

Summary of Terminal Evaluation

1. Outline of the Project	
Country : Burkina Faso	Project Title : Project for the management of water supply facilities and the improvement of hygiene in Central Plateau.
Issue/Sector : Water Resources and Disaster Management	Cooperation Scheme : Technical Cooperation
Division in Charge : Global Environment Department	Total cost (up to the end of March 2013) : 483,057,000 yen
Period of Cooperation : June 2009 – May 2013	Partner Country's Implementing Organization : Ministry of Agriculture and Hydrology
	Supporting Organization in Japan : None
<p>1-1 Background of the Project</p> <p>The government of Burkina Faso drafted Poverty Reduction Strategy Paper (PRSP) in 2003 and Strategy Paper for Accelerating Sustainable Development and Growth (SCADD) in 2010. The water and hygiene sector was identified as one of four strategic sectors in the country. According to the national statistics, water supply rate is 58.5% in rural area while 80.0% in urban area, and the access to hygiene system is only 0.8% in rural area while 21.5% in urban area. The government developed National Program on Water Supply and Hygiene towards 2015 (PN-AEPA) and set the target that the number of people who do not have access to clean water and hygiene should be halved by 2015 compared to the figure in 2005.</p> <p>The government of Burkina Faso requested the government of Japan the grant aid of “Water Supply Plan in Central Plateau and Central-South regions” in 2005 in order to realize the target of PN-AEPA. This project started in 2009 and ended in 2012 and is currently shifting to the second phase. At the same time, the government of Burkina Faso requested this technical cooperation project for the management of water supply facilities and the improvement of hygiene in 2006. JICA dispatched a project preparation mission in 2007 and agreed with the government of Burkina Faso on the draft R/D. However, as the scope of the grant aid was modified, JICA dispatched the second mission in 2008 and signed on R/D in 2009 in which the target area was identified as in Central Plateau region. The project started in June 2009.</p> <p>1-2 Project Overview</p> <p>(1) Overall Goal: Health and hygiene environment is improved in the Central Plateau region.</p> <p>(2) Project Purpose: Management of water supply facilities and hygiene behavior of local people in the target communes are improved.</p> <p>(3) Outputs:</p> <p>Output 1: Organizational set-up is realized following the REFORM policy in the target communes.</p> <p>Output 2: Capacity of local organizations on the management of water supply facilities is strengthened.</p> <p>Output 3: Supply chain of spare parts and response for repairing on the management of water supply facilities are improved.</p> <p>Output 4: Hygiene behavior of local people is improved in the pilot three communes in the Central Plateau region.</p> <p>Output 5: Provincial DPAHs implement monitoring and evaluation on the status of water supply and hygiene and become able to provide assistance to commune administration.</p> <p>1-3 Inputs (As of August 2012)</p> <p>< Japan side ></p> <ul style="list-style-type: none"> ◆ Experts: Totally 12 experts have been dispatched (their field of expertise include organizational capacity building, rural water, hygiene behavior and management of water supply facilities) ◆ Training of C/P in Japan: Totally 9 C/P have participated in training courses in Japan. ◆ Provision of equipment: Various equipment is provided including motorbike, computer, printer, photocopy machine and others. ◆ Operational costs: JYen 164,151,195 was contributed as of the end of 2012. <p>< Burkina Faso side ></p> <ul style="list-style-type: none"> ◆ Assignment of C/P: Totally 70 C/P have been assigned. ◆ Provision of office and facilities: Project offices have been provided both in Ougadougou and Ziniare. ◆ Budgetary allocation: As of the end of 2012, 69,228,609 FCFA was contributed for C/P honorarium, maintenance of facilities and equipment and consumer goods. In addition, around 10,000,000 FCFA was contributed to cover water and electricity costs of the project offices. 	

