

An AMCOW Country Status Overview

# Water Supply and Sanitation in Benin

Turning Finance into Services for 2015 and Beyond



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## Strategic Overview

Since the early years of the 2000s, Benin and its development partners have been a leading example to the subregion for using programmatic approaches to drive progress in the water supply sector forward.

The rural water supply subsector, in particular, has benefited from both significantly increased levels of financing (both domestic and donor) and accelerated coverage.

The urban water supply subsector, which was separated from the electricity sector in 2004, has also seen positive results, but efforts to mobilize finance need to be sustained if demand from the rapidly increasing urban population is to be met.

The rural sanitation subsector's adoption of a programmatic approach is more recent, but its development is dependent upon promotional activities, the results of which have so far been unsatisfactory. In urban areas there is still no sanitation policy: reform of the subsector only began in 2008.

Overall, it remains possible for Benin to achieve its Millennium Development Goal (MDG) targets for the water supply subsectors provided the current level of financing is sustained; the targets set for the sanitation subsectors, however, are still a long way from being attained.

The main challenge for the water supply and sanitation (WSS) sector over the next few years remains decentralization, for which improvements in the necessary competencies at both deconcentrated and decentralized levels are required. An additional challenge consists of ensuring the management of facilities is carried out in a more professional manner so as to safeguard the sustainability of investment made in the rural water supply subsector.

This second AMCOW Country Status Overview (CSO2) has been produced in collaboration with the Government of Benin and other stakeholders.

## Agreed priority actions to tackle these challenges, and ensure finance is effectively turned into services, are:

### Sectorwide

- Secure employment conditions and further train contract employees working for the General Directorate of Water. At central and at deconcentrated levels, strengthen human resource capacity in both the General Directorate of Water and the Directorate of Hygiene and Basic Sanitation (DHAB: *Direction de l'Hygiène et de l'Assainissement de Base*).
- Reinforce the planning, management, coordination, implementation, and monitoring and evaluation capacities of the DHAB and its deconcentrated departments.
- Reinforce the human and financial resources dedicated to water supply, sanitation, and hygiene within the communes and improve their access to back-up support.
- Continue to mobilize domestic and donor financing, as funding levels have been falling since 2009; in particular, increase financing for sanitation in both the urban and rural subsectors.
- Systematically direct new financing towards those areas with the lowest access rates to water supply and sanitation to reduce regional disparities.
- Improve the operation and management of the public expenditure system (public procurement procedures, disbursement procedures, and the transfer and authorization of expenditure) without creating parallel structures or channels, to improve the proportion of finance utilized.
- Review the standards and definitions for access to water supply in rural areas so that access rates can be updated.
- Update DG Water's Integrated Database with additional facility and population data.
- Improve monitoring and evaluation of the water supply and, in particular, the sanitation subsectors in rural areas by ensuring that the monitoring sheet templates are used by all external support agencies active in the sector and by ensuring that the data collection process involves the communes.

### Rural water supply

- Direct new finance towards the most poorly-covered areas (Ouémé, Atlantique, and Borgou) to reduce geographical disparities.
- Assess and review the recruitment procedures for operators including specifications and contracts to improve the technical and financial performance of village water systems.
- Provide capacity-building to communes and delegated operators on the technical and financial aspects of managing water supply services through the further development of an ongoing training program and back-up support from the deconcentrated technical departments.

### Urban water supply

- Increase the mobilization of finance required to meet MDG targets.
- Reduce network losses by putting a rehabilitation program and preventative maintenance schedule in place.
- Increase, systematize, and formalize the dialogue between SONEB (National Water Company of Benin: *Société Nationale des Eaux du Bénin*) and DG Water on planning within those communes where the two organizations operate, and between SONEB and the communes for the planning, monitoring, and evaluation of facility construction.

## Rural sanitation and hygiene

- Increase the Ministry of Health and development partner funding allocated to sanitation and direct it to communes to empower them to act as contracting authorities.
- When allocating resources, ensure disadvantaged areas are taken into account.
- Assess and review the approaches used to promote sanitation to the most disadvantaged populations.
- Roll out a large-scale hygiene and sanitation promotion program that puts communes in the driving seat.
- Put financing mechanisms in place to support and stimulate household demand for improved sanitation facilities, such as subsidies for the most disadvantaged households.
- Develop and implement a human resources development plan for the DHAB and its divisions, in accordance with the 2007 audit, and improve the training provided to staff working in the sanitation and hygiene subsector at the commune level.
- Accord greater priority to sanitation, notably at commune planning level, and consolidate the sanitation BPO based on commune planning and on a bottom-up approach.
- Improve coordination between the different subsector stakeholders.
- Improve the legal and regulatory framework of the sanitation and hygiene subsector.

## Urban sanitation and hygiene

- Implement the wastewater management strategy action plan, and notably:
  - o Request funding from the state and development partners to finance the development of sanitation master plan and priority investments;
  - o Put a sustainable finance mechanism in place for the urban sanitation subsector by introducing a sewerage surcharge to the water bill;
  - o Develop pit emptying and sludge disposal services in the large towns and secondary centers; and
  - o Improve consultation and coordination between all stakeholders.

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## Acronyms and Abbreviations

ABS	Sector Budget Support ( <i>Appui Budgétaire Sectoriel</i> )	MDG	Millennium Development Goal
AEPA	Water Supply and Sanitation ( <i>Approvisionnement en Eau Potable et Assainissement</i> )	M&E	Monitoring and evaluation
AfDB	African Development Bank	MS	Ministry of Health ( <i>Ministère de la Santé</i> )
AMCOW	African Ministers' Council on Water	MTEF	Medium-Term Expenditure Framework
BDI	DG Water's integrated database ( <i>Base de Données Intégrée</i> )	NGO	Nongovernmental organization
BPO	Objective-based program budget ( <i>Budget Programme par Objectif</i> )	O&M	Operation and maintenance
CAPEX	Capital expenditure	OPEX	Operations expenditure
CSO2	Country Status Overview (second round)	PADEAR	Assistance Program for the Development of the Water Supply and Sanitation Sector in Rural Areas ( <i>Programme d'Appui au Développement du secteur de l'Eau et de l'Assainissement en milieu Rural</i> )
DG Water	General Directorate of Water ( <i>Direction Générale de l'Eau</i> )	PPDE	Provisional business development plan (SONEB tool) ( <i>Plan Prévisionnel de Développement de l'Entreprise</i> )
DHAB	Directorate of Hygiene and Basic Sanitation (Ministry of Health) ( <i>Direction de l'Hygiène et de l'Assainissement de Base (Ministère de la Santé)</i> )	RSH	Rural sanitation and hygiene
DP	Development partner	RWS	Rural water supply
GoB	Government of Benin	SCRP	Benin's Growth Strategy for Poverty Reduction ( <i>Stratégie de Croissance pour la Réduction de la Pauvreté</i> )
GDP	Gross domestic product	SONEB	National Water Company of Benin ( <i>Société Nationale des Eaux du Bénin</i> )
GNI	Gross national income	UNICEF	United Nations Children's Fund
INSAE	National Institute of Statistics and Economic Analysis ( <i>Institut National des Statistiques et de l'Analyse Economique</i> )	USH	Urban sanitation and hygiene
IWRM	Integrated Water Resources Management	UWS	Urban water supply
JMP	Joint Monitoring Programme (UNICEF/WHO)	VWS	Village water supply
LIC	Low-income country	WHO	World Health Organization
MEE	Ministry of Energy and Water ( <i>Ministère de l'Energie et de l'Eau</i> )	WSP	Water and Sanitation Program
		WSS	Water supply and sanitation

### Exchange rate:<sup>1</sup>

2009 average: US\$1 = 472.1863 CFA Francs.

2010 average: US\$1 = 496.6657 CFA Francs.

# 1. Introduction

The African Ministers' Council on Water (AMCOW) commissioned the production of a second round of Country Status Overviews (CSOs) to better understand what underpins progress in water supply and sanitation and what its member governments can do to accelerate that progress across countries in Sub-Saharan Africa (SSA).<sup>2</sup> AMCOW delegated this task to the World Bank's Water and Sanitation Program and the African Development Bank who are implementing it in close partnership with UNICEF and WHO in over 30 countries across SSA. This CSO2 report has been produced in collaboration with the Government of Benin and other stakeholders during 2009/10.

The analysis aims to help countries assess their own service delivery pathways for turning finance into water supply and sanitation services in each of four subsectors: rural and urban water supply, and rural and urban sanitation and hygiene. The CSO2 analysis has three main components: a review of past coverage; a costing model to assess the adequacy of future investments; and a scorecard which allows diagnosis of particular bottlenecks along the service delivery pathway. The CSO2's contribution is to answer not only whether past trends and future finance are sufficient to meet sector targets, but what specific issues need to be addressed to ensure finance is effectively turned into accelerated coverage in water supply and sanitation. In this spirit, specific priority actions have been identified through consultation. A synthesis report, available separately, presents best practice and shared learning to help realize these priority actions.

## 2. Sector Overview: Coverage and Finance Trends

### Coverage: Assessing Past Progress

According to the Government of Benin’s (GoB) estimates, the access rate to drinking water in the country stood at 51 percent at the end of 2008.<sup>3</sup> If the current rate of progress is maintained, the country will achieve its target access rate of 73 percent in 2015.<sup>4</sup> The Joint Monitoring Programme (JMP), which does not use sector data but rather the results of the household surveys undertaken by the National Institute of Statistics and Economic Analysis (INSAE: *Institut National de la Statistique et de l’Analyse Economique*) since 1992,<sup>5</sup> agrees with this assessment. According to JMP figures, the access rate increased from 56 percent to 75 percent between 1990 and 2008, meaning that Benin is on track to meet, or even exceed, its Millennium Development Goal (MDG) target of 79 percent in 2015.<sup>6</sup>

The same cannot be said for sanitation, however. With an access rate of 37 percent in 2008<sup>7</sup> (only 12 percent according to the JMP), Benin is a long way from achieving the 2015 target (set at 69 percent by the government<sup>8</sup> and at 53 percent by the JMP).

