou Gberou	Mairie de N'dali	Chef Service Technique
MESSOUNAN Barikissou	Mairie de N'dali	Chef Service Développement local et Planification
GOUNOU N'GOBI LAFIA	Mairie de N'dali	Point focal SNV
Bembéréké		
TOGNON P.Christian	Mairie de Bembéréké	Chef Service Eau et Assainissement
SALIFOU Rachidatou	Mairie de Bembéréké	Chef Service Développement local et Planification
Sinendé		
ABOUBAKAR Ousmane	Mairie de Sinendé	Secrétaire Général
TONGUI Chabi Gani	Mairie de Sinendé	Chef Service Technique
KARIM Ibrahim	Mairie de Sinendé	Adjoint au Chef Service Technique
Gogounou		
SOUROGOU MASSO Roger	Mairie de Gogounou	Chef Service Technique
GUERA Saka	Mairie de Gogounou	Secrétaire Général
TAMOU Mora Bagri	Mairie de Gogounou	Chef Service Affaires Financières
Banikoara		
CHABI KENOY Cyril	Mairie de Banikoara	Chef Service Technique
ODJO Daniel	Mairie de Banikoara	Chef Service Développement local et Planification/Répondant Eau et Assainissement
GUERRA YAROU Isaac	Mairie de Banikoara	Secrétaire Général
TAMA PLACIDE S. Suzanne	AFVA/Banikoara	Fermier/Directrice Exécutive
Malanville		
SENY YAYE Idrissou	Mairie de Malanville	Chef Service Technique
TOROU Yacoubou	Mairie de Malanville	Chef Service Eau Hygiène et Assainissement
DAMBARO Anassi	Mairie de Malanville	Secrétaire Général
ALI Marcos	Mairie de Malanville	Chef Service Développement local et Planification
NOMMA Abdou Aziz	Mairie de Malanville	Secrétaire Permanent de la Communauté CIVN
KOARA SAKA Inoussa	Un opérateur local/ Malanville	Fermier

Annex 4: Characteristics of the surveyed communes

Commune (Department)	Support category	Number of PPDs	Period/project (number of PPD)	Themes
Sinendé (Borgou)	C1 (strong SNV support)	517	PPEA 2008–2010 (90) DA 2009–2011 (407)	four training modules PCEau Domestic Accountability Support to procurement process IT and office equipment
Bembereke (Borgou)	C1	104	PPEA 2009–2011 (104)	2 training modules PCEau and PHAC (ongoing) Support to procurement process IT and office equipment
Ouinhi (Zou)	C1	556	PPEA 2008–2011 (150) DA 2009–2011 (406)	five training modules PCEau Domestic Accountability Support to procurement process IT and office equipment
Kpomassè (Atlantique)	C1	150	PPEA 2008–2011 (150)	2 training modules PCEau and PHAC (ongoing) Support to procurement process IT and office equipment + training on bookkeeping
Dogbo (Couffo)	C1	669	HAADI 2007 and 2008 (67) PAGIREL 2007–2011 (51) PEPAR 2008–2011 (32) PPEA 2009–2011 (112) DA 2009–2011 (407)	11 training modules Domestic Accountability Support to procurement process IT and office equipment
N'Dali (Borgou)	C2 (moderate SNV support)	141	PAGIREL 2007–2011 (51) PPEA 2009 and 2010 (90)	6 training modules PCEau Support to procurement process IT and office equipment
Malanville (Alibori)	C2	47	PPEA 2011 (38) Others 2008 (9)	2 training modules PHAC (ongoing) Support to procurement process IT and office equipment + training on bookkeeping
Djidja (Zou)	C2	38	PPEA 2011 (38)	1 training modules PCEau (start-up) Support to procurement process IT and office equipment
Zakpota (Zou)	C2	38	PPEA 2011 (38)	2 training modules PCEau (start-up) Support to procurement process IT and office equipment
Ouidah (Atlantique)	C2	60	PPEA 2008 and 2011 (60)	2 training modules PCEau (start-up) Support to procurement process IT and office equipment
Banikoara (Alibori)	C3 (limited SNV support)	250	HAADI 2007 (82) PAGIREL 2007–2011 (51) PPEA 2008–2011 (96) Others 2008 (21)	8 training modules Support to procurement process IT and office equipment + training on bookkeeping
Gougounou (Alibori)	C3	0		2 training modules IT and office equipment + training on bookkeeping
Djakotomé (Couffo)	C3	70	PEPAR 2008–2011 (32) PPEA 2011 (38)	3 training modules IT and office equipment
So-Ava	C3	72	PPEA 2009 and 2011	four training modules

