WEST AFRICA MUNICIPAL WATER, SANITATION AND HYGIENE PROJECT / TETRA TECH

MUNIWASH MUNICIPAL WATER, SANITATION AND HYGIENE ACTIVITY

LESSONS LEARNED FROM THE PARTICIPATORY AND INCLUSIVE APPROACH TO PRESELECTING TARGET MUNICIPALITIES IN BENIN AND CÔTE D'IVOIRE

Summary

The USAID/West Africa Municipal Water, Sanitation and Hygiene Activity (MuniWASH) is a five-year project currently operating in Benin and Cote d'Ivoire, which is funded by the United States Agency for International Development (USAID) and implemented by Tetra Tech. MuniWASH supports municipalities to provide sustainable water and sanitation services to vulnerable and underserved populations in urban areas. Early on MuniWASH used a participatory and inclusive approach to shortlist 20 municipalities as potential partners of the project.

The approach included a range of inputs, from stakeholder consultation to the development of location criteria and data collection, to preselect ten municipalities in each country. In addition, through the preselection approach, MuniWASH learned lessons about national level data sources for the water, sanitation, and hygiene (WASH) sector and noted gaps in disaggregated municipal WASH data.

INTRODUCTION

With a duration of five years (2019-2024), MuniWASH aims to expand and maintain WASH services at the city level to meet the needs of vulnerable populations and under-served priority municipalities. The project also aims to identify opportunities for providing technical assistance to other West African countries to improve and expand WASH services in urban areas. In partnership with the African Water Association (AfWA), which acts as a learning partner, MuniWASH intends to support knowledge sharing and learning of WASH service programs in urban areas. The lessons learned from the preselection process are presented below.
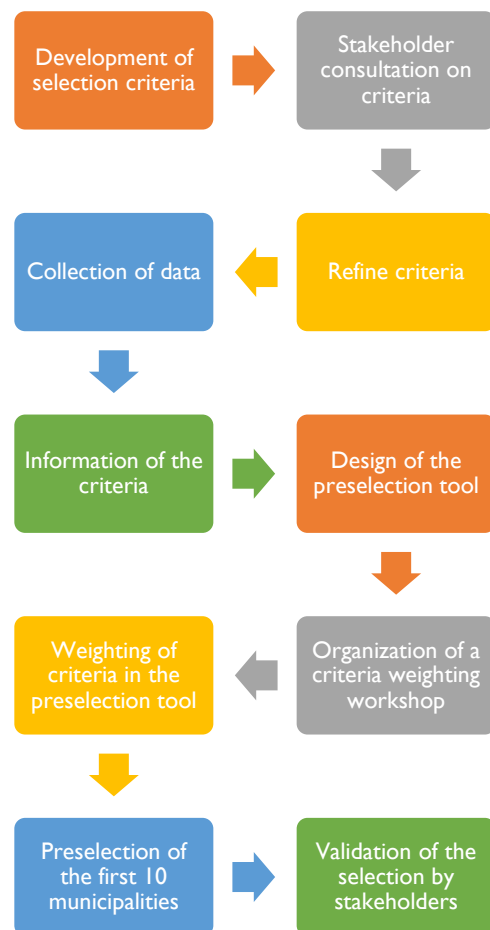
MUNICIPALITY PRESELECTION METHODOLOGY

MuniWASH defined a process that involved the project stakeholders from the beginning. The institutional actors (namely ministries and agencies) of the project were initially identified and points of contact (POCs) were appointed for each institutional partner. The POCs were involved at various stages during the preselection process. which can be summarized in ten essential steps as shown in Figure 1.

- **Location criteria development**: After setting up institutional partner POCs, the MuniWASH team developed objective criteria that were linked to expected results of the project.

- **Stakeholder consultation**: The team discussed the criteria with POCs and held working sessions to gather input and amendments. MuniWASH had to ensure that data was available and useable for the criteria.

- **Criteria refinement**: Following the collection of input and amendments, MuniWASH refined the location criteria. Starting out with 32 criteria, the project retained 17 criteria (discussed below) for the preselection of the first 20 municipalities.