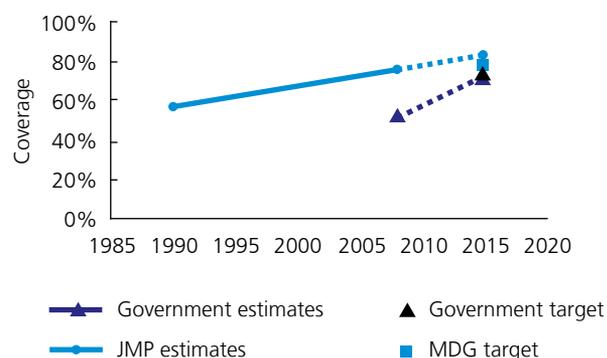
It should be noted that the access rates, shown in Figure 1, are based on combined rural and urban data. They therefore conceal large differences, with rural areas clearly lagging behind urban areas as regards both water supply and sanitation (see Sections 7 to 10).

### Investment Requirements: Testing the Sufficiency of Finance

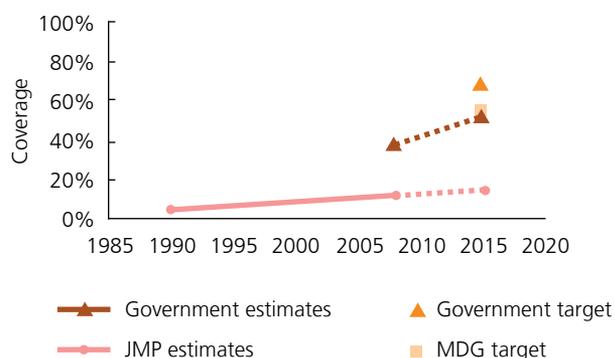
In this CSO2 report, the cost of achieving the MDG targets has been estimated using JMP access data. The calculation method used draws on the following sources and assumptions: United Nations population data;<sup>9</sup> unit costs taken from the Assistance Program for the Development of Water Supply and Sanitation in Rural Areas (PADEAR: *Programme d’Assistance au Développement du secteur de l’Eau et de l’Assainissement en milieu rural*) and (for urban areas) from the investment plans of the National Water Company of Benin (SONEB: *Société Nationale des Eaux du Bénin*); a breakdown of the population based on the different types of improved technologies in use, identified from the most recently available household survey (in this case the Population and Health Survey [*Enquête*

**Figure 1**  
Progress in water supply and sanitation coverage

#### Water supply



#### Sanitation



Source: JMP and national data.

*Démographique et de Santé*] of 2006). The results of this analysis show that, for the MDG targets to be achieved, around US\$57 million per year will need to be invested in the water supply subsectors between 2009 and 2015, with US\$196 million per year required for sanitation (see Figure 2 and Table 1).<sup>10</sup>

Over the 2009–15 period, a total of US\$1.77 billion will be required, 77 percent of which is needed for sanitation. Whilst urban areas will absorb 61 percent of the funding for water supply, for sanitation the situation is reversed (with 55 percent going to rural areas).

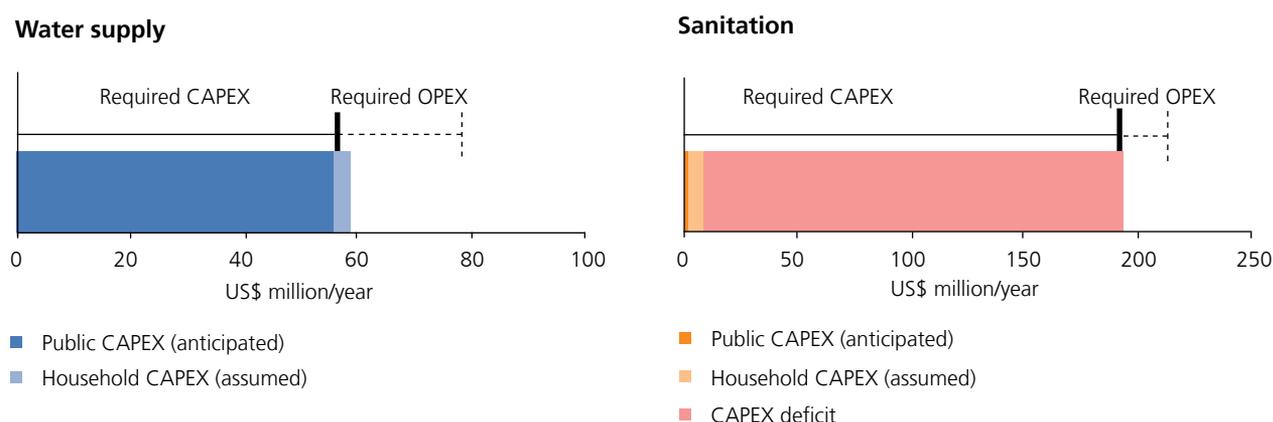
It should be noted that the investment requirements included in the calculation only relate to the water supply and sanitation (WSS) facilities that need to be constructed and rehabilitated to meet the MDG targets and exclude, for instance, upfront investment required for mobilizing water resources, awareness-raising and hygiene education activities and the construction of wastewater treatment plants. In addition, had the 2008 access rate and 2015 targets provided by the government been used instead of those of the JMP, the investment requirements would have been even higher (23 percent higher for water supply and 24 percent higher for sanitation).

The data available from the respective ministerial technical departments indicates that around US\$60 million per year has already been committed up to 2011 (US\$7 million by

the state and US\$53 million by development partners). Almost 95 percent of these commitments have been obtained for the water supply subsectors. Assuming that this level of contribution remains stable over the next few years, and that households contribute around US\$8 million per year to investment (particularly within the sanitation subsectors, where they are expected to finance their own facilities with virtually no external subsidy), a further US\$195 million per year will still be required up to 2015 if the MDG targets are to be achieved. A sizeable additional financial effort is therefore required, particularly for the sanitation subsectors which need to receive 96 percent of the financing still to be obtained (US\$187 million). The level of funding currently allocated to sanitation and hygiene is far below that to which the government committed at the 2008 AfricaSan conference, and this level seems to be falling rather than increasing.

In addition to the investment requirements presented above, around US\$40 million per year will be required to finance the operation and maintenance (O&M) of current and future infrastructure, of which US\$22 million is for the water supply subsectors and US\$18 million for sanitation (CSO2 estimates, see Table 3). As in many countries, in Benin there is the implicit assumption that O&M costs (OPEX) will be recovered from users, either out of their own budget (for household latrines) or through the water tariff (for water supply infrastructure).

**Figure 2**  
Required vs. anticipated (public) and assumed (household) expenditure for water



**Table 1**  
Coverage and investment figures

	Coverage		Target	Population requiring access	CAPEX requirements		Anticipated public CAPEX			Assumed HH CAPEX	Total deficit
	1990	2009	2015		Total	Public	Domestic	External	Total		
	%	%	%		'000/year	US\$ million/year					
Rural water supply	47%	69%	74%	119	22	21	6	25	31	2	-
Urban water supply	72%	84%	86%	153	35	32	0	25	25	2	8
<b>Water supply total</b>	<b>56%</b>	<b>75%</b>	<b>74%</b>	<b>272</b>	<b>57</b>	<b>53</b>	<b>6</b>	<b>50</b>	<b>56</b>	<b>3</b>	<b>8</b>
Rural sanitation	1%	4%	51%	398	108	65	1	3	3	2	102
Urban sanitation	14%	24%	57%	263	88	18	0	1	1	2	85
<b>Sanitation total</b>	<b>5%</b>	<b>12%</b>	<b>53%</b>	<b>661</b>	<b>196</b>	<b>82</b>	<b>1</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>187</b>

Source: CSO2 costing.<sup>11</sup>

**Table 2**  
Annual O&M requirements

Subsector	O&M US\$ million/year
Rural water supply	7
Urban water supply	15
<b>Water supply total</b>	<b>22</b>
Rural sanitation	8
Urban sanitation	10
<b>Sanitation total</b>	<b>18</b>

Source: CSO2 estimates.

The availability of finance is only part of the picture. Bottlenecks can, in fact, occur throughout the service delivery pathway—all the institutions, processes, and actors that translate sector funding into sustainable services. Where the pathway is well developed, sector funding should turn into services at the estimated unit costs. Where it is not, the above investment requirements may be gross underestimates. The rest of this report evaluates the service delivery pathway in its entirety, locating the bottlenecks and presenting the agreed priority actions to help address them.

### 3. Reform Context: Introducing the CSO2 Scorecard

The CSO2 scorecard is an assessment tool providing a snapshot of reform progress along the service delivery pathway. This scorecard looks at nine building blocks of the service delivery pathway, which correspond to specific functions classified in three categories: three functions that refer to **enabling** conditions for putting services in place (policy development, planning new undertakings, budgeting); three actions that relate to **developing** the service (expenditure of funds, equity in the use of these funds, service output); and three functions that relate to **sustaining** these services (facility maintenance, expansion of infrastructure, use of the service).<sup>12</sup> Each building block is assessed against specific indicators and scored from 1 (poor) to 3 (excellent) accordingly.

Figure 3 shows the overall scorecard results for Benin and compares these with the results obtained by other low-income SSA countries.<sup>13</sup> For all three of the categories under consideration, the results for Benin are within the average of its peer-group countries.