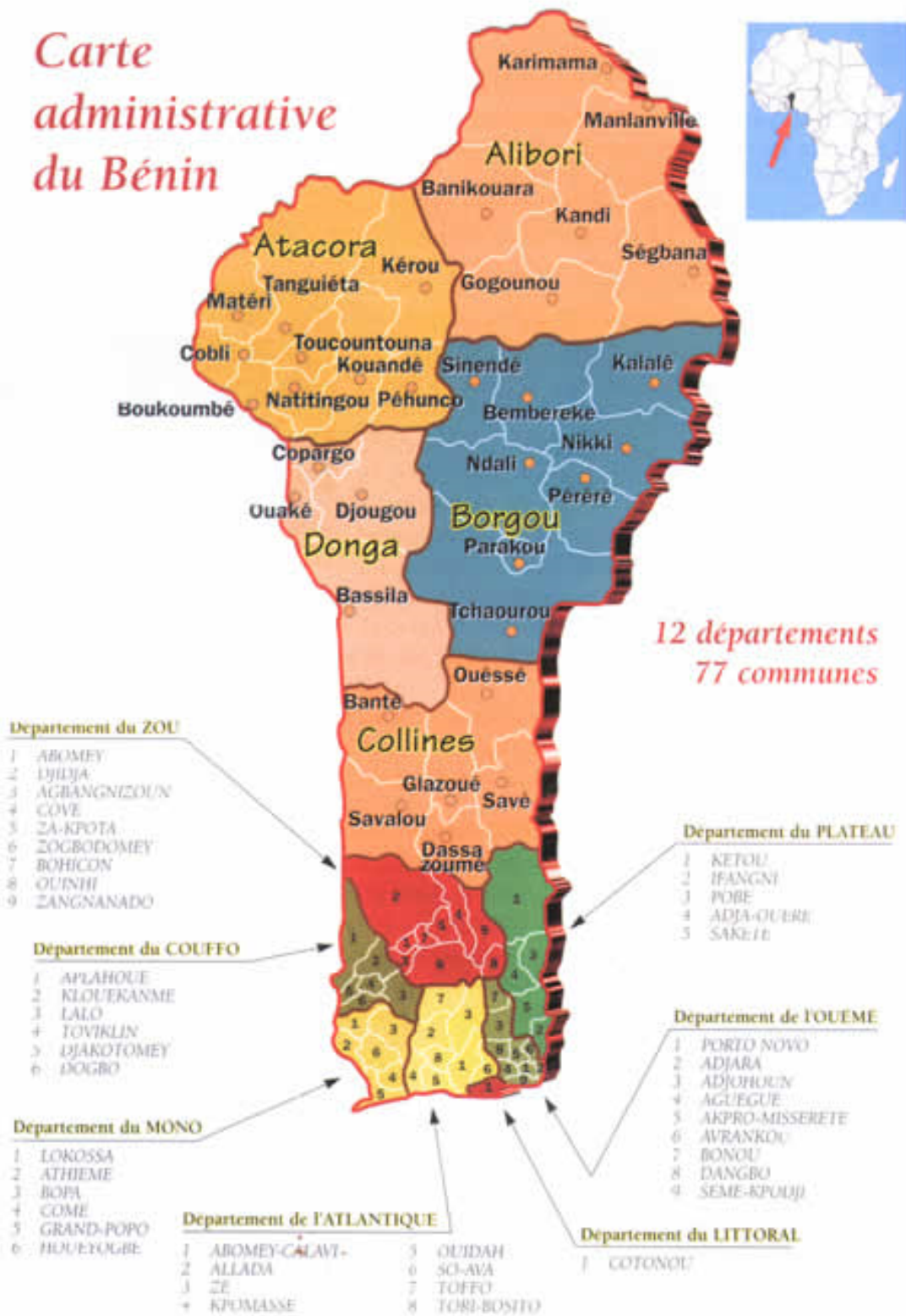


(Atlantique)			(72)	IT and office equipment + training on bookkeeping
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Assignment agreements for the surveyed communes

Assignment Agreement	Evaluation file
AA Banikoara WASH–2009	
AA Bembéréké WASH–2009	
AA Bembéréké WASH–2011	
AA Djakotomè WASH–2010	
AA Djidja WASH–2010	
AA Dogbo WASH–2009	present
AA Kpomassè WASH–2009	present
AA Malanville WASH–2011	
AA N'Dali WASH–2009	
AA Ouidah WASH–2010	
AA Ouinhi WASH–2009	present
AA So-ava WASH–2010	
AA Sinendé WASH–2009	
AA Zakpota WASH–2010	

