



1. Project Data

Project ID
P117102

Project Name
CM-Sanitation APL

Country
Cameroon

Practice Area(Lead)
Water

L/C/TF Number(s)
IDA-49840

Closing Date (Original)
31-Aug-2015

Total Project Cost (USD)
39,320,000.00

Bank Approval Date
23-Jun-2011

Closing Date (Actual)
30-Jun-2017

	IBRD/IDA (USD)	Grants (USD)
Original Commitment	30,000,000.00	0.00
Revised Commitment	25,042,548.00	0.00
Actual	18,717,476.87	0.00

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2. Project Objectives and Components

a. Objectives

The Financing Agreement (FA) did not cite a Program or Project Development Objective. The Project Appraisal Document (PAD) stated the Programmatic Development Objective (PDO) was to improve the planning and management of the sanitation sector; and to provide access to sanitation services through pilot approaches in selected areas (PAD, paragraph 26). When the 2015 restructuring amended the financing instrument from an Adaptable Program Loan (APL) to an Investment Project Financing (IPF) credit, all references to "Programme" were replaced by "Project." This review will focus on the Project Development Objective (PDO) to improve the planning and management of the sanitation sector; and to provide access to sanitation services through pilot approaches in selected areas (Restructuring Papers, RP 2015, p.17 and RP



2016, p.2).

b. Were the project objectives/key associated outcome targets revised during implementation?
Yes

Did the Board approve the revised objectives/key associated outcome targets?
No

c. Will a split evaluation be undertaken?
Yes

d. Components

1. **Urban Sanitation** (US\$ 19.4 million at appraisal, revised to US\$ 10.0 million during the 2015 restructuring, US\$6.62 million actual) This component financed the design and implementation of outreach and education activities for hygiene education, sanitation promotion, and creation of demand for sanitation through mass media campaigns; construction of household latrines in Douala districts; construction of small diameter condominial sewerage systems; construction of public toilets in schools and markets; construction of 2-3 sludge treatment plants and subsidy to plants operations and maintenance (O&M); and technical assistance (TA) and training to strengthen the capacity of the implementing entity. The 2016 restructuring removed the condominial sewerage systems and 2-3 sludge treatment plants. The connection of the schools to the water supply was added.

2. **Rural Sanitation** (US\$5.3 million at appraisal, revised to US\$12.0 million during the 2015 restructuring, US\$9.68 million actual) This component financed TA to local authorities to develop a sanitation plan and train sanitation workers; hygiene promotion campaigns targeted at households, mothers and school children as well as community outreach workers who promote hygiene practices and build awareness about access to latrines; assist 143,000 people to obtain household latrines through a subsidy program for the pit and slab; and construct 800 latrines in schools and 200 latrines in health centers. This component was revised during the 2015 restructuring to include bore holes, and increase the number of school latrines.

3. **Institutional Strengthening and Project Management** (US\$5.3 million at appraisal, revised to US\$3.0 million during the 2015 restructuring, and US\$2.42 million actual). This component financed TA to sanitation institutions to establish a cost recovery mechanism for sanitation, develop an arrangement to make financial resources available to local authorities; capacity building for urban municipalities to take charge of the O&M sludge treatment plants and ensure sustainable financial flows; TA for sanitation planning at the local level and develop sanitation master plans for selected cities and technical studies for Phase 2 investments (soil studies); support local governments to set up monitoring systems and mechanisms to collect and convey data from the municipality to the central level and support the Project Implementation Unit of the MINEE. The 2015 restructuring cancelled 2 activities related to APL triggers.



Note: The Task Team Leader provided the updated disbursement figures in an email dated February 28, 2018 using an exchange rate of USD/XDR of 1.41.

e. Comments on Project Cost, Financing, Borrower Contribution, and Dates

PROJECT COSTS: This project originally cost US\$30.0 million. An amendment to the FA cancelled US\$5.0 million and disbursements reached US\$18.7 million or 74.4% of revised costs. The Task Team Leader confirmed in an email dated February 27, 2018 that the remaining funds were cancelled.