2. Evaluation Team		
Members of Evaluation Team	<ol style="list-style-type: none"> 1. IMAI Tatsuya (Mission Chief), Directeur, 2nde Division de la gestion des ressources en eau, Département de l'environnement global, JICA 2. KAGEYAMA Tadashi (Cooperation Planning), 2nde Division de la gestion des ressources en eau, Département de l'environnement global, JICA 3. KUBO Hideyuki (Evaluation Analysis) Consultant, Global Link Management 4. MORITA Toshiyuki (Interpreter), Japan International Cooperation Center 5. M. ZONGO Trinita, Direction des Etudes et de la Planification (DEP), Ministry of Agriculture and Hydrology (MAH) 6. M. OUBDA Jean, Direction de l'Approvisionnement en Eau Potable (DAEP), Direction Générale des Ressources en Eau (DGRE), MAH 	
Period of Evaluation	24 January – 14 February 2013 (in Burkina Faso)	Type of Evaluation: Terminal Evaluation
3. Results of Evaluation		
3-1 Summary of Project Accomplishment		
<p>Output 1: Output 1 is achieved. In the target 9 communes, AUEs were formed, the agreements between commune administrations and AUEs were signed and contracts between commune administrations and repairing professionals were made. In addition, the formation of AUEs is almost completed in the additional 11 communes.</p> <p>Output 2: Output 2 does not reach at the level of its achievement. Capacity of AUEs is steadily strengthened as they can now hold assemblies, have bank accounts, handle financial management and deal with pump accident promptly. However, the collection of water fees from AUE members is not achieved at the satisfactory level (the rate of AUEs which collected more than 70% of targeted amount is 18% for pilot 3 communes and 6% for another target 6 communes during 2011-2012 period).</p> <p>Output 3: Output 3 is almost achieved. All 20 communes hold information about the procurement of spare parts (although commune administration faces shortage of staff so that information is not effectively utilized by AUEs) and responses of repairing professionals in case of pump troubles are recorded as more than expected. In addition, professional associations function at three provinces in the Central Plateau region and professionals now share information on spare parts.</p> <p>Output 4: Output 4 is achieved. Within the pilot 3 communes, 72% of villages satisfied the target of changing hygiene behaviors (i.e. more than 5 indicators are satisfied among 10 indicators that were identified by the project at the early stage of its implementation).</p> <p>Output 5: Output 5 is achieved in terms of DPAH monitoring. More than 80% of staff conducted monitoring activities at least twice a year in 2012.</p> <p>Project Purpose: Project Purpose is already achieved. The operation rates of pumps in target 9 communes are increased in 2012 (compared with 2009) except in Loumbila commune where the water pump system are being replaced with the large-scale water supply system in recent years and hygiene behavior of local people is also improved at the satisfactory level as indicated in Output 4.</p> <p>Overall Goal: The achievement of Overall Goal is projected to the certain degree at the time of the terminal evaluation. DRAP has already secured C/P budget for the year of 2013 so that ZAT/UAT can continue their support to AUEs, which enables continuous access to clean water by local people. However, after 2014, the budget is not confirmed although the head of DRAP already sent a request letter to the Ministry for the provision of ABS budget in 2014.</p>		
3-2 Implementation Process		
(1) Activities		
All activities have been implemented without any serious difficulties.		

(2) Issues that arose during the process

➤ On the water fee collection

In many of AUEs, there are a certain number of local people who do not pay water fee. This is because not all the villages understand the importance and effectiveness of the new water supply management system, as it has past only 2 years since the introduction of new policy. It is therefore required to continue information dissemination and consensus building for overcoming the issue.

➤ Renovation and replacement of old pumps

Water fee collection is basically designed to deal with small scale troubles of pumps. Amount of collected fees is therefore not sufficient to cover the cost for thorough renovation and replacement of old pumps if they are seriously damaged.

(3) Communication

Communication among concerned project actors is very well. They share the perception on the status and issues of the project and information gap is minimal. Formal monitoring system of the project functions pertinently, including the JCC and monthly meetings held at DRAH.

3-3 Five Criteria Evaluation

(1) Relevance

Relevance is high. The project is in line with the development policy of Burkina Faso as it is the project to materialize the REFORM policy in the Central Plateau region. It is expected to improve the access to clean water and hygiene behavior of local people, which is able to satisfy the needs of population. Project design is also pertinent in a sense that it envisages the formation and capacity building of AUEs and operationalization of the AUE system by linking them with commune administration and repairing professional. And the facilitation of such process was assigned to existing extension officers of ZAT/UAT.