- **Data collection**: Data collection was a challenging process and lasted throughout the consultation process. It did not end until after the municipalities were classified by the preselection tool.

Figure 1: Preselection process of municipalities by the MuniWASH Project (Ivory Coast and Benin)

- **Municipality classification:** Because MuniWASH is an urban water and sanitation project, urban communities were targeted as potential beneficiaries. Therefore, the project used criteria to classify municipalities into urban and non-urban centers. This initial classification resulted in 45 municipalities in Côte d'Ivoire and 69 municipalities in Benin. For each criterion, the same sources were used for the total number of municipalities entered in the database.

- **Designing the preselection tool**: The project designed a scorecard as a pre-selection tool. The scorecard provided an objective and transparent method for assessing municipalities for possible selection. Municipalities were awarded points based on their performance in the various criteria categories selected to meet the objectives of the program and ensure active support at the local level. The municipalities with the highest scores were selected.

- **Organization of criteria validation workshops**: The scoring sheets and weighted criteria were examined in collaboration with the main stakeholders. Workshops were organized to gain consensus for the weighting assigned to each criterion.

- **Criteria weighting in the preselection tool**: Following the validation workshops, the team assigned weights to the criteria in the scorecard tool, and the ranking of the ten preselected municipalities was automatically generated by the tool.

- **Preselection validation**: At the end of the process, MuniWASH produced a report presenting the preselected municipalities by country. Each report was submitted to national stakeholders for validation, which initially planned to be done in a face-to-face workshop. Instead, the validation of the reports was done virtually with agreements by email (Côte d'Ivoire) and online meetings (Benin).

DIFFICULTIES

The main difficulties encountered in the preselection phase of municipalities related to the lack of public data. MuniWASH undertook an exhaustive search that leveraged partnership networks and personal contacts. Another major difficulty was the lack of updated and disaggregated data by municipalities from public and private institutions. Information was available and accessible at the national level, which was authorized for the purpose of this project. However, for many criteria, no disaggregated information or raw data was available to meet the specific analysis needs. These shortcomings lengthened the data collection process and limited the possibilities of a detailed analysis for an easy selection process.

LESSONS LEARNED

MuniWASH learned lessons based on the data and its collection and sources:

On the approach to data collection: Two factors enabled MuniWASH to limit the loss of time in data collection: the establishment of institutional partner focal points and the inclusion in the water and sanitation sector technical and financial partners group (i.e. donors) in Côte d'Ivoire and in the water and sanitation sectoral group in Benin.

It is essential for municipalities that intend to implement WASH projects to understand the technical and financial partners present in the country and their project locations. Obtaining information on the WASH donors helps a municipality advocate for raising funds for the sector – especially if they can leverage existing projects. For more information on water and sanitation, municipalities can contact the local UNICEF or World Health Organization offices, which represent the UN Joint Monitoring Program (JMP) in these countries.

On data sources: At the national level several data sources were available, and the most significant sources can be summarized in two categories as shown in Table 1 below

Table 1: Data sources on the WASH sector in Benin and Côte d'Ivoire

SOURCES	INSTITUTIONS	NATURE OF DATA
National	• Technical Ministries (Hydraulic, Sanitation, Health, Economy and Finance, Decentralization) • Technical Directorate • Agencies Private Operators	• Demography Statistic • Health data • WASH data • Ongoing project • Budget • Investment Plans Projects locations
WASH Donors	• Bilateral Cooperation • Development agencies • United Nations • NGO • International Foundations Development Banks	• Ongoing projects and budget • Previous WASH projects • Specific data on WASH sector Survey data

These sources constitute a database of the water and sanitation sector programming at the municipal level. Having up-to-date data fosters advocacy to mobilize more donors for project needs.

On the data collected: At the beginning of the data collection process, MuniWASH, with the support from its POCs, defined 17 pre-selection criteria that required data collection. The data can be grouped into 5 main categories:

Demographic and health data: Data included municipal population growth rates and projections for 2020 and 2030, mortality rates, and wealth quintiles. With the exception of population growth and projections, it was difficult to find precise information and the team had to make assumptions at times. For wealth quintiles for example, the information is provided by geographic area (north, south, east, west, center) in Côte d'Ivoire and by Department in Benin.