Annex 5: Administrative map of Benin





Annex 6: Villages surveyed

Department	Commune	Administratif village	Locality	Water supply / Sanitation	Type of facility
BORGOU	N'Dali	Bori	Tanga	Water supply	New facility (>2007)
			Bori centre	Water supply	Old facility (<2007)
		Sakarou	Sakarou Centre	Water supply	Old facility (<2007)
			Sakarou Centre	Sanitation	EPP
		Tépa	Tépa	Water supply	New facility (>2007)
			Marégourou	Gbétérou	Water supply
		Marégourou Marché		Water supply	Old facility (<2007)
		Bouyerou	Bouyerou Centre	Water supply	Old facility (<2007)
			Bouyerou Centre	Sanitation	Market
		Warouwa	Warouwa	Water supply	New facility (>2007)
	Bembereke		Wannarou	Kikaborou	Water supply
		Wannarou Bourérou		Water supply	New facility (>2007)
		Guessou Sud	Guessou Sud Centre	Water supply	Old facility (<2007)
			Guessou Sud Centre	Sanitation	Health Centre
		Wonka Gourou	Wonka Gourou	Water supply	New facility (>2007)
			Guerra-Kali	Guerra Kali centre	Water supply
		Dantcha		Water supply	New facility (>2007)
		Gando	Gando centre	Water supply	New facility (>2007)
			Ganaro	Water supply	Old facility (<2007)
		Gamaré	Sanitation	EPP	
	Sinende	Sikki Peulh 1	Garou	Water supply	Old facility (<2007)
			Dangami	Water supply	New facility (>2007)
		Sikki-Gando	Sikki Gando Centre 1	Water supply	Old facility (<2007)
			Sikki Gando 2	Water supply	New facility (>2007)
		Kparo	Kparo Centre	Water supply	Old facility (<2007)
			Kparo Centre	Sanitation	EPP
		Marewobou	Marewobou	Water supply	New facility (>2007)
Wari Peulh			Djonwouro Gah	Water supply	Old facility (<2007)
		Alou Gah	Water supply	New facility (>2007)	
Wari Peulh		Sanitation	EPP		
ALIBORI	Gogounou	Ouéré	Oueré centre (Health Centre UVS)	Water supply	New facility (>2007)
			Ouèrè Bani	Water supply	Old facility (<2007)
	Borodarou	Borodarou centre	Water supply	New facility (>2007)	
		Borodarou centre	Sanitation	Health Centre	
	Sounon Gah	Sounon Gah	Water supply	Old facility (<2007)	
		Diguissou	Diguissou 1	Water supply	New facility (>2007)
	Diguissou 2		Water supply	Old facility (<2007)	
	Soukarou	Soukarou Sud	Water supply	New facility (>2007)	
		Soukarou centre	Water supply	Old facility (<2007)	

Department	Commune	Administratif village	Locality	Water supply / Sanitation	Type of facility
			Soukarou centre	Sanitation	EPP
	Banikoara	Kokiboro	Kokiboro B	Water supply	Old facility (<2007)
ALIBORI	Banikoara	Kokiboro	Kokiboro A	Water supply	New facility (>2007)
		Sompérékou	Sompérékou A Centre (CEG)	Water supply	New facility (>2007)
			Sompérékou A Centre (CEG)	Sanitation	CEG
			Sahadourobouro	Water supply	Old facility (<2007)
		Founougo B	Gannoussinou	Water supply	Old facility (<2007)
			Banfanou	Water supply	New facility (>2007)
			Banfanou	Sanitation	EPP
		Gomparou B	Gomparou B (CEG)	Water supply	New facility (>2007)
			Zongo	Water supply	Old facility (<2007)
	Malanville	Gougoun	Gougoun Centre	Water supply	Old facility (<2007)
			Bangoun	Water supply	New facility (>2007)
			Bangoun	Sanitation	EPP
		Guéné 1	Guéné Centre	Water supply	Old facility (<2007)
			Malougah	Water supply	New facility (>2007)
		Garou 2	Tounga Tedji	Water supply	New facility (>2007)
			Garou 2 centre	Water supply	Old facility (<2007)
		Banité 1	Yakamata	Water supply	New facility (>2007)
			Banité 1 centre	Water supply	Old facility (<2007)
			Banité 1 centre	Sanitation	EPP
ZOU	Djidja	Zinkanmè	Zinkanmè Centre	Water supply	Old facility (<2007)
			Zinkanmè Centre	Sanitation	EPP
			Zinkanmè Aga	Water supply	New facility (>2007)
		Komè	Komè Centre	Water supply	Old facility (<2007)
			Yovohoué	Water supply	New facility (>2007)
		Aligoudo	Akodéaho	Water supply	Old facility (<2007)
			Agblohoué	Water supply	New facility (>2007)
			Agblomè	Sanitation	EPP
		Hounvi	Adjatalata	Water supply	Old facility (<2007)
			Taagon	Water supply	New facility (>2007)
	Ouinhi	Ganhounmè	Egni Odo	Water supply	New facility (>2007)
			Ganhounmè centre	Water supply	Old facility (<2007)
		Holli	Adogbé - Gloh	Water supply	New facility (>2007)
			Adogbé - Gloh	Sanitation	EPP Holli B
			Kinso (Djèdjè Layé)	Water supply	Old facility (<2007)
		Houanvé	Houégbo	Water supply	New facility (>2007)
			Houégbo	Sanitation	EPP
			Hlakpota	Water supply	Old facility (<2007)
		Ahicon	Kaffa	Water supply	New facility (>2007)
			Sango	Water supply	Old facility (<2007)
	Za Kpota	Allahé Centre	Legbaholi	Water supply	Old facility (<2007)