FINANCING: The International Development Association (IDA) financed this project as a Phase 1 of an Adaptable Program Loan (APL). There were two amendments to the FA - the first in 2015 to change the financing instrument from APL to an Investment Project Finance (IPF) credit, remove references to the APL, and triggers for a Phase 2. The second amendment to the FA cancelled US\$5.0 million of the original US\$30.0 million credit.

BORROWER CONTRIBUTION: There were no borrower contributions but the Government committed US\$250,000 in counterpart resources to finance activities under sludge collection and management (PAD, Annex 2, paragraphs 24-25 and Annex 3, paragraph 32).

DATES: The project became effective on June 26, 2011 and was expected to close by August 31, 2015. The actual closing date was June 30, 2017, i.e., a total of 22 months extension. The Mid Term Review (MTR) was conducted on December 2, 2014, three months after the original planned date. There were 3 Level 2 restructurings:

- April 15, 2015 to change the financing instrument from an APL to an IPF. This meant that the Programmatic PDO became a Project Development Objective (PDO). The PDO was not changed. The original closing date was extended to March 31, 2017. and key indicators were modified to reflect the scope of the activities attributed to budget, time constraints, and security concerns.
- November 16, 2016 to reduce the scope of the project with the cancellation of the condominal sewerage systems and two proposed sludge treatment plants for Douala due to increased costs, delays, technical, and institutional issues. US\$5.0 million was cancelled and key indicators were again modified to reflect the scope of work due to both reduced funds and time to complete planned activities.
- March 22, 2017 to extend the closing date by 3 months to June 30, 2017 and complete the rural activities under the second component in the Far North, Adamoua, East and North Regions.

3. Relevance of Objectives & Design

a. Relevance of Objectives

The PDOs - *to improve the planning and management of the sanitation sector; and to provide access to*



sanitation services through pilot approaches in selected areas - were relevant to the country's Vision 2035's seven priority policies, particularly developing basic infrastructure and good governance. The Growth and Employment Strategy (*Document de Strategie pour la Croissance et l'Emploi* or DSCE) is the strategic document that translates Vision 2035 into specific objectives to be achieved by 2020 and focused on developing basic infrastructure, improving institutional framework, and administrative management, and decentralization. The PDOs were also relevant to the country's. The country also adopted a National Sanitation Strategy in 2011. The PDOs were relevant to the objectives of the strategy to increase access to improved sanitation in urban and rural areas and ensure a viable sanitation sector offering affordable services that were environmentally and financially sustainable. The PDOs remained relevant to the eight pillars of this strategy - (i) improving public health by promoting hygiene and stimulate demand for sanitation facilities; (ii) stimulate access to improved services through targeted subsidies to increase access rate from 34% in 2010 to 57% by 2020; (iii) contribute to environmental protection through improved fecal sludge management and monitoring the quality of wastewater; (iv) guaranteeing the viability and efficiency of services by improving the design, construction, and operation of infrastructure and by ensuring construction standards and contractual obligations; (v) supporting decentralization by reinforcing local authorities' regulatory and contractual management capacity; (vi) making the cost of services affordable via targeted subsidies and cost recovery; (vi) ensuring financial viability by stimulating competition between service providers and introducing cost recovery from users for recurrent and investment costs; and (vii) evaluating the impact on public health and the environment, institutional arrangements, financing mechanisms, financial incentives, and quality of sanitation services (ICR, paragraph 7).

The PDO was relevant to the World Bank's Country Partnership Framework (CPF) for FY17-21 particularly with reference to the selectivity filters to be used in selecting engagement with the country. These two filters were addressing multiple poverty traps, particularly in the northern areas, and fostering infrastructure and private sector development. The PDOs were relevant to the three focus areas supporting the 12 objectives of the CP. The first Focus Area was addressing multiple poverty traps in rural areas with a focus on northern regions and supported by five objectives. The PDO was particularly relevant to the fifth objective of improving access to local infrastructure. (CPF, paragraph 54 and Figure 5), particularly in ensuring availability and sustained management of water and sanitation for all (Sustainable Development Goal 6). This project was noted to contribute to achieving indicator 5.2 People provided access with improved sanitation facilities (CPF, Annex 1, Results Monitoring).