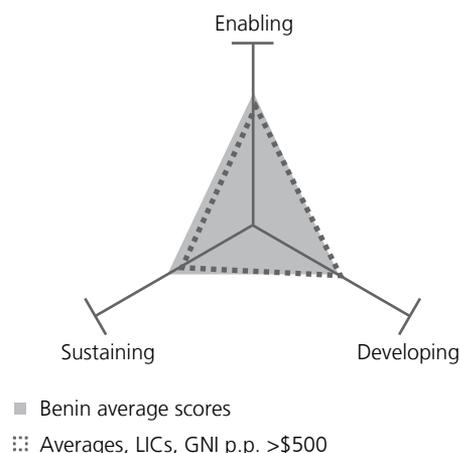
**Since the beginning of the year 2000, the sector has become far more structured.** Water supply and sanitation are identified as priority sectors within Benin's Poverty Reduction Strategy Paper, the Growth Strategy for Poverty Reduction (SCRIP: *Stratégie de Croissance pour la Réduction de la Pauvreté*; the first SCRIP was developed in 2002–03). The implementation of a sectorwide approach, the adoption of policy and strategy documents aligned to MDG targets, and the development of multiyear investment plans for water supply have all considerably improved the sector context, **despite the fact that greater effort is still required in the sanitation subsectors.** Political will and the support of external support agencies have both been key to this progress.

The impact on service development has been immediate: the absorption and budget implementation capacity of the water supply sector has increased considerably over the course of the last few years. Access to services has significantly improved and reforms have been implemented to ensure these improvements remain sustainable (making

management in rural areas more professional, training the private sector, improving maintenance, and so on). Unfortunately, the poor policy and institutional framework of the sanitation sector has had a negative impact on the development of sanitation services: promotional activities produce few results and there has only been a slow increase in access, especially in rural areas where both demand and ability to pay are low. Until these organizational issues are resolved, the sanitation sector will be unable to attract the financing it so desperately needs.

Table 3 provides a summary of the main steps taken as part of the WSS sector reform process in Benin since the 1990s. Sections 4 to 6 highlight progress and challenges across three thematic areas—the institutional framework, finance and monitoring and evaluation (M&E)—benchmarking Benin against its peer countries based on a grouping by gross national income. The related indicators are extracted from the scorecard and presented in charts at the beginning of each section. The scorecards for each subsector are presented in their entirety in Sections 7 to 10.

**Figure 3**  
Average scorecard results for enabling, developing, and sustaining service delivery, and peer-group comparison



Source: CSO2 scorecard.

**Table 3**  
**Key dates in the reform of the sector in Benin**

Year	Event
1992	Adoption of the Water and Sanitation Strategy in Rural Areas.
1994	The first PADEARs are launched, which are major water and sanitation programs for rural areas, in the <i>départments</i> of Zou, Collines, and Atlantique.
1995	Adoption of the National Sanitation Policy.
1998	The deconcentration of the departments of the Directorate of Water Resources (under the supervision of the Ministry of Mines, Energy, and Water) into the <i>départements</i> begins.
1999	Adoption of Law No. 97-029 of January 15, 1999, pertaining to the organization of Communes: the principle of decentralizing the water supply and sanitation sector is officially established.
2002	Development of the first objective-based program budget (BPO: Budget <i>Programme par Objectifs</i> ) for the water supply sector.
2003	<p>First elections held to appoint mayors in the 77 communes. Decentralization takes effect.</p> <p>Development of a National Program, an Implementation Strategy and an Action Plan for hygiene and basic sanitation that all take account of MDG targets.</p> <p>Decision taken to separate the water supply and electricity operations of Benin's water and electricity company, <i>Société Béninoise de l'Eau et de l'Electricité</i> (SBEE). In January 2004, the National Water Company of Benin (SONEB: <i>Société Nationale des Eaux du Bénin</i>) undertakes the management of water supply.</p> <p>Organization of the first sector review for the rural water supply subsector.</p>
2005	Approval of the new 2005–15 Rural Water Supply Strategy, supported by a 2005–15 Action Plan.
2006	<p>The General Directorate of Water Resources becomes the General Directorate of Water (<i>Direction Générale de l'Eau</i>), and Integrated Water Resources Management (IWRM) is included as one of its activities.</p> <p>Implementation of an objective-based program budget for the rural water supply subsector.</p>
2007	<p>Approval of the 2006–15 Urban Water Supply Strategy.</p> <p>First objective-based program budget introduced for sanitation.</p>
2008	<p>Adoption of the National Wastewater Management Strategy for urban areas.</p> <p>Creation of a dedicated wastewater management department within SONEB.</p>
2009	<p>Adoption of a new National Water Policy.</p> <p>Development of a new Growth Strategy for Poverty Reduction.</p> <p>Adoption of the 2009–18 National Healthcare Development Plan.</p>

## 4. Institutional Framework

### Priority actions for the institutional framework

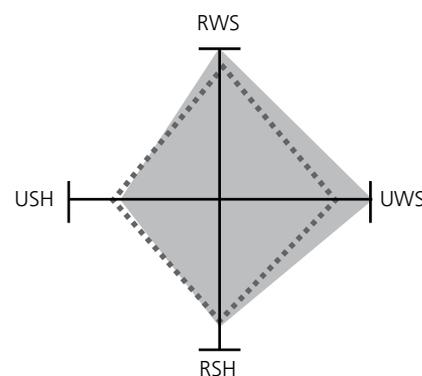
- Secure employment conditions and further train contract employees working for the General Directorate of Water. At central and at deconcentrated levels strengthen human resource capacity in both the General Directorate of Water and the Directorate of Hygiene and Basic Sanitation.
- Reinforce the planning, management, coordination, implementation, and monitoring and evaluation capacities of DHAB and its deconcentrated departments.
- Reinforce the human and financial resources dedicated to water supply, sanitation, and hygiene within the communes and improve their access to back-up support.

At central administration level, the General Directorate of Water (DG Water: *Direction Générale de l'Eau*), part of the Ministry of Energy and Water (MEE: *Ministère de l'Energie et de l'Eau*), is responsible for developing and overseeing implementation of the policy and strategy relating to water supply and Integrated Water Resources Management (IWRM). The following policy developments have been strengthened since 2005: Water Supply Strategies for the rural (2005) and urban (2007) subsectors have been aligned to MDG targets; the National Policy (2009) has been updated to include IWRM; and the revised Water Code (Law) was presented to Parliament in 2010. The DG Water is also responsible for coordinating interventions, M&E, and regulation.

In urban areas, development and operation of the water supply services are the responsibility of the National Water Company of Benin (SONEB), created following the separation of the water supply and electricity activities of the ex-Water and Electricity Company of Benin (SBEE: *Société Béninoise de l'Eau et de l'Electricité*) in 2003. SONEB, a state-owned company, is overseen by the ministry but has extensive management autonomy. In theory, its service area covers the urban agglomerations, as well as the 77 commune administrative centers; in practice, however, SONEB is only currently active in 69 centers. In rural areas, responsibility for water supply services lies with the communes.

The institutional framework for sanitation is more complex. There are four different ministries working within the

**Figure 4**  
Scorecard indicator scores relating to institutional framework compared to peer group<sup>14</sup>



■ Benin average scores  
⋯ Averages, LICs, GNI p.p. >\$500

Source: CSO2 scorecard.

sector. The Directorate of Hygiene and Basic Sanitation (DHAB: *Direction de l'Hygiène et de l'Assainissement de Base*), attached to the Ministry of Health (MS: *Ministère de la Santé*), is responsible for hygiene education and the promotion of (basic) on-site sanitation across the national territory, including urban areas. The DHAB implements the policy and strategy orientations developed by both MEE and MS, in particular: the National Sanitation Policy (which dates from 1995 but is currently being updated to ensure it is adapted to the context of decentralization); the National

Program for Hygiene and Basic Sanitation in Rural and Urban Areas, along with its Implementation Strategy and Action Plan (2003); the National Healthcare Development Plan (2009) which has led to hygiene and basic sanitation taking on new importance in the ministry's activities. In 2008, a National Strategy for Wastewater Management was adopted to develop interventions within urban and peri-urban areas. This was accompanied by the creation, in the same year, of a service dedicated to sanitation within SONEB. However, major urban redevelopment work is usually supervised by the ministry in charge of urban development and housing, with the ministry in charge of the environment being responsible for part of the regulation. As a result, although the government body exercising real leadership over the sector is the DHAB, public policy and project implementation are dispersed among the various ministries in charge of health, water, urban development, and the environment, thus reducing both the visibility and coherence of the rural and urban sanitation subsectors.

The WSS sector in Benin has progressively been adopting a programmatic approach, first, for the rural water supply subsector, as of 2002, and then, more recently, for hygiene and basic sanitation, for which a three-year rolling objective-based program budget (BPO) has been

in place since 2007.<sup>15</sup> The BPO for the rural water supply subsector is drawn up through a bottom-up process based on the annual planning undertaken by the communes, a process which has not yet been adopted by the sanitation subsectors. The communes play an increasingly important role as, due to decentralization (in the early 2000s), they are now responsible for the services in their area. Their relatively large size—the 77 communes have just over 100,000 inhabitants on average in 2008—means they can both realize economies of scale and recruit specialist staff. Nevertheless, the communes would benefit from the transfer of financial resources, as well as from back-up support from the deconcentrated departments of DG Water and DHAB on both technical aspects and public procurement procedures. The deconcentrated departments, themselves, also need to be further reinforced (for example, human resources, competencies, expenditure authorization). Deconcentration in the sanitation subsectors is, nonetheless, more advanced in Benin than in most other countries in the subregion due to the fact that they are linked to the Ministry of Health.

Overall, as shown in Figure 4, the institutional framework of the water supply subsector in Benin is strong. In contrast, Benin's sanitation subsectors are lagging slightly behind those of its economic peer group countries.

