



SLVB CONSULTING SÀRL

**Consortium Accord Cadre :
Croix-Rouge du Luxembourg
Pharmaciens Sans Frontières - Luxembourg**

Rapport final – executive summary (english)

Fact sheet

Evaluation context	Consortium Framework Agreement "Project to supply drinking water and sanitation services to the town of Pabré" 2009 – 2011 signed by and between the Ministry of Foreign Affairs and the NGOs: Croix-Rouge Luxembourg [Luxembourg Red Cross] and Pharmaciens Sans Frontières Luxembourg [Pharmacists without Borders Luxembourg].
Framework agreement strategy	<p>Improve the living conditions of people who do not have access to drinking water and to basic sanitation services by:</p> <ol style="list-style-type: none"> 1. Supplying quality water to the population of Pabré 2. Improving organic waste disposal by installing latrines 3. Improving the hygiene and sanitation knowledge of the population 4. Improving access to education for children not subjected to water-related drudgery 5. Improving the income of women not subjected to water-related drudgery
Coherence of the consortium	<ul style="list-style-type: none"> • Theme: Hygiene and sanitation
Project	The action programme comprises a single project, which is an exception. The project was initiated by the City of Luxembourg at the request of the Mayor of Pabré
Budget	€3,500,663
Realised on 30 June 2012	€2,698,753
Governance and control	The consortium set up a structure and an organisation capable of managing this project, which is implemented locally by a person from the consortium and not through a partner.
Consortium	The consortium set up by the two NGOs made it possible to finance the project. The two NGOs in the North have had productive exchanges; the impact in the South was no different from that of a conventional project carried out by a single actor.
Contributions to the results	<ol style="list-style-type: none"> 1. Quality infrastructure and facilities. Designed in consideration of the forecast population growth 2. The number of latrines installed is higher than planned, but they are not used systematically. 3. The hygiene and sanitation knowledge of the population remains limited: awareness raising to changes in behaviour was started late and changing habits is a difficult issue 4. No result 5. Inadequate implementation
Recommendations	<p><u>Framework Agreement</u></p> <ul style="list-style-type: none"> • It is of vital importance in such a project that entails behaviour modification to invest as much in this aspect as in the facilities • As the water supply sector is changing in Burkina Faso, it is essential to consider this project as a model to be developed and to make it viable within a recognised legal framework
Conclusions	The water conveyance project is a technical success and can serve as a model for the supply of a town of 25,000 to 30,000 inhabitants. The hygiene and sanitation aspects should have been implemented at the beginning of the project to ensure that the facilities were used correctly once installed. The strategic aspects of water supply in Burkina Faso deserve support over time, given the changes taking place in this sector.



1 Executive summary

The project to supply water to Pabré is being carried out against a background of decentralising certain activities in municipalities, including water management. The municipality of Pabré is located 15 km from Ouagadougou, in the greater outskirts of that city, and has some 29,000 inhabitants. Established in 2007, the town council was faced with the problem of drinking water supply, which it considered a priority. During contacts at the mayor's initiative, the project, based on a Municipal Development Plan charted with the help of WaterAid, was accepted by the City of Luxembourg, and was then implemented by the consortium formed by Pharmaciens Sans Frontières Luxembourg & Croix-Rouge Luxembourg.

The pertinence of the project was confirmed by the Direction Générale des Ressources en Eau (DGRE) [Department of Water Resources], for two major reasons:

- Situated at the edge of a large city, Pabré will rapidly become a peri-urban area, with a rise in population as a result;
- The project is considered as a test structure that uses what is known as the Simplified Drinking Water Supply System, i.e. an installation with only one drill hole to supply several tap stands via a water tower. This type of installation can prove useful in improving the water supply for towns with a population of 25,000 to 30,000 inhabitants. The ONEA (a public water and sanitation utility), which normally manages urban networks, accepted to be the tenant of this network in order to test its viability in cooperation with the municipality of Pabré.

The facilities installed complied with stricter standards than those recommended by the national authorities – a precautionary measure justified by the expected rapid demographic growth. In concrete terms, this means that instead of manually operated pumps, some water access points are tap stands supplied through a water tower. In technical terms, the facilities are as follows:

- The 3 municipalities of the Pabré conurbation (Pabré Centre, Pabré Saint-Joseph and Katabtengaare) are served by the ONEA water supply system which supplies 21 tap stands;
- The 7 municipalities with more than 1500 inhabitants have simplified gravity flow water supply systems with solar pumps and water tower connected to 47 tap stands;
- The 11 municipalities with fewer than 1500 inhabitants are supplied using manually operated pumps (11).

As the general aim of the project is to improve health conditions through access to drinking water and sanitation, a second expected result is the management of human excreta. This double action against two major sources of infection, i.e. non-drinkable water and human waste, is in line with the stated mission of the two NGOs to improve the health of the population.