Rating
Substantial

Revised Rating
Substantial

b. **Relevance of Design**

The PDO was clearly stated. The results framework and causal chain were sound and logical. There were seven key PDO outcome indicators supported by 15 intermediate outcome indicators reflecting the support of the key activities to achieve the PDO. These activities included training, technical assistance to design sustainable financing mechanisms, develop plans for selected cities and technical studies in response to increased demand for investments in sanitation facilities and promote hygiene in both urban and rural areas. However, target values proved to be too ambitious in the face of the pioneering nature of the activity,



implementation delays, and cancelled funds and activities.

The project was originally designed as a two-phased program financed by a programmatic APL to build capacity and behavioral change over time. The program would have two overlapping phases, phase 1 - (this project) from 2011 to 2015 to implement sector reforms, behavioral change, and institution building. Triggers were built in to start Phase 2 by 2014. Phase 2 would include infrastructure investments such as hygiene education, sanitation marketing and latrine programs; scale up sludge collection and treatment; condominal sewerage in Douala and one or two other cities. At the first restructuring the financing instrument was revised from an APL to an Investment Project Finance (IPF) credit and triggers for a Phase 2 were dropped from project design.

Design addressed the sanitation needs in poor densely populated neighborhoods in urban Douala and other rural target areas. Design supported capacity building to generate demand for sanitation in the target areas, construct both sewerage and sludge treatment plants in Douala, simple (dry) latrines in areas with high water tables, and simple latrine designs that could be built by local masons. The project design was ambitious considering that it was a pioneer activity in the sector. The project was prepared in under four months. Analysis of demand proved inadequate as evidenced by expressed preference for flush toilet as opposed to dry latrines during implementation. Institutional capacity was underestimated. All these factors contributed to three successive restructurings to change the financing instrument, reduce and change project scope, target values, and implementation period.

Rating
Modest

Revised Rating
Modest

4. Achievement of Objectives (Efficacy)

Objective 1

Objective

(1) to improve the planning and management of the sanitation sector

Rationale

The original objectives remained the same even when the financing instrument was changed from Phase 1 of an APL to a stand-alone IPF.

OUTPUTS:

The following targets were achieved or almost achieved:

- 17 communal sanitation plans were prepared (original target 20, revised to 17), 8 were approved by regional sanitation committees
- Designed and implemented an outreach and educational activities for hygiene education, behavior



change, and generate demand for sanitation services to increase access to improved sanitation in four urban municipal districts targeting 0.7 million residents through mass media campaigns, 350,000 through face to face marketing and 1,700 primary and secondary school teachers and reaching 466,555 residents and 1,399 teachers.

- Prepared training plans for MINEE and MinePAT and trained 12 staff of MINEE and MINEE PIU in sanitation planning and project management. The ICR did not provide target information.

The following target was not achieved:

- The Project Steering Committee (Comite de Pilotage or CdP) approved a Terms of Reference for a sector study on sanitation cost recovery mechanisms and revisions of related legislation and regulatory framework and dissemination of the recipient's sanitation strategy. That study was not conducted (target, 1 study)

OUTCOMES:

- Staff of the Urban Community of Douala (Communautae Urbaine de Douala or CUD) benefited from studies and plans but did not receive training in sanitation or project management. There continued a lack of experience in sludge management.
- A study to institute a sustainable financing mechanism for the sector was not undertaken.
- Technical and environmental studies on sanitation to develop an investment plan for subsequent phase of the project was not started and removed under the 2015 restructuring.
- Hygiene education started in rural communities and coordinated with local governments. Some towns and villages now have staff trained in sanitation and hygiene and masons trained in constructing sanitation facilities (ICR, paragraph 69).
- A web-based program was in place to show the location of constructed latrines, bore holes, and hand pumps.

On the whole, there was a lack of relevant outcome indicators to measure this objective. The planned technical assistance to establish sustainable financing mechanisms and develop sanitation master plans for selected cities was only partly achieved. The study to institute sustainable financing mechanism for the sector was dropped under the first restructuring.

Rating
Modest

Objective 1 Revision 1

Revised Objective

Objective remained the same.