## 5. Financing and its Implementation

### Priority actions for financing

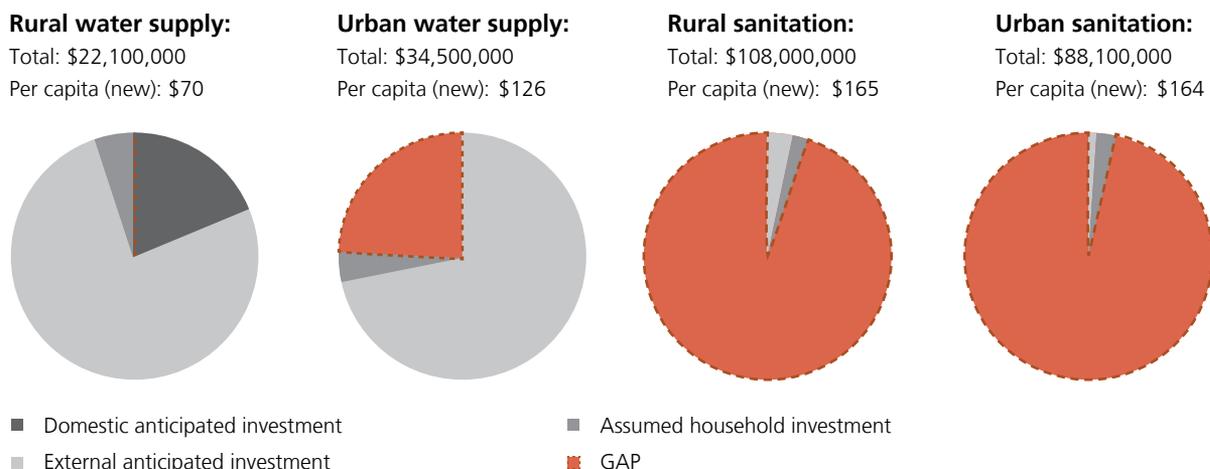
- Continue to mobilize domestic and donor financing, as funding levels have been falling since 2009; in particular, increase financing for sanitation in both the urban and rural subsectors.
- Systematically direct new financing (including that from NGOs) towards those areas with the lowest access rates to water supply and sanitation to reduce regional disparities.
- Improve the operation and management of the public expenditure system (public procurement procedures, including those within SONEB, disbursement procedures and the transfer and authorization of expenditure) without creating parallel structures or channels, to improve the proportion of finance utilized.

The budget reform undertaken at the beginning of the decade of 2000 and the gradual implementation of the programmatic approach included in the SCRП, initially in the rural water supply subsector then in the other subsectors, have had a highly positive impact on financing within the sector at all levels. The Medium-Term Expenditure Framework (MTEF) has improved the way in which state financing is forecast. The monitoring of domestic and donor financing, in particular, has improved considerably since 2007.<sup>16</sup> The number of external support agencies active in the sector has increased, rising from four to 10 between

2003 and 2010. The most important of these are: Germany, Denmark, the Netherlands, and France for bilateral aid; and for multilateral aid, the World Bank, the European Union, AfDB, and UNICEF are becoming more and more involved. The total amount of finance committed has risen accordingly. For example, the level of financial contributions made to the rural water supply (RWS) subsector increased fivefold between 2001 and 2008, rising from US\$8.7 million to US\$44 million.<sup>17</sup> Since 2009, however, a downward trend in funding levels has been observed in both the water supply and sanitation subsectors.<sup>18</sup>

**Figure 5**

**Overall and per capita investment requirements and contribution of anticipated financing by source**



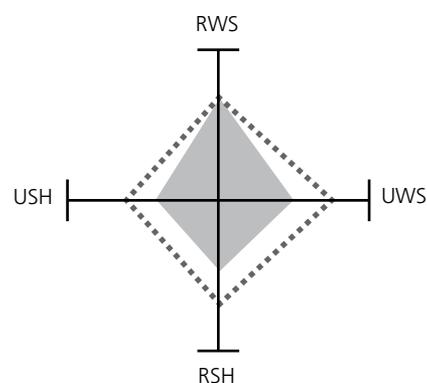
Source: CSO2 estimates.

Sanitation should be considered a priority: as mentioned above, funding deficits of US\$110 million per year for rural areas and US\$90 million per year for urban areas need be addressed if the MDG targets are to be achieved. Regional equity is also not being respected: in both the water supply and sanitation subsectors, urban areas are being overlooked in favor of rural areas (see Figure 5).

The levels of financing committed by external support agencies have increased at a faster rate than those committed by the government: donors currently finance around 80 percent of investment, increasing the dependence of the sector on international aid.<sup>19</sup>

Aid is still mainly provided in the form of project aid, particularly in the sanitation subsector; however, Benin was the first country in the subregion to put sector budget support (ABS: *Appui Budgétaire Sectoriel*) in place in the RWS and sanitation subsectors in 2005. A basket fund was also set up, first for RWS, then for the urban water supply (UWS) subsector. These new financing mechanisms were made possible by the adoption and regular monitoring of BPOs on the one hand, and by increased dialogue between the technical ministries and the Ministry of Finance on the other. Monitoring of the percentage of finance utilized is continually improving. For the RWS subsector, where the data is more accurate, there was an average of 62 percent utilization of domestic commitments and 40 percent of donor commitments utilized over the 2006–09 period.<sup>21</sup> The fact that the utilization rate is so low constitutes a major constraint for the sector. The cumbersome nature of the public procurement procedures and the lack of

**Figure 6**  
Scorecard indicator scores relating to financing, compared to peer group<sup>20</sup>



■ Benin average scores  
 ∴ Averages, LICs, GNI p.p. >\$500

Source: CSO2 scorecard.

suitably qualified staff at both central and deconcentrated levels are the two main factors impacting on the sector's lack of absorption capacity. The simplification of public procurement procedures and staffing deconcentrated departments, both initiated in 2004, have so far failed to have the desired effect.

As far as financing the sector is concerned, the CSO2 scorecard performance of Benin is satisfactory for RWS, but results for the other three subsectors are below the peer-group average (see Figure 6).

## 6. Sector Monitoring and Evaluation

### Priority actions for sector monitoring and evaluation

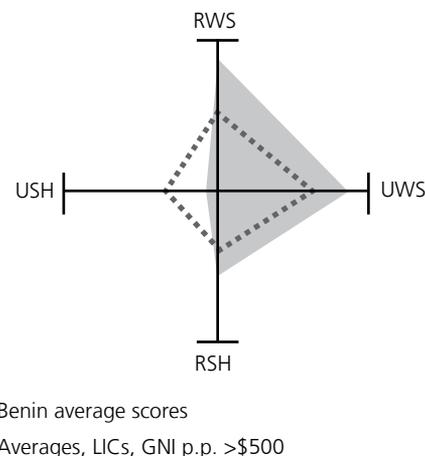
- Review the standards and definitions for access to water supply in rural areas so that access rates can be updated.
- Update DG Water's database with additional facility and population data.
- Improve monitoring and evaluation of the water supply and, in particular, the sanitation subsectors in rural areas by ensuring that the monitoring sheet templates are used by all external support agencies active in the sector (inclusive of any facilities built outside the BPO, particularly those constructed by NGOs and decentralized cooperations) and by ensuring that the data collection process involves the communes.
- Provide support to the communes and reinforce their competencies to enable them to undertake monitoring and evaluation tasks.

The introduction of the programmatic approach and, in particular, of the sector budget support, acted as a catalyst for reinforcing both the M&E system and sector coordination by creating a culture based on responsibility and results.

Specific targets and indicators have been defined in the BPOs. A system for collecting physical and financial data is in the process of being set up, notably in the RWS subsector, which will serve to inform sector budget support disbursement decisions. A water point inventory was carried out in 2004–05, which gives a clearer indication of the situation regarding access to drinking water. This was then fed into the DG Water's integrated database (BDI), the reliability of which is improving as a result of the communes' annual planning reviews that have been taking place since 2008. However, the fact that there is still some data on facilities and, particularly, the population of the communes missing from the database impacts on the reliability of the statistics produced. Furthermore, the standards and calculation methods used in relation to access to water supply need to be updated.<sup>23</sup>

As can be seen in Figure 7, the monitoring system for sanitation is less developed and this is particularly true of the urban sanitation (USH) subsector. The current approach relies solely on those household surveys carried out by INSAE, which provide information on the indicator set out in the SCRП and the BPO at regular intervals.

**Figure 7**  
Scorecard indicator scores relating to sector M&E, compared to peer group<sup>22</sup>



Source: CSO2 scorecard.

The number of facilities constructed annually, notably by nongovernmental organizations (NGOs), is poorly monitored. One of the characteristics of development aid in the WSS sector in Benin is the high involvement of NGOs and decentralized cooperation<sup>24</sup> (several hundred of these arrangements are active in the country). Progressive decentralization has considerably reinforced decentralized cooperation activity, meaning that communes are emerging as influential partners at local level. However,

this funding is not always fully included in sector planning and monitoring due to a lack of communication between NGOs and the national authorities—although the situation is improving.<sup>25</sup> The major challenge in terms of M&E lies in transferring as many tasks as possible to the communes. An initiative is currently being undertaken to equip the communes with the appropriate tools for carrying out inventories and planning as well as to provide capacity-building to commune staff.

Progress against sector targets is assessed in an annual report produced by the DG Water (extremely detailed), DHAB, and SONEB and the findings are presented at the annual reviews, to which all stakeholders are invited:

central and deconcentrated departments, communes, development partners (DPs), the private sector, NGOs, and civil society representatives. At each review, working groups focus on those areas considered priorities and implementation of the recommendations from the previous review are verified. The joint drafting of the review summary (*aide-mémoire*) by the central technical departments and their DPs, the fact that a joint annual state-DP meeting is held, and the organization of evaluation assignments that bring together several external support agencies, all attest to there being a good level of consultation and trust between national stakeholders and partners. The DPs also have their own consultation framework and organize regular meetings.

## 7. Subsector: Rural Water Supply

### Priority actions for rural water supply

Direct new finance towards the most poorly-equipped areas (the 'départements' of Ouémé, Atlantique, and Borgou) to reduce geographical disparities.