(2) Effectiveness

Effectiveness is also high as it has already satisfied the project purpose. Compared with the performance of pump operation prior to the commencement of the project, the obvious improvement is observed in all the communes where pumps are the main tool for water supply.

(3) Efficiency

Efficiency is relatively high. Inputs are used as mostly planned and produced outputs, including AUE formation and their capacity building, development of pump repairing network, improvement of hygiene behavior and DPAH monitoring. On the other hand, the capacity of AUEs is not sufficiently strengthened as it does not collect water fees from villager at the satisfactory level. Behavioral change of people basically requires certain time and it is important to envision mid- and long-term process.

(4) Impact

Impact is relatively high. The projection for the achievement of overall goal is to certain degree expected as the DRAH already secured budget for REFORM operation in 2013 as a C/P budget and also requested the provision of ABS fund for 2014 (although it is not secured yet).

Ministry of Agriculture and Hydrology confirmed that they plan to use materials developed by the project (both for AUE process and hygiene behavior) at the national level in the coming future.

(5) Sustainability

Sustainability is moderate considering the continuance of project effects. At the policy level, the government will continue to operationalize REFORM policy at the national level. At the technical level, repairing professionals are managing repairing requests from villages already at the satisfactory level, which indicates that they have sufficient technical capacity to address problems. At the organizational level, it is still at the mid-stage of AUE capacity building even in pilot 3 communes. Without the presence of extension officers, many AUEs will face difficulties to handle the work of water fee collection. The budget for the support of extension officers is partly secured in 2013 but it is still unsure in 2014.

3-4 Conclusion

Through the project implementation, the REFORM policy has been successfully materialized in the Central Plateau region. AUEs are formed in all 20 communes and the mechanism of managing water supply facilities is elaborated in the 9 target communes. One challenge that remains to be further addressed is on the issue of water fee

collection. Since the concept of REFORM policy is new, people are not yet accustomed to the idea of “water fee payment.” Thus it still requires time and further actions for awareness raising in order to maintain the project outputs and outcomes sustainable.

3-5 Recommendations

(1) Sharing project outputs and outcomes

The project has generated the knowledge of good practices on the AUE formation and management and the improvement of hygiene behaviors. The idea of using such knowledge in the course of the policy implementation of the REFORM at the national level is proposed by C/Ps. All the concerned actors are requested to support such a process.

(2) Securing budget in 2014 and after

Awareness raising is still required to make the project outputs and outcomes sustainably function and the work by extension officers is indispensable for that purpose. In 2013, the C/P budget is already confirmed for the support of the extension officers but the budget in 2014 and after is unsure. Concerned government offices are requested to support the process of budget endorsement for 2014.

(3) Incentives for local animators

Hygiene behaviors are already transformed among villages in three pilot communes but it is better if local animators could function even after the project termination so that the likeliness of sustainability is enhanced. Commune administrations, in collaboration with concerned Ministries, are requested to support activities of animators through organizing events such as hygiene contests.

(4) Expansion of awareness raising activities on hygiene behaviors

Hygiene manuals produced by the project will be modified and used at the national level. Concerned organizations are expected to use these manuals, including by those who conduct hygiene activities through school management committees.

(5) Capacity building of commune administration

Except some communes where donors/NGOs support the set-up of water/hygiene division, no commune has ever established water/hygiene division with their own resources. Since the REFORM policy originally envisions the transfer of ownership and management rights of water supply system to the commune administration, it is expected that continuous support is provided for the development of commune’s management capacity in the water/hygiene sector.

3-6 Lessons Learned

(1) Behavioral change as time consuming process

The REFORM policy is to transform the perception of local people on water, which used to be free of charge but it becomes a commodity with financial cost, and also on hygiene. Such a process that involves perceptual and behavioral changes of people basically requires certain time until target groups could understand and accommodate new perception and behaviors. Hence, it is important to envision mid- and long-term processes when the project is designed.

(2) Effective use of training of senior officials in Japan

When senior officials of Ministry participated in the training in Japan, JICA experts accompanies them and exchanged ideas about the project during their stay in Japan. Both sides strongly confirmed that the exchange in Japan really made difference in their mutual understanding and communication. It indicates that the training in Japan provides a good opportunity of building relationship if it is pertinently organized.