Revised Rationale

Outputs and performance remained the same.



Revised Rating

Modest

Objective 2

Objective

(2) to provide access to sanitation services through pilot approaches in selected areas.

Rationale

Four municipal urban districts were selected to receive pilot approaches in sanitation services in Douala and the rural areas of the Far North, North, East, and Adamaoua. The first restructuring (2015) increased the allocation of rural sanitation by US\$5.9 million and revised three end of project targets. Funds were transferred from another IDA funded project to finance additional activities and revised the targets of component 2 (rural sanitation) to include boreholes and hand pumps in school latrines, and assist 25,000 rural households to obtain household latrines through a subsidy program.

OUTPUTS:

The following targets were exceeded:

- Constructed 2,617 new public gender-specific and handicapped accessible latrines at schools (original target 3,000, revised to 2,120), of which 1,054 were public latrines in rural schools and health centers (original target 1,000, revised target 720) and 1,563 were latrines in urban schools and health centers (original target 2,000, revised 1,400)
- 1,399 teachers were trained in hygiene education (original target 2,400, revised target 1,700), of which 719 were urban school teachers (original target 1,600, revised target 1,400, almost achieved) and 680 were rural school teachers (original target was 800 revised to 300)
- 74,000 person-hours of training were provided to staff of agencies responsible for sanitation (original target 14,000, revised target 10,000) no urban-rural breakdown.

The following targets were achieved or almost achieved:

- 466,555 residents were trained to improve hygiene behavior (original target 750,000, revised target 480,000), of which 1,411 were from the urban areas (original target 350,000, revised target 80,000) and 465,144 were rural area residents (original target 400,000). 237,943 were female residents (original target 298,000, revised to 245,000)
- 16,353 improved latrines were constructed (original target 42,500, revised 17,800, substantially achieved) of which 198 were urban household latrines (target 1,800 latrines) and 16,155 were rural area latrines (original target 20,000, revised to 16,000)
- 195 schools were provided access to water supply through bore holes (added target after restructuring was 236), of which 28 were urban schools (added target 30) and 167 were rural schools in the Far North, East, and Adamaoua (added target 206)



- Trained 500 masons and equipped to build latrines (original target 500, revised to 650), of which 250 were masons in the urban areas (no original target, revised to 400) and 250 were masons in the rural areas (original target 500, revised to 250).

The following outputs were not completed or not part of the project indicators:

- 564 latrines were started but were of poor quality and had to be reconstructed. Schools did not want dry latrines and wanted water-flushed toilets.
- Technical studies for plants in Bois des Singes and Ngombe were completed and a feasibility study for a sludge treatment plant for Bafoussam but were not financed under the project.

OUTCOMES:

- The project benefited 619,960 residents overall (original target of 2 million, revised to 731,000, substantially achieved) of which 51% were female beneficiaries as targeted (achieved). Of these, 116,564 residents were provided access to improved sanitation services (original target of 318,000, revised target of 126,878, largely achieved) and 1,411 urban residents (original target 175,000, revised target 12,380, not achieved) and 115,153 rural residents (original target 143,000, revised target 114,000, achieved). The ICR estimated that one third of the beneficiaries now wash their hands after toilet use (ICR, paragraph 60).
- 150,000 primary and secondary school children (original target 120,000, revised to 121,900, exceeded) were provided access to improved and gender-separated sanitation at schools, which reduced the incidence of water related diseases and school absenteeism since girls were noted to avoid schools without sanitation facilities. In addition, this access to water and sanitation facilities by school children and their families saved time previously spent on fetching water (ICR, paragraph 68).
- Hygiene education campaigns increased the demand for access to sanitation, particularly in the rural areas. but not in urban areas.
- The two proposed condominal sewerage systems in Cite des Billes and Makepe Missoke, that were added during the second restructuring, were not financed and thus not implemented.
- There was still unmet demand for access to water in the North at project closure and local authorities were looking for ways to continue the construction of boreholes beyond the project.

Rating

Substantial

Objective 2 Revision 1

Revised Objective

Objective remained the same.