Assess and review the recruitment procedures for operators including specifications and contracts to improve the technical and financial performance of village water systems.

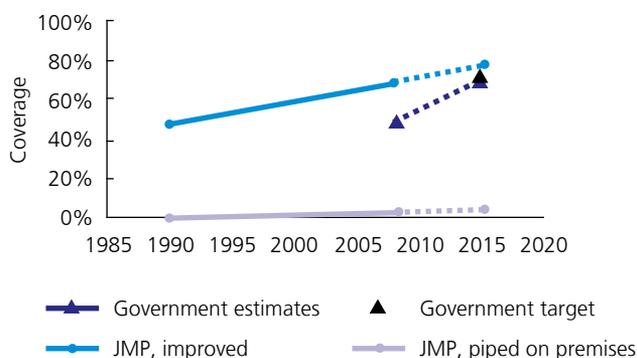
Provide capacity-building to communes and delegated operators on the technical and financial aspects of managing water supply services through the further development of an ongoing training program and back-up support from the deconcentrated technical departments.

During the 2000s, the level of financing allocated to the RWS subsector increased fivefold over the course of only a few years. Simultaneous improvements in the subsector's implementation and absorption capacities crucially led to a rise in the access rates (see Figure 8). Detailed analysis shows that there has been a notable increase in the number of water points constructed since 2004, rising from 400–600 per year between 1990 and 2003 to over 2,300 in 2009—whereas the rate required to meet the MDG targets was estimated to be 1,450 per year.<sup>26</sup> This recent progress in access to services (38 percent coverage in 2004, 50 percent in 2008<sup>27</sup>) means that the subsector should come close to, or even reach, the target of 71 percent set by the government for 2015.<sup>28</sup> This is confirmed by the JMP, which has estimated the access rate to be even higher (69 percent in 2008).

If the current pace at which financing is mobilized is sustained, the subsector requirements (US\$22 million per year for investment) will be met before 2015 (see Figure 9). The additional cost of US\$7 million that has been estimated for the O&M of facilities is to be borne by users.

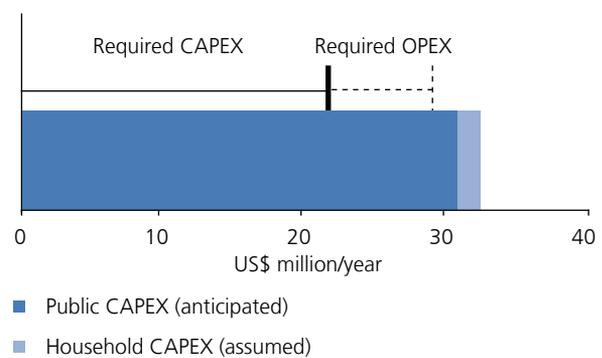
Figures 10 and 11 show the overall performance of the subsector as being highly satisfactory, with results that are above the average of those seen in Benin's peer-group countries. It is clear that this positive performance is the result of strong political will and the reforms undertaken since 2002, which have been supported by the DPs. The institutional, strategic, programmatic, and budgetary context of the sector is currently very sound.

**Figure 8**  
Rural water supply coverage



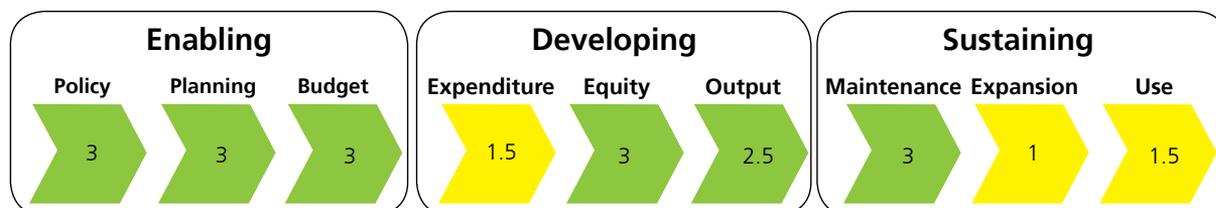
Sources: JMP and national data.

**Figure 9**  
Rural water investment requirements



Source: CSO2 estimates.

**Figure 10**  
Rural water supply scorecard<sup>29</sup>

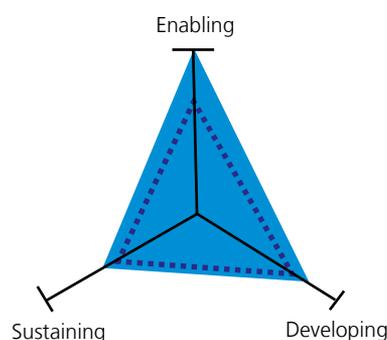


Source: CSO2 scorecard.

With regard to the roll-out of services, it is worth mentioning that equity is one of DG Water’s main concerns and is monitored in its annual reports. Nevertheless, this needs to be improved as investment is not currently being directed towards those *départements* with low rates of access to drinking water (Ouémé, Atlantique, and Borgou, where coverage rates are less than 50 percent). As a result, there are still an insufficient numbers of facilities being constructed in these areas.<sup>30</sup>

Sustainability of the water supply service in rural areas is in the process of being strengthened following the implementation of four successive reforms. First, in the 1990s the Assistance Program for the Development of the Water Supply and Sanitation Sector in Rural Areas (PADEAR: *Programme d’Assistance au Développement du secteur de l’Eau et de l’Assainissement en milieu rural*, co-financed by several external support agencies) expanded the principle of paying for water from small piped systems (known as village water supply—VWS—systems and which, in 2010, provided access to around one-third of the rural population). The tariff is set at a level that enables O&M costs to be recovered. In parallel to this, a maintenance system for handpumps has been set up. The private sector has been involved in managing the spare parts supply chain under the DG Water’s supervision. Today, spare parts are available in all of Benin’s *départements*. Second, during the 2000s, the decentralization process gave responsibility for managing services to the communes: they set out investment requirements in their commune development plans, and are responsible for managing public procurement procedures and carrying out community outreach activities (information, education, and communication—IEC). Specific manuals and tools have been developed to assist them in this. The communes were quickly encouraged, notably as part of the ‘Water Initiative for Small Towns’ launched in 2004, to delegate

**Figure 11**  
Average RWS scorecard scores for enabling, developing, and sustaining service delivery, and peer-group comparison



■ Benin average scores  
 ■■■ Averages, LICs, GNI p.p. >\$500

Source: CSO2 scorecard.

the management of VWS systems to local associations or small private operators, who replaced the previous water point management committees whose overall management was poor. In 2010, over 200, or 25 percent, of the VWS systems were being managed through lease contracts. As in all countries in the subregion that have introduced this reform, there are issues relating to acceptance and profitability. It is, therefore, necessary to improve communication and the selection/contracting methods used for new operators. The training of operators on technical, financial, and accounting aspects should also be continued. Nevertheless, all of these reforms, coupled with a major rehabilitation program, have already had a positive impact on the quality and sustainability of the service: the overall breakdown rate of VWS systems and handpumps fell from 23 percent in 2003 to 10 percent in 2009.<sup>31</sup>

## 8. Subsector: Urban Water Supply

### Priority actions for urban water supply

- Increase the mobilization of finance required to meet MDG targets.
- Reduce network losses by putting a rehabilitation program and preventative maintenance schedule in place.
- Increase, systematize, and formalize the dialogue between SONEB and DG Water on planning within those communes where the two organizations operate, and between SONEB and the communes for the planning, monitoring, and evaluation of facility construction.

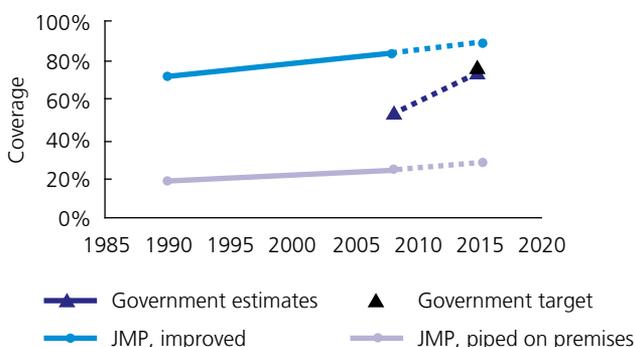
The subsector context is set to support the development of SONEB: since commencing operations in January 2004, the company has signed a contract with the state that sets out their respective responsibilities and targets; has drawn up a five-year rolling business development plan (*Plan Prévisionnel de Développement de l'Entreprise*); and has worked with its supervisory ministry to develop a national water supply strategy for urban areas for 2006-2015 period. The two main components of the strategy relate to extending the network with a view to achieving MDG targets, initially towards the outlying and disadvantaged settlements, and reinforcing the economic and financial viability of the service providers.<sup>32</sup>

Progress made in extending services has been steady since 1990 with development of the network and annual increases in both the number of connections and access rates. According to the JMP, this access rate increased

from 72 percent to 84 percent between 1990 and 2008. SONEB's estimate is lower, with an access rate of 64 percent at the end of 2008<sup>33</sup> compared to the national target of 75 percent for 2015<sup>34</sup> (see Figure 12). If the current pace of development is maintained, it will be possible to achieve the 2015 target regardless of the data source used. However, for this pace to be sustained, efforts to mobilize financing will need to be redoubled.