The wealth quintiles of the municipalities followed the same process as the national level. This approach, although logical, ignores disparities within geographic regions.

Key performance data for the sector: Key performance data in the WASH sector is related to coverage rates of the needs of the populations. The most important are the rates of access to drinking water, sanitation, and the open defecation rate. Here we note a total absence of data available by municipality. Proxies were most often used to generate this information, which does not provide a precise assessment of the municipal context.

According to 2017-2018 Benin Demographic and Health Survey Dataset, 37.2 percent of households have water on-site in Benin[1]. However, in urban areas, approximately 57 percent of households have water on-site. For those in urban areas that do not have water on-site, 29 percent of households take less than 30 minutes to get water and 13 percent take more than 30 minutes. In rural areas, only 22 percent of households have an on-site water supply. For the remaining, 52 percent of rural households take less than 30 minutes to get water compared to 25.1 percent that take more than 30 minutes.

Regarding sanitation in Benin, 87 percent of households are using unimproved sanitation facilities, which includes 78 percent in urban areas and 94 percent in rural areas.

In Côte d'Ivoire, according to the 2011-*2012 Enquête Démographique et de Santé* (EDS), 44 percent of households have water on-site[2]. However, in urban areas approximately 74 percent of households have access to water on-site. Of the remaining households in urban areas that do not have water on-site, 18 percent take less than 30 minutes to get water and 7 percent take more than 30 minutes. In rural areas, only 19 percent of households have an on-site water source.

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[1] Distribution (in %) of households and de jure population by source of water for drinking and by time of day for drinking water supply water and percentage using an appropriate method for water treatment, by place of residence, EDSB-V Benin 2017-2018

[2] Distribution (in %) of households and the de jure population by source of water for drinking, time to water supply and by means used to treat water, by place of residence, Côte d'Ivoire 2011-2012

For the remaining households, 55 percent take less than 30 minutes to get water compared to 25 percent that take more than 30 minutes.

The "percentage of households with drinking water", which considers all sources of drinking water available at the household level, is the proxy that was chosen to represent access to water, which is calculated based on the following sources:

- drinking water in the household,
- drinking water in courtyard,
- drinking water outside courtyard,
- village pumps.

According to the 2017 Joint Monitoring Program (JMP) for sanitation in Cote d'Ivoire, 58 percent of households at the national level use improved and unshared toilets, which are primarily flush toilets and cesspits with slabs.

Financial data: Of all the data collected, information on municipal budgets was the most disaggregated category of information that the team was able to access. Budget items are explicitly defined with the related amounts. We note in these budgets that allocations to the water and sanitation sector are most often reserved for waste management.

Data on partner interventions: At the level of ministries and technical agencies, information on national projects led by the government existed. However, it is difficult to find precise information on donor interventions if the government was not leading them. Each partner has its information and no umbrella structures exist for centralization of data.

Data on municipality staff: Data on municipality staff are structured from the budget and appear as categories and staff profiles in each municipality. Most often WASH technical services at the commune level are carried out by a manager and an agent, supported by the hygiene services. They are often more focused on household waste management and public sanitation issues rather than managing issues for a better access to drinking water and onsite sanitation.

CONCLUSION

For a participatory and inclusive selection of the initial municipalities in Benin and Côte d'Ivoire, the MuniWASH project adopted an approach that has been methodically implemented with the support of stakeholders. The iterative process between MuniWASH and its partners took several months to shortlist 21 municipalities. Seven MuniWASH staff were supported by two consultants to complete this process.

The preselection of municipalities gave the project the opportunity to learn how to obtain quality disaggregated data in the water and sanitation sector by municipality. Final selection is now being made by completing costed needs assessments in the 21 municipalities, which will result in final selection of up to 16 partner municipalities.

Disclaimer

MuniWASH Learning Notes