Department	Commune	Administratif village	Locality	Water supply / Sanitation	Type of facility
			Legbaholi	Sanitation	Complex A & B
			Gbakpa	Water supply	New facility (>2007)
ZOU	Za Kpota	Za'Hla	Hongamin Kpevi	Water supply	Old facility (<2007)
			Fandji	Water supply	New facility (>2007)
		Agbakou	Hodogon	Water supply	Old facility (<2007)
			Adjassagon	Water supply	New facility (>2007)
		Héhounli	Assogbahoué	Water supply	New facility (>2007)
			Alantanloknonkon	Water supply	Old facility (<2007)
			Alohoun Kodota	Sanitation	EPP G/A
COUFFO	Djakotomey	Hagounmé	Hagounmé Centre (Edahoué)	Water supply	New facility (>2007)
			Misségbéhoué	Water supply	Old facility (<2007)
		Gohomey	Kodohoué	Water supply	New facility (>2007)
			Gohomey Centre	Water supply	Old facility (<2007)
		Fogbadja	Fangninahoué (Fogbadja centre)	Water supply	Old facility (<2007)
			Fangninahoué (Fogbadja centre)	Sanitation	EPP Fogbadja
			Houetohouhoué	Water supply	New facility (>2007)
		Lokoui Bédjamè	Lokoui Bédjamè Centre	Water supply	Old facility (<2007)
			N'Gbegnonhoué	Water supply	New facility (>2007)
	Dogbo	Zohoudji	Cakpohoué	Water supply	Old facility (<2007)
			Montchoué (Heladjamè)	Water supply	New facility (>2007)
		Dékandji	Somabehoué / Dekpehoué	Water supply	New facility (>2007)
			Codjohoué	Water supply	Old facility (<2007)
		Lokoghoué Centre	Djadjahoué	Water supply	New facility (>2007)
			Djadjahoué	Sanitation	Health Centre
			Sonougbehoué	Water supply	Old facility (<2007)
		Madjre centre	Wanonkouhoué	Water supply	Old facility (<2007)
			Djigouhoué (Djigoungbonou)	Water supply	New facility (>2007)
			Agbonou	Sanitation	Market
ATLANTIQUE	Ouidah	Adjra Adovié	Gbeda	Water supply	New facility (>2007)
			Adjra Adovié Centre	Water supply	Old facility (<2007)
		Houéton	Klanhouadja	Water supply	New facility (>2007)
			Soglosramè (Houéton Centre)	Water supply	Old facility (<2007)
			Houéton Centre	Sanitation	EPP Houéton
		Kpovié	Zounnonko	Water supply	New facility (>2007)
			Tooba	Water supply	Old facility (<2007)
			Kpovié Centre	Sanitation	EPP Kpovié
		Fonkounmè	Vitègnihoué	Water supply	Old facility (<2007)
			Manihoué	Water supply	New facility (>2007)
	Kpomassè	Adjamè	Adjamè centre	Water supply	New facility (>2007)
			Tossahokon	Water supply	Old facility (<2007)

Department	Commune	Administratif village	Locality	Water supply / Sanitation	Type of facility
		Kougbedji	Kougbedji centre	Water supply	Old facility (<2007)
			Kougbedji centre	Sanitation	Health Centre
ATLANTIQUE	Kpomassè	Kougbedji	Dékponhoué	Water supply	New facility (>2007)
		Adjaglo	Ayikounhokon	Water supply	New facility (>2007)
			Amedehokon	Water supply	Old facility (<2007)
		Vovio	Vovio-Centre	Water supply	Old facility (<2007)
			Vovio-Centre	Sanitation	EPP Vovio Centre
			Amatohouè	Water supply	New facility (>2007)
	So-Ava	So Tchanhouè	Hounhouè	Water supply	Old facility (<2007)
			Tchinankomey	Water supply	New facility (>2007)
		Gbéssou	Avassa	Water supply	Old facility (<2007)
			Bekè (Adjago)	Water supply	New facility (>2007)
		Houedo	Aguécon	Water supply	Old facility (<2007)
			Aguécon	Sanitation	EPP
			Houédo - Gbadji	Water supply	New facility (>2007)
		Ahomey - Gblon	Gbékpa	Water supply	Old facility (<2007)
			Gbéawa	Water supply	New facility (>2007)
			Ahomey - Gblon Centre	Sanitation	EPP