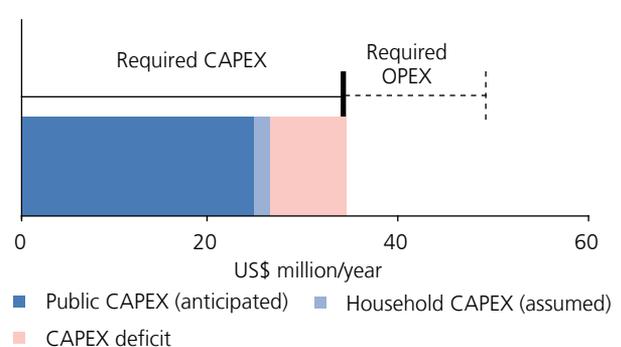
The current pace at which financing is mobilized (2009–11 period) is too slow: according to CSO2 estimates, it will ultimately (up to 2015) only cover 70 percent of SONEB's requirements. SONEB still needs to find around US\$10 million per year for investment (see Figure 13), and US\$15 million for O&M.<sup>35</sup> Investment needs to be directed towards those areas identified as priorities in SONEB's national strategy and investment program; these are mainly the outlying settlements of large towns but

**Figure 12**  
Urban water supply coverage



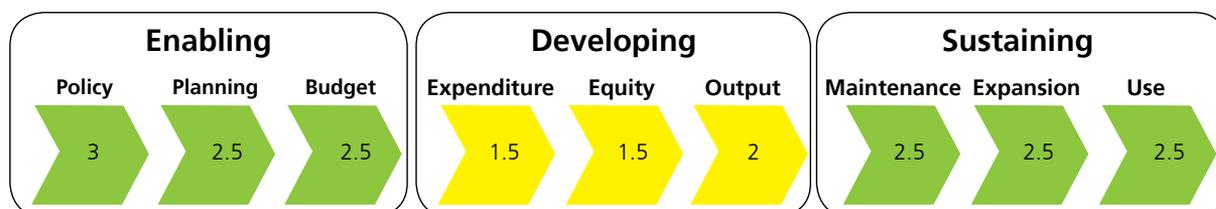
Source: JMP and national data.

**Figure 13**  
Urban water supply investment requirements



Source: CSO2 estimates.

**Figure 14**  
Urban water supply scorecard



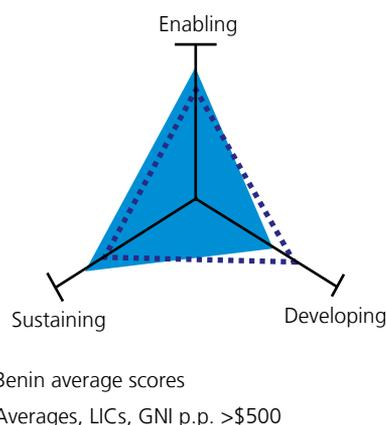
Source: CSO2 scorecard.

also the secondary centers where those people with no household connection or access to a standpipe have to buy their water from resellers at an inflated price. The reliability of services also needs to be improved as the pumping stations lack a stable supply of electricity. The maintenance requirements for the existing infrastructure and, consequently, the associated cost forecasts are high: the proportion of nonrevenue water stood at 28 percent in 2009, up from 24 percent in 2008.<sup>36</sup>

Over the course of the last few years, progress has been made to improve SONEB’s economic and financial viability and, more generally, the sustainability of the service: financial, commercial, and technical management procedures have been updated, regular internal audits conducted by the regional directorates and their offices have improved control, and staff have received client management training. A training center for the water profession is due to be created shortly within SONEB to provide initial and ongoing training to the company’s staff and other sector stakeholders. However, the most important reform has undoubtedly been the review of the tariff structure. Up until July 2009, the tariff structure consisted of only two brackets, with no distinction made between the different categories of users. The new structure has introduced a tariff that is fairly apportioned among the poorest and richest users, a social tariff bracket and a specific tariff for water obtained from shared facilities (standpipe, VWS systems, and so on). As a result, the tariff structure promotes access to drinking water for the poor whilst guaranteeing SONEB’s financial sustainability. SONEB is also able to wholly self-finance the operation, maintenance, and renewal of electromechanical equipment.

Decentralization has led to the communes taking on the role of contracting authority for WSS services, with

**Figure 15**  
Average UWS scorecard scores for enabling, developing, and sustaining service delivery, and peer-group comparison



Source: CSO2 scorecard.

SONEB acting as delegated contracting authority in urban areas. The communes now have an important role to play, notably in investment planning, in monitoring services, and in mediating between the company and its clients. To carry out this role successfully, dialogue and consultation between SONEB and the communes needs to be systematized, for example, through the signing of partnership agreements or the creation of a consultation platform. Reinforcing the communes’ role will also make it easier for decentralized cooperation to work inside the service area of the urban operator.

Whilst there are a few aspects that could be improved, Figures 14 and 15 show that, overall, the urban water supply subsector is operating well in Benin, with results that are generally higher than the peer-group average.

## 9. Subsector: Rural Sanitation and Hygiene

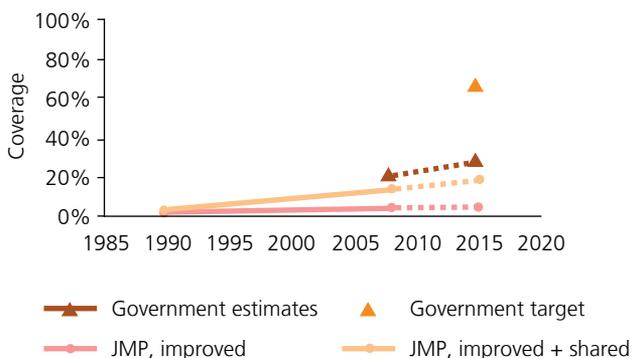
### Priority actions for rural sanitation and hygiene

- Increase the Ministry of Health and development partner (DP) funding allocated to sanitation and direct it to communes to empower them to act as contracting authorities.
- When allocating resources, ensure disadvantaged areas are taken into account.
- Assess and review the approaches used to promote sanitation to the most disadvantaged populations.
- Roll out a large-scale hygiene and sanitation promotion program that puts communes in the driving seat.
- Put financing mechanisms in place to support and stimulate household demand for improved sanitation facilities, such as subsidies for the most disadvantaged households.
- Develop and implement a human resources development plan for the DHAB and its divisions, in accordance with the 2007 audit, and improve the training provided to staff working in the sanitation and hygiene subsector at the commune level.
- Accord greater priority to sanitation, notably at commune planning level, and consolidate the sanitation BPO based on commune planning and on a bottom-up approach.
- Improve coordination between the different subsector stakeholders.
- Improve the legal and regulatory framework of the sanitation and hygiene subsector.

Since 2003, the political, institutional, and strategic planning context of the rural hygiene and sanitation (RSH) subsector has improved considerably with the adoption of a strategy, an activity program and a BPO, the transfer of competencies to communes, and a high level of deconcentration of the Directorate of Hygiene and Basic Sanitation's services. Nonetheless, improvement in access to services in rural areas

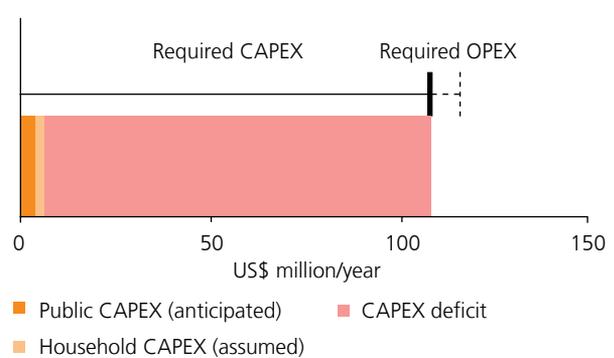
remains slow. According to the DHAB, only 19.7 percent of the rural population had access to sanitation at the end of 2008 (one person in five), compared to 14 percent in 2005,<sup>37</sup> with the 2015 target set at around 66 percent (two out of three people)<sup>38</sup> (this has been extrapolated from the target of 69 percent set at national level, as no specific target has been defined for rural areas).

**Figure 16**  
Rural sanitation coverage



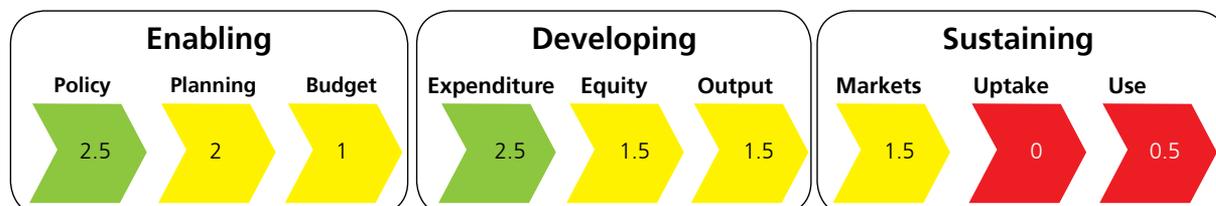
Source: JMP and national data.

**Figure 17**  
Rural sanitation investment requirements



Source: CSO2 estimates.

**Figure 18**  
Rural sanitation and hygiene scorecard



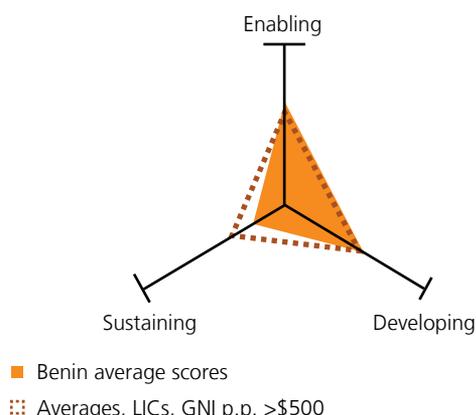
Source: CSO2 scorecard.

According to the JMP, the situation is even worse as the 2008 access rate is estimated at only 4 percent. The discrepancy in access rate estimates is mainly due to the fact that latrines shared between several households are not considered improved by the JMP. As a result, they are excluded from the access rate, even though at least one in 10 people use this type of latrine.<sup>39</sup> Regardless of the data source used, however, it is clear that Benin will not achieve its 2015 targets for rural sanitation coverage (see Figure 16).