Water and sanitation programmes have shown that behaviour modification and not the improvement of facilities has a positive impact on human health. To bring about such a change, the project has planned actions in villages to be carried out in cooperation with the local chapter of the Red Cross.



The implementation of the project has achieved very good results regarding the technical installations. The chosen options secure a high degree of reliability for the infrastructure and facilities. The design takes due account of the demographic trends to ensure sufficient capacity for the next ten to fifteen years. A team from the “water department” has been designated to manage this system at municipal level. It currently comprises three people in charge of the network, sanitation and the financial secretariat. It cooperates with other actors at different levels:

- At the community level, the manually operated pumps are managed by the Water Users’ Association (composed of six people) in each village, and each tap stand is managed by a hydrant man. The manually operated pumps are serviced by local craftsmen both for repairs at the request of the Water Users’ Association, and for preventive maintenance, organised twice a year by the town council. Financially, the Water Users’ Association pays the town council CFA 1,000 per month per manually operated pump, and the hydrant men pay the price per m³ at the ONEA official rate, i.e. CFA 198/m³. All in all, the price of water is not considered as an obstacle by the population;
- As to the technical management of the (simplified) drinking water supply, the ONEA has accepted the leasing arrangement. This is an asset for the project, for two reasons: water is sold per m³ at the official rate, i.e. CFA 198, whereas a private company would have to increase this price to get a positive operating account, and secondly, the technical management of the network by this experienced body stands guarantee for financial reliability;
- For its part, as the contracting authority, the town council has to make the investments needed to extend the network and thus boost revenues (the marginal cost being reduced particularly by the increase in the number of individual connections).

The Municipal Water Department is essential to ensuring that the water supply system functions properly. Financial support for it is currently provided by the project. In the long term, this support is to be assumed by the municipality, in line with the principle of decentralised water management. Unfortunately, such decentralisation is not accompanied by a transfer of financial means and resources (from the State to the municipalities).

The sustainability of this Water Department is therefore a challenge the project has to face at this time. The situation remains fragile for two reasons:

- The department cannot make do with just one person as mentioned by some during our discussions (it is currently manned by three people), if the maintenance, functioning and development of the tool are to be preserved (need to keep the current team);
- The people who are in place are certainly motivated, but the municipality’s wage scale will make it impossible to pay them a salary equivalent to what they get now (serious risk of resignation and loss of skills);
- The possibility of pooling Water Departments from several municipalities has been mentioned, and an association could be created. Such a legal solution could actually pool the expertise of several municipalities. This solution must therefore be confirmed because it would have a favourable impact on the sustainability of the project in its current state.

As to the population, certain changes in behaviour are still delicate; others have not yet been understood properly, even if efforts have been made in that direction. The need to develop an intense and participatory approach to change traditional ways of life can never be overemphasised. The project has planned actions, of course, but they pertain to the technical component. Social engineering did not receive the same investment, and the result is not yet up to par. This point is crucial in terms of health, because even if tap water is drinkable, its transport and storage (by the population) often ruin the efforts made on the technical front. Pertinent actions will therefore still be needed over time for the target population to consider the supply network more as a health benefit rather than merely a matter of logistics. Actions were charted and launched to that end at



the beginning of July 2012; the desire to reinforce these awareness-raising aspects was one of the main reasons cited in the application to extend the project until June 2013 instead of December 2012.

The use of the time women and children saved compared to the traditional drawing and fetching of water gave rise to two expected results, which have not been achieved. “Logically,” they should not have even been mentioned in the logical framework because one impact (time saved) cannot support the aim from which it stems. The project wasted its resources in pursuing one of these results. A more academic monitoring of the logical framework would have precluded this situation.

It is also worth underscoring, from a systemic point of view, that one specific feature of this project was to set up a partnership between an NGO consortium from the North and public authorities in the South (Municipality of Pabré). The implementation of this partnership helped to bolster the Municipality’s competencies and to have the latter assume ownership of certain issues that arise by municipal water management. For the sake of sustainability, we must insist that support for this transfer of competence must be continued (particularly through a commitment on the part of the Municipality of Pabré to assume the financing of the Water Department).

To summarise, the technical aspect of this project has been well implemented. Additional activities must now be organised with local partners to consolidate changes in behaviour, and a strategy must be defined to secure the financial viability of the Water Department. If these two aspects are attended to properly, the project could serve as an example for other similar municipalities from a demographic point of view.

Finally, we wish to underscore that based on the organisation audit, we can say that the leader of the consortium, Red Cross International Aid, has the organisational structure, resources and management tools to manage large-scale projects.

Luxembourg, November 2012