Annex 7: Quantitative data of mobilized resources

Division of PPDs per client

Clients (or group of clients)	Total PPDs 2007–2011	Support period	Total cost of PPDs (EUR)	Other costs	Funds provided by DGIS (Core Fund)	Other DGIS funds (PPEA)	Other Donors (EU, PROTOS)
76 communes	9,735	2007–11	2,877,753	1,577,241	2,256,664	2,169,007	29,324
2 prefectures (Atlantique, Ouémé)	168	2008–10	60,449	1,917	62,367		
8 intercommunal collaborations	219	2008–11	82,062	35,916	69,513	44,769	3,696
DAT	392	2007–11	137,483		72,443	65,040	
DG Eau	262	2007–11	93,121		42,539	50,582	
DNSP (ancienne DHAB)	181	2008–11	70,256	4,167	27,500	46,923	
National consultation platform	50	2010–11	19,168	31,581	22,774	27,975	
41 Social intermediation NGOs	1,051	2009–11	257,707	33,820	125,125	166,402	
9 LCBS	43	2009–10	15,340		15,340		
Others	65	2008–10	25,490	122	25,612		
TOTAL	12,165		3,638,829	1,684,764	2,719,877	2,570,698	33,020

Remarks:

- La ventilation des PPD octroyés aux Directions nationales (DAT, DG Eau et DNSP) est une estimation. Effectivement, dans le cadre du PPEA-Composante 2, la comptabilité ne permet pas de dissocier les clients publics. L'ensemble des PPD réalisés dans l'année est divisé selon les clés suivantes (données fournies par le service administratif de la SNV-Bénin):
 - 85% pour les communes, répartis de façon égale entre les communes bénéficiaires durant l'année en question ;
 - 15% pour les directions nationales, cadres de concertation et coopérations entre communes (50% pour la DAT et les coopérations entre communes, 50% pour les directions sectorielles et leur cadre de concertation – dont 2/5^{ième} pour l'assainissement et 3/5^{ième} pour l'eau).
- Dans le cadre du PPEA-Composante 2, ainsi que pour le contrat avec l'Ambassade relatif au DA et pour le projet PIEPHA-C, des fonds spécifiques ont été investis dans des activités et autres appuis, complémentaires à l'appui-conseil de la SNV. Il s'agit de 32% de l'enveloppe globale (dont 92% à charge du PPEA).

Evolution of PPDs and their cost

PPDs provided by	Nombre de PPD réalisés					Budget Taux/jour (EUR)					
	2007	2008	2009	2010	2011	2007	2008	2009	2010	2011	Moyenne
SNV advisors	803	1465	2116	2090	1720	357	397	311	400	374	367
LCBs			107	1031	2430			167	157	135	142
Consultants	14	97	285			98	147	147			145
TOTAL	817	1562	2508	3121	4150						

Remarks:

- Les consultants recrutés durant la période sont exclusivement des consultants nationaux.
- Pour les Conseillers, les taux sont les moyennes de la SNV-Bénin, tous secteurs confondus. Pour les LCB et les Consultants, il s'agit des coûts réels des contrats dans le programme Eau & Assainissement.
- Les moyennes sont les moyennes pondérées sur la période 2007–2011.

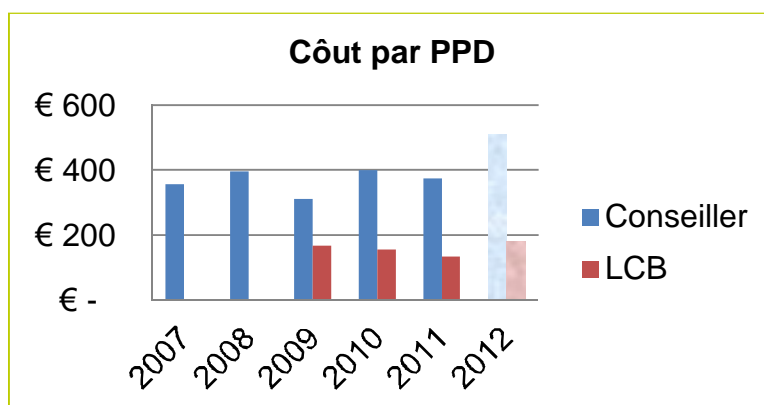
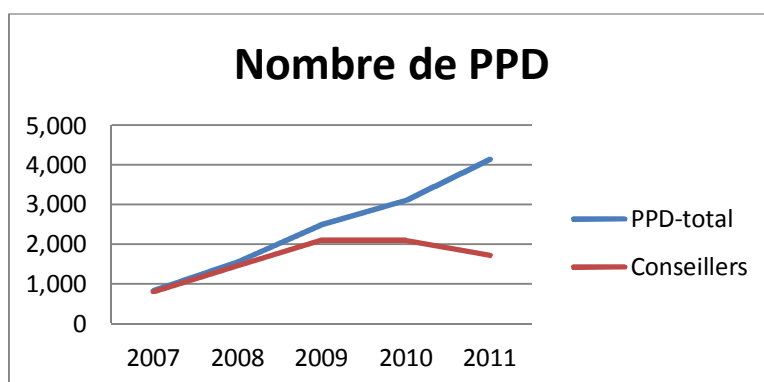


Figure 22. Evolution of the number of PPDs and their cost.