The fact that the anticipated increase in access rates has not materialized is mainly due to the lack of financing.<sup>40</sup> Although the budget allocated to sanitation and hygiene by the Ministry of Health increased between 2002 and 2008, the level of this contribution remains far too low to meet the subsector’s investment requirements of around US\$100 million per year between 2009 and 2015. Moreover, this figure only corresponds to capital investment (latrines) and excludes the cost of social intermediation and training activities. A further US\$8 million per year also needs to be added for facilities maintenance (see Figure 17). The funding requirements are therefore huge yet, since 2009, there has been a reduction in public financing of the subsector.<sup>41</sup> Financing levels need to increase a hundredfold, with priority funding being given to those *départements* with the lowest access rates, namely Donga, Atacora, Plateau, Borgou, Collines and Alibori, and Couffo (where access rates are below 20 percent, whereas in Littoral the rate stands at nearly 80 percent<sup>42</sup>).

The 2005–15 strategy and the national program advocate the promotion of sanitation facilities that are adapted to household demand. Demand, however, is low and has not been stimulated by any of the awareness-raising

**Figure 19**  
Average RSH scorecard scores for enabling, developing and sustaining service delivery, and peer-group comparison



Source: CSO2 scorecard.

programs that have been conducted to date. The impact of community outreach has been equally poor as no financial support (subsidies, prefinancing, and repayment mechanisms or others) has been provided to encourage households to invest in latrines. Households are expected to find their own means of financing their access to sanitation facilities. This approach has so far had little success: it is unrealistic given the level of poverty seen in rural areas. As a result, an insufficient number of latrines have been built (a few thousand latrines are constructed per year, mainly SanPlat latrines, whereas around 45,000 latrines need to be built if the targets are to be met) and projects provide no assistance to the poorest populations.

A further bottleneck hindering the development of access to sanitation is caused by the lack of large-scale, long-term policies. There are too few projects and programs in place as the state, external support agencies, NGOs,

and decentralized cooperation are yet to show sufficient interest in sanitation in Benin, despite all the international declarations and commitments made. Although far better organized than in other countries in the West African subregion and whilst continuing to operate in closest proximity to communities throughout the country, the intermediary entities at the local level (deconcentrated technical departments, municipal services) still lack the resources to successfully undertake the roles allocated to them. In addition, the communes need to start according greater priority to sanitation and hygiene in their commune development plans (through a commune hygiene and sanitation plan).

Projects and programs have contributed to the training of artisans specializing in the construction of latrines, notably

in the construction of improved slabs. This effort needs to be sustained. Some NGOs have trained artisans in the construction of eco latrines or latrines that are specifically adapted to particular conditions in certain areas (raised latrines in lake areas, for instance).

In 2009, the DHAB launched a mass communication campaign to encourage people to practice handwashing with soap. The situation is alarming as, in 2003, only 4 percent of the rural population was found to practice handwashing with soap.<sup>43</sup>

Overall, a lot more work needs to be done on promoting hygiene practices, extending access to sanitation and, in particular, ensuring that services remain sustainable (see Figures 18 and 19).

## 10. Subsector: Urban Sanitation and Hygiene

### Priority actions for urban sanitation and hygiene

- Implement the wastewater management strategy action plan, and notably:
  - Request funding from the state and development partners to finance the development of sanitation master plan and priority investments;
  - Put a sustainable finance mechanism in place for the urban sanitation subsector by introducing a sewerage surcharge to the water bill;
  - Develop pit emptying and sludge disposal services in the large towns and secondary centers; and
  - Improve consultation and coordination between all stakeholders.

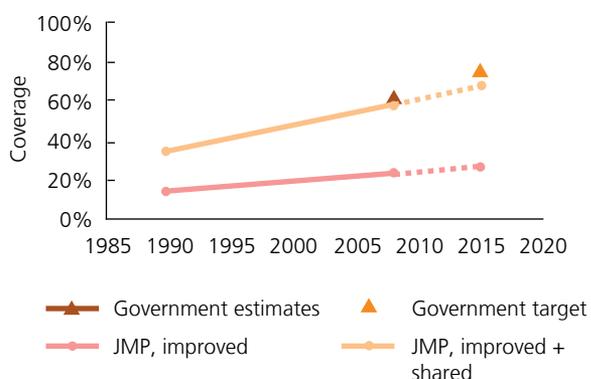
There are numerous stakeholders involved in the urban sanitation subsector: DG Water, SONEB, DHAB, the communes, as well as the ministries responsible for urban development, housing, and the environment. The subsector appears paralyzed by institutional uncertainty and, consequently, no urban sanitation activities have been undertaken by any of the public authorities. Although the access rate has increased since 1990 (see Figure 20), this is only because households themselves have built traditional, ventilated or flush latrines equipped with either a sealed pit or septic tank. However, these individual actions are not enough to offset the health and environmental issues being experienced in towns as a result of rapid and poorly planned urban development. According to DHAB, the access rate stood at 61 percent at the end of 2008,<sup>44</sup>

which is still a long way off the 2015 target of 74 percent<sup>45</sup> (estimate based on a national sanitation access rate of 69 percent).

As in rural areas, there is a discrepancy between DHAB figures and those of the JMP. The access rate estimated by the JMP for the end of 2008 is, once again, far lower at 24 percent. One-third of the urban population has access to shared latrines used by several households and the remaining two-thirds practice open defecation.

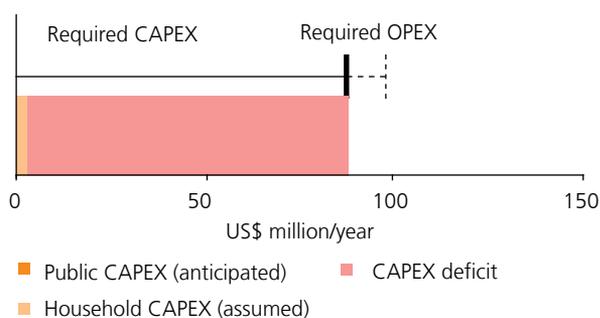
According to the CSO2 estimate, to achieve the MDG targets for urban sanitation, investment of US\$88 million per year will be required for latrine construction. Even assuming that households contribute to the financing

**Figure 20**  
Urban sanitation coverage



Source: JMP and national data.

**Figure 21**  
Urban sanitation investment requirements



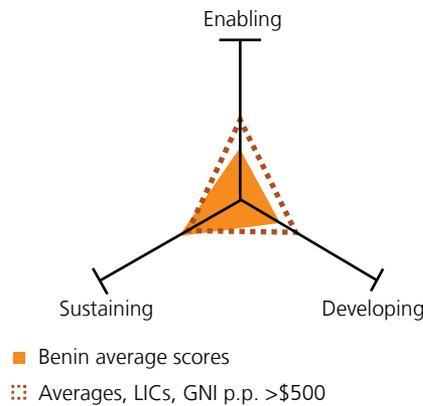
Source: CSO2 estimates.

and maintenance of these facilities, US\$85 million per year will still need to be obtained from the state and its development partners between 2009 and 2015 (see Figure 21). In addition to this, training and community outreach activities have not been included in this calculation. A huge effort is therefore required. At the moment, the 2015 target remains unattainable given the total lack of financing.

Awareness of the severity of the situation has come about only recently. The first step taken to improve the subsector involved clarifying the institutional set-up and defining the strategic direction of the subsector. This led to the development in 2007 of a wastewater management strategy for urban areas for the 2008–15 period, which also included the management of excreta, domestic, and industrial wastewater and stormwater. The strategic directions were very general, as these were mainly aimed at laying the foundations of a subsector which had previously been neglected. This strategy advocated that the institutional base for sanitation be established within SONEB, which, as a result, created a sanitation service the following year (this became a department in 2010).

There is currently no sewerage service in place in Benin. The strategy calls upon the communes and SONEB to develop sanitation master plans for the large urban centers (Cotonou, Abomey, Calavi, Porto-Novo, Parakou, and Bohicon). It adopts a resolutely realistic approach: it is aimed at promoting on-site sanitation as it accepts there is a high risk that a sewer system will be unaffordable for both the population (connection fee) and the local authority (in terms of investment and O&M). The only planned sewer system is for the town center of Cotonou where there is high population density and where the groundwater table has a tendency to rise to the surface—however, this is on the condition that DPs contribute financially to the investment phase. To cover O&M costs, a sanitation

**Figure 22**  
Average USH scorecard scores for enabling, developing, and sustaining service delivery, and peer-group comparison



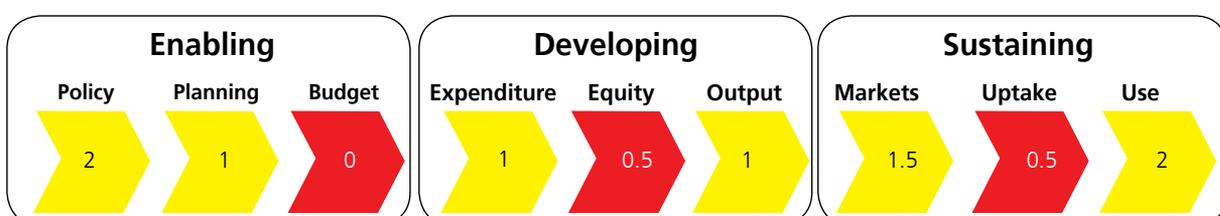
Sources: CSO2 scorecard.

surcharge is proposed which would be added to the water bill. As far as on-site sanitation is concerned, a subsidy is planned to assist those households which do not have the means to pay for an improved facility in full.

The development of on-site sanitation will require the simultaneous development of the pit emptying service (there are around 40 companies in existence but they only operate in the large towns) and for sludge disposal (the only treatment plant, located at Ekpè between Cotonou and Porto-Novo, is overloaded). In addition, it will be necessary to publicize and implement the relatively comprehensive and relevant regulatory framework for hygiene and sanitation.

At the moment, the urban sanitation subsector remains underdeveloped, whether in terms of enabling conditions (policy, planning, and budgeting) or in the development and sustainability of the service (see Figures 22 and 23).