Revised Rationale

Outputs and outcomes remained the same, but were measured against different PDO targets.



Revised Rating

Substantial

5. Efficiency

Economic and Financial Efficiency: The ex-ante project EIRR in the PAD only included the urban household sanitation sub-component of the project while the ex post analysis included all project components and all project costs, except for institutional strengthening to better capture the shift in benefits from urban to rural components following the 2015 restructuring. The ex post Cost Benefit Analysis included both urban and rural components of household sanitation, school sanitation, and school water supply. The EIRRs presented in the ICR and the PAD were not comparable. The ex-ante EIRR of the urban household sanitation sub-component was 19.78 (project cost appraised at US\$9 million of US\$30 million total project cost or 30% % of total appraised cost). The ex post CBA of the project, including all components less the third component of institutional strengthening reached 18.6% equivalent to US\$22.0 million of the US\$25.0 million or 88% of the project disbursements. The EIRR for the urban household sanitation component, ex-ante was 19.7% and ex post was negative 6.5% and corresponded to 30% of total project cost ex-ante and 5% of total project disbursement.

Administrative and Operational Efficiency: The project experienced a slow start as evidenced by (a) an 8 month delay in credit effectiveness (October 2011 to June 2012); (b) slow staff recruitment and inadequate staffing of the PIU; (c) procurement delays as the Government re-centralized large public contracting in the Ministry of Public Contracts (MINMAP), which was created in December 2011 and operationalized in March 2012 but lacked clarity of applicable functions and institutional arrangements; and (d) increasing security concerns in one of the target areas, the Far North. The project had significant (3 year) delayed start up, which resulted in 3 restructurings. The government delayed effectiveness of the project, centralized procurement, and delayed counterpart funding releases. In response, the Bank team reduced project scope (cancelled condominal sewerage systems for Douala, cancelled two proposed sludge treatment plants, changed the financing instrument, and extended the closing date). The project was extended twice for a total of 22 months. The first time for 19 months and then again for 3 more months to complete works in the rural component of the project.

Efficiency Rating

Modest

- a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:



	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal	✓	19.78	30.00 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	-6.50	5.00 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

The relevance of objectives was rated substantial both before and after the restructuring but the relevance of design was rated modest because of insufficient capacity and institutional weakness to undertake this pioneering activity in the sector, and subsequent reduced scope due to implementation delays. Efficiency was rated modest and efficacy of sub-objective 1 was modest both before and after restructuring and that of sub-objective 2 was modest before restructuring and substantial after restructuring.

A split evaluation of the project outcome was warranted because of a reduced project scope from the original approval reflecting an inadequate assessment at appraisal of the appropriate level of ambition accompanied by a change in financing instrument which affected design and approach. Targets were revised to coincide with the reduced scope and resources and extended implementation period. The original Programmatic PDO became the Project Development Outcome when the financing instrument was changed from an APL to an IPF credit. The Task Team Leader confirmed in an email dated February 27, 2018 that disbursement reached US\$8.5 million at the time of the 2016 restructuring. Below is the table showing the split evaluation:

Overall Outcome Ratings

	Original PDO Targets	Revised PDO Targets	After the restructuring
Relevance of Objectives	Substantial	Substantial	Substantial
Relevance of Design	Modest	Modest	Modest
Efficacy			
PDO 1 - Improve the planning and management of the sanitation sector	Modest	Modest	
PDO 2 - Provide access to sanitation through pilot approaches in select areas	Modest	Substantial	
Efficiency	Modest	Modest	
Rating	U	U	
Rating Value	2	2	
Disbursements	US\$8.5 million	US\$18.72 million	
Weight (% disbursed before/after PDO change)	45.41% of US\$18.72m	54.59% of US\$18.72m	
Weighted Value	0.4541x2=.908 or 1	0.5459x2=1.09	
Final Rating		.908+1.09 =1.999 or U	



a. **Outcome Rating**
Unsatisfactory

7. Rationale for Risk to Development Outcome Rating

There were substantial risks to development outcomes.

- **Technical** - This was the first operation in the sector in the country. There was no evidence that the technical design introduced during the project has been institutionalized even