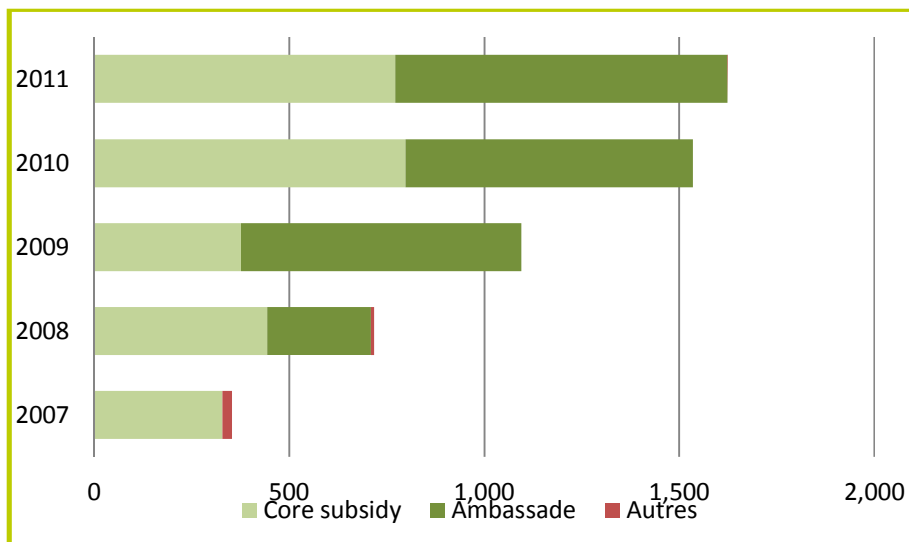
PPDs per project

Project	2007	2008	2009	2010	2011	Total	%
HAADI	482	244	7			732	6%
PAGIREL	127	378	323	163	122	1.113	9%
PEPAR		49	88	290	58	485	4%
PPEA	142	625	1.857	2.067	3.384	8.075	66%
DA		0	152	534	534	1.220	10%

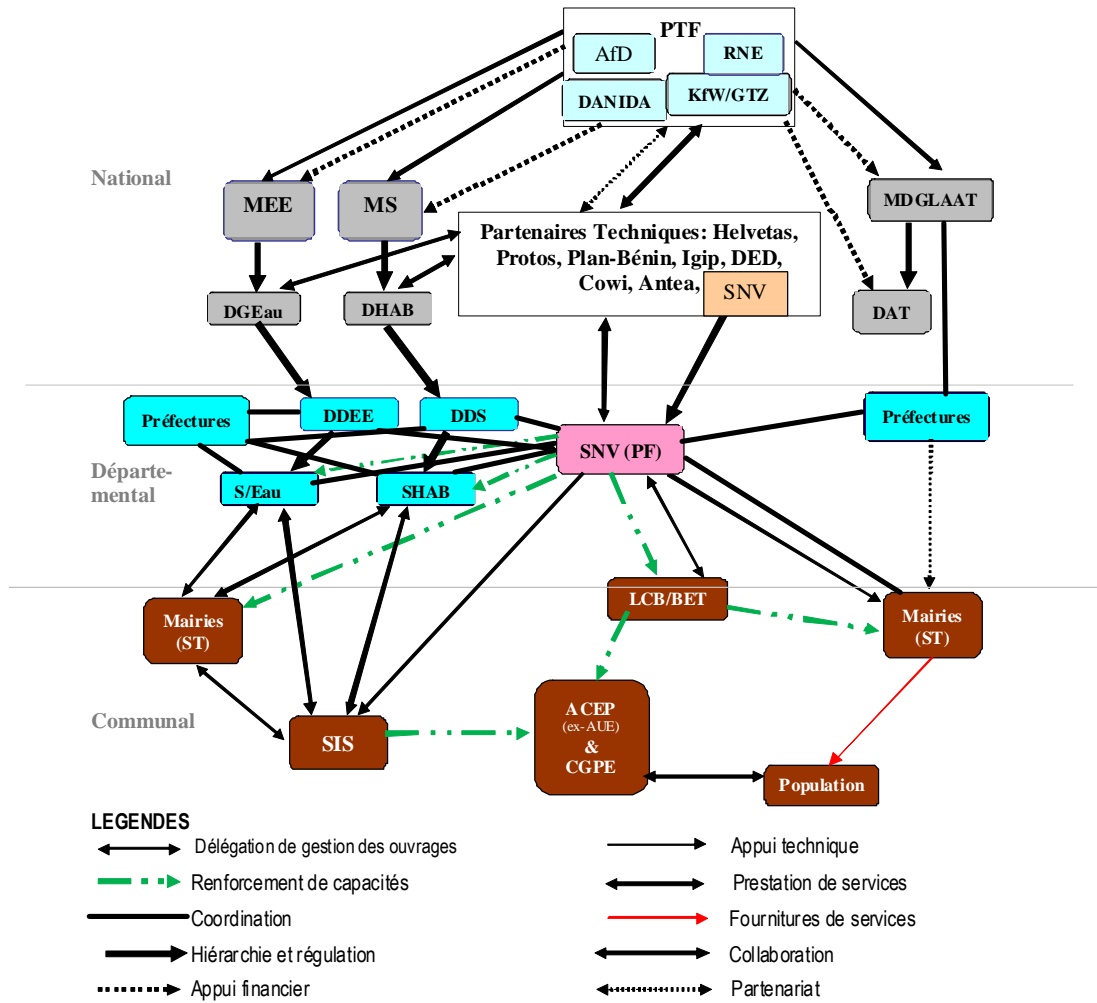


PIEPHA-C & autres	75	265	81	67	52	540	4%
TOTAL	826	1.560	2.508	3.121	4.150	12.165	