**Figure 23**  
Urban sanitation and hygiene scorecard



Source: CSO2 scorecard.

## Notes and References

- <sup>1</sup> Source: Global Economic Monitor, the World Bank.
- <sup>2</sup> The first round of CSOs was carried out in 2006 covering 16 countries and is summarized in the report, *Getting Africa On-Track to Meet the MDGs on Water and Sanitation*.
- <sup>3</sup> See: Ministry of Mines, Energy, and Water. 2009. *Aide-mémoire de la revue sectorielle*.
- <sup>4</sup> See: Ministry of Mines, Energy, and Water. 2005. *Plan d'action 2005-2015 de la stratégie d'AEP rurale*. See also: 2007. *Stratégie nationale 2006-2015 d'AEP en milieu urbain*.
- <sup>5</sup> It must also be noted that the urban/rural boundaries used by the JMP are based on the administrative definitions utilized by INSAE and not on the SONEB perimeter; this impacts on the results of the access rate calculation.
- <sup>6</sup> All the JMP figures used in this report are taken from the following document: UNICEF/WHO Joint Monitoring Programme. 2010. Progress on Sanitation and Drinking Water: 2010 Update.
- <sup>7</sup> See: the Ministry of Mines, Energy, and Water. 2009. *Aide-mémoire de la revue sectorielle*.
- <sup>8</sup> See: Directorate of Hygiene and Basic Sanitation. 2010. *Rapport d'exécution du BPO 2009 de l'assainissement*.
- <sup>9</sup> See: World Population Prospects 2008, United Nations Department of Economic and Social Affairs, Population Division.
- <sup>10</sup> It is to be noted that several such estimates of the cost of achieving MDG targets have already been carried out by Benin or its development partners. However, it is difficult to compare the results as the estimates were each made at different times, were based on different assumptions, and used different calculation methods.
- <sup>11</sup> Due to rounding, subsector figures may not sum to totals.
- <sup>12</sup> The CSO2 scorecard methodology and its structure are detailed in the regional synthesis report.
- <sup>13</sup> Within this report, Benin is classified as an African low-income country with a GNI below US\$500 per capita (World Bank Atlas Method).
- <sup>14</sup> The relevant indicators are as follows. All subsectors: targets in the national development plan or the PRSP; subsector policies agreed and approved. RWS/UWS: institutional roles defined. RSH/USH: institutional lead appointed.
- <sup>15</sup> For the urban water supply subsector, SONEB does not have a BPO, but rather a provisional business development plan (PPDE: *Plan prévisionnel de développement de l'entreprise*) and a multiyear investment budget.
- <sup>16</sup> The structure of the national budget and the headings used now enable funding allocated to the sector to be properly tracked. The gradual integration of the BPOs into the software used for the management of public finances (SIGFIP) is also a positive development, despite the fact that there are still a few technical issues that need to be resolved.
- <sup>17</sup> See: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation.
- <sup>18</sup> US\$33.4 million was committed to RWS in 2009, then US\$28 million in 2010. For sanitation: US\$5 million was committed in 2009, compared to US\$6.8 million in 2008. See: Ministry of Mines, Energy, and Water. 2010. *Aide-mémoire de la revue annuelle du secteur 2010*. It is possible that this trend is linked to the global financial crisis of 2008.
- <sup>19</sup> See: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation.
- <sup>20</sup> The relevant indicators are as follows. All subsectors: programmatic Sector-Wide Approach; investment program based on MDG needs assessment; sufficient finance to meet the MDG; percent of official donor commitments utilized; percent of domestic commitments utilized.
- <sup>21</sup> See: Ministry of Mines, Energy, and Water. 2008, 2009, and 2010. *Aide-mémoire des revues annuelles du secteur de 2008, 2009 et 2010*. See also: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation. See also: CSO2 data provided by DG Water, DHAB, and SONEB in 2009–10. It is to be noted that the (2009) *Rapport d'exécution du BPO 2009 de l'hydraulique rurale et semi-urbaine* drawn up by DG Water in 2010 gives different figures: 47.5 percent of domestic commitments utilized over the 2006–09 period, and 50.5 percent of donor commitments.
- <sup>22</sup> The relevant indicators are as follows. All subsectors: annual review setting new undertakings; subsector spend identifiable in budget (UWS: including recurrent subsidies); budget comprehensively covers domestic/donor finance; standards and definitions used for household surveys consistent with JMP. RWS/RSH: domestic/donor expenditure reported. UWS: audited accounts and balance sheets from utilities. RWS/RSH: periodic analysis of equity criteria by CSOs and government. UWS: pro-poor plans developed and implemented by utilities. RWS/UWS: nationally consolidated reporting of output. RSH/USH: monitoring of quantity and quality of uptake relative to promotion and subsidy efforts.

- <sup>23</sup> As of 2007, the ratio used by the DG Water is that of one water point to 250 inhabitants, regardless of the area under consideration (between 1990 and 2006 the standard was defined as 300 inhabitants per water point).
- <sup>24</sup> A relatively common phenomenon in Francophone West Africa: exchange of technical or financial support between institutions of the global North and South, other than central governments (for instance, twin cities).
- <sup>25</sup> The BPO Eau has become relatively sophisticated, as illustrated by the BPO implementation report prepared by DG-Eau for the 2009 sector review. The final version, produced in June 2009, includes an estimate of the funding committed but not included in the national budget, for instance: mainly that from NGOs and decentralized cooperations.
- <sup>26</sup> See: Ministry of Mines, Energy, and Water. 2008, 2009, and 2010. *Aide-mémoire des revues annuelles du secteur de 2008, 2009 et 2010*. See also: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation.
- <sup>27</sup> See: Ministry of Mines, Energy, and Water. 2010. *Aide-mémoire de la revue annuelle 2010 du secteur*. See also: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation.
- <sup>28</sup> See: *Direction Générale de l'Eau. 2005. Plan d'action 2005-2015 de la Stratégie d'alimentation en eau potable en milieu rural*.
- <sup>29</sup> The scorecard uses a simple color code to indicate: building blocks that are largely in place, acting as a driver on service delivery (score >2, green); building blocks that are a drag on service delivery and require attention (score 1–2, yellow); and building blocks that are inadequate, constituting a barrier to service delivery and a priority for reform (score <1, red).
- <sup>30</sup> See: *Direction Générale de l'Eau. 2010. Rapport d'exécution du BPO 2009 de l'hydraulique rurale et semi-urbaine*.
- <sup>31</sup> See: *Direction Générale de l'Eau. 2010. Rapport d'exécution du BPO 2009 de l'hydraulique rurale et semi-urbaine*.
- <sup>32</sup> See: Ministry of Mines, Energy, and Water. 2007. *Stratégie nationale 2006-2015 d'alimentation en eau potable en milieu urbain*.
- <sup>33</sup> See: Ministry of Mines, Energy, and Water. 2009. *Aide-mémoire de la revue sectorielle*. The discrepancy in the figures is due to the use of both a different method to calculate the access rate and a different definition of 'improved' access.
- <sup>34</sup> See: Ministry of Mines, Energy, and Water. 2007. *Stratégie nationale 2006-2015 d'AEP en milieu urbain*.
- <sup>35</sup> SONEB's 2009–12 investment program concurs with the CSO2 estimate. It calculates the total investment requirements for the period to stand at US\$200 million, or US\$50 million per year, of which US\$25 million per year has already been committed (see PPDE (2009) *Rapport d'exécution*). The CSO2 calculation estimates SONEB's annual investment requirements to be US\$35 million, including the costs of supplying drinking water, but excluding studies, upfront investment (mobilizing the resource), and IWRM.
- <sup>36</sup> See: SONEB. 2010. *Bilan d'exécution du plan prévisionnel de développement de l'entreprise (PPDE) exercice 2009*.
- <sup>37</sup> See: Directorate of Hygiene and Basic Sanitation. 2010. *Rapport d'exécution du BPO 2009 de l'assainissement*.
- <sup>38</sup> See: Global Sanitation Fund. 2010. Country Sector Review and Gap Analysis Report, Benin.
- <sup>39</sup> See UNICEF/WHO Joint Monitoring Programme. 2010. Progress on Sanitation and Drinking Water: 2010 Update. The JMP does not consider shared latrines to be improved for a number of reasons: it is difficult to differentiate between shared latrines and public latrines; latrines shared between several households are usually less well maintained than household/individual latrines; they tend to be less frequented by women as they are usually mixed.
- <sup>40</sup> The 2009 and 2010 sector reviews highlighted the low levels of funding allocated to the RHS subsector in spite of the commitment made by Benin at the AfricaSan conference in 2008.
- <sup>41</sup> See: Ministry of Mines, Energy, and Water. 2009. *Aide-mémoire de la revue sectorielle*.
- <sup>42</sup> See: Directorate of Hygiene and Basic Sanitation. 2010. *Rapport d'exécution du BPO 2009 de l'assainissement*.
- <sup>43</sup> See: World Bank/Water and Sanitation Program (WSP). 2009. Benin PRSCs Assessment of Budget Support Effectiveness in Rural Water Supply and Sanitation that cites the (2003) Hygiene and Basic Sanitation Program Report.
- <sup>44</sup> See: Directorate of Hygiene and Basic Sanitation. 2010. *Rapport d'exécution du BPO 2009 de l'assainissement*.
- <sup>45</sup> See: Global Sanitation Fund. 2010. Country Sector Review and Gap Analysis Report, Benin.

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**For enquiries, contact:**  
Water and Sanitation Program–Africa Region  
The World Bank, Upper Hill Road  
P.O. Box 30577, 00100, Nairobi, Kenya  
Tel: +(254) 20 322 6300  
E-mail: [wspaf@worldbank.org](mailto:wspaf@worldbank.org)  
Web site: [www.wsp.org](http://www.wsp.org)