Financial resources



Annex 8: SNV's constellation of stakeholders in the WaSH sector





Annex 9: Capacity development of LCBs

Core capabilities (5CCs)	Significant changes	Factors / actors / incentives of change
Decide and act	<ul style="list-style-type: none"> • Regularity in the functioning of the bodies • Preparation of structuring documents for the organization (PG, MJCD, SS) 	<ul style="list-style-type: none"> • Obligations of all partners • Specific training by SNV on 'leadership for change' • External consultant in support of the preparation of structuring documents (SS)
Obtain results	<ul style="list-style-type: none"> • Better structuring of the training modules, planning, evaluation...) • More active search for new projects (MJCD, IAMD) • Pool of associated trainers with experience (SS, IAMD) 	<ul style="list-style-type: none"> • Involvement in the preparation of models with SNV • The multi-year collaboration with SNV is an important gain on the CV of the organization • The volume of work with SNV and the variety of themes required collaboration with external trainers
Develop and maintain relationships	<ul style="list-style-type: none"> • Better relationships with DG Eau and its deconcentrated services • Better relationships with the communal authorities • New partnership relationships with the donors (MJCD) 	<ul style="list-style-type: none"> • Several years involvement in the preparation and dissemination of modules in the sector • Engagement in training to the communes – under the cover of SNV • The multi-year collaboration with SNV is an important gain on the CV of the organization
Adapt and innovate	<ul style="list-style-type: none"> • Better knowledge of the sector and management practices at the communal level – allowing the organization to position itself in support of communal project management • Mastery of new themes: advisory skills, leadership • Training module design capacity • Evolution from SIS to LCB (IAMD, SS) 	<ul style="list-style-type: none"> • Analysis of governance capacities and practices together with the communes • Training on the various modules • Active involvement in the development of the modules, with the support of SNV • Recruitment as LCB by SNV
Maintain consistency	<ul style="list-style-type: none"> • Improved internal communication • Stability of the team within the organization (MJCD) • Personnel evaluation tools (IAMD, SS) • More structured follow-up of associated consultants (IAMD) 	<ul style="list-style-type: none"> • Rigorous work in partnership with SNV • Stability in agreements with SNV • Training on human resource management (as SIS) • Monitoring methods applied by SNV; accountability obligations and rigorous reporting imposed by relationship with SNV

Based on interviews with four LCBs: Performance Globale (PG), MJCD, IAMD and Sian'Son (SS). The methodology consisted in (i) establishing a timeline highlighting significant changes within the organization or in its activities; (ii) listing the current competencies according to the five clusters and indicating the changes since 2008; (iii) analyzing the strengths and weaknesses/limits of the collaboration with SNV; and (iv) cross-referencing and documenting the information with examples and concrete indicators.

Annex 10: Evaluation criteria and indicators matrix

SNV's way of working

Themes	Pointers
SNV invests in a qualitative process to identify the interventions and its clients	<ul style="list-style-type: none"> • SNV's selection of the type of intervention is underpinned by a solid assessment of poverty problems and their root causes and opportunities for sustainable development • The client's objectives are relevant to the problems of the poor and to the root causes of these problems • The client's strategy and outcome statement are based on a systematic identification and analysis of poverty problems and their root causes • A systematic assessment has been conducted to determine whether the client and target groups are capable of achieving their objectives and results
SNV supports clients in identifying and designing their capacity development programmes	<ul style="list-style-type: none"> • SNV has advised the client of the following where necessary: • The client's strategy is an adequate response to the problem of poverty and its root causes • The client has developed a theory of change regarding capacity in relation to its strategy/outcome statement • This theory is useful given the capacity constraints, their causes and overriding factors • The client has formulated its capacity development programme according to SMART principles • The client systematically plans, monitors and evaluates its results
SNV's support for capacity development is result-oriented	<ul style="list-style-type: none"> • SNV's support: • Reflects state-of-the-art knowledge • Is harmonized with other donors • Is formulated according to SMART principles • Is systematically planned, monitored and evaluated
SNV is a learning organization	<ul style="list-style-type: none"> • SNV uses the results of PM&E as a feedback mechanism and to improve • SNV advisors participate actively in knowledge and learning networks • SNV has systematic training and staff development at its disposal (including performance appraisals)
SNV invests in a qualitative process to identify interventions and its clients	<ul style="list-style-type: none"> • SNV's selection of the type of intervention is underpinned by a solid assessment of poverty problems and their root causes and opportunities for sustainable development • The client's objectives are relevant to the problems of the poor and to the root causes of these problems • The client's strategy and outcome statement are based on a systematic study and analysis of poverty problems and their root causes • A systematic assessment has been conducted to determine whether the client and target groups are capable of achieving their objectives and results



Effectiveness

EQ1 To what extent has SNV contributed to stronger clients that are capable to fulfil their role in the sector of Water and sanitation?	
<i>Assessment criteria</i>	<i>Indicators</i>
1.1. Municipalities are capable to take up their role in planning, mobilizing, realization and management of the public water sector and the promotion of sanitation	1.1.1. Analysis of capacity according to the 5 core capabilities. Further specific attention will be given to following indicators: 1.1.2. % of the municipal budget for the WASH sector and its evolution 1.1.3. Management of the realization of water infrastructures according to the norms of good governance (public tendering, management of contracts) 1.1.4. % water points exploited according to the modalities as described in contracts. 1.1.5. Effective consultation mechanisms and downwards accountability
1.2. NGOs of social mediation are capable to offers services that respond to the needs of the communes	1.2.1. Analysis of capacity according to the 5 core capabilities. Further specific attention will be given to following indicators 1.2.2. The degree of respecting contractual clauses by the municipalities and NGOs for social mediation 1.2.3. Municipalities observe improved service delivery of the NGOs
1.3. Local actors are capable to take up their role in management and maintenance of water points	1.3.1. Analysis of capacity according to the 5 core capabilities. Further specific attention will be given to following indicators: 1.3.2. The degree of respecting contractual clauses 1.3.3. Municipalities observe improved service delivery by local actors
1.4. Improved collaboration between municipalities in order to deliver better and more efficient services	1.4.1. The number of effective inter-municipal cooperation initiatives 1.4.2. The comparative advantages of inter municipal collaboration are clear for all actors involved
EQ2 Has improved capacity of clients contributed to improved performance and an improved enabling environment for the WASH sector?	
<i>Assessment criteria</i>	<i>Indicators</i>
2.1. Planning and construction of new water sources (drinking water) and sanitation infrastructures according to equity norms	2.1.1. % of water infrastructures installed or planned in communities not yet serviced by water points or in communities under underequipped (250 persons/water point) 2.1.2. % of public sanitation infrastructures installed or planned in places not yet serviced 2.1.3. Planning and localization of water infrastructures is based on a consultation process of the population
2.2. Functional water sources and public sanitation infrastructures	2.2.1. Number of defective water infrastructure and its evolution 2.2.2. Respect of hygiene around water points 2.2.3. Functional public latrines and respect for hygiene at public latrines 2.2.4. Duration of interruptions and its evolution
EQ 3 Has poor people's access to qualitative water and sanitation services improved?	
<i>Assessment criteria</i>	<i>Indicators</i>
3.1. Use of public water sources has increased	3.1.1. Number of functional water points and its evolution 3.1.2. Collection rate of water tariffs and his evolution 3.1.3. The level of increased revenue from the sale of water 3.1.4. Evolution of the % of inhabitants that use the public water

	service
3.2. Improved hygiene and sanitation habits around the water infrastructures	3.2.1. Number of exploitation agents that respect the rules regarding hygiene around the water points 3.2.2. Number of latrines constructed by families (with particular attention to the pilot communities in Borgou and 'Alibori)

Efficiency

Efficiency level	criteria	Data collection and analysis
Efficiency (input/output ratio)	Subsidy DGIS Rates PPDs 2007–2010 Amount of PPDs per year Rates of SNV compared to other consultants	Analysis of administrative data at SNV country level that will result in following overviews per programme: <ul style="list-style-type: none"> • Overview of amount of PPDs per client and the budget spend on these PPDs (DGIS funds and other funds)/year • Overview of the amount of PPDs delivered by SNV staff, LCBs and consultants/year. • Analysis of the rates of PPDs (SNV staff, LCBs and consultants) • Comparison with rates of other consultants: through interviews with LCBs and consultants that have delivered services for SNV, interviews with other donors
Efficiency of costs of SNV's services in relation to CD and output clients	Costs SNV services delivered Appreciation of clients about price/quality ratio compared to the price/quality ratio of services provided by other organizations	<ul style="list-style-type: none"> • Costs of the SNV services are related to the amount of PPDs spent for specific services. For each of the programmes and per client the type of support/advisory services will be described and linked to the amount of PPDs (and budget). • Also the proportion of the cost of PPDs in the overall programme budget will be analysed (when relevant, for example when financing innovations). • Analysis of this cost with regard to (i) the choice of a specific service, (ii) appreciation of the output of the service by the client (usefulness, quality, to the extent possible sustainability), (iii) appreciation of the SNV services as compared to services provided by other organizations by the client (mainly through interviews) • Analysis of the knowledge of the clients of the costs of these services and of the market prices for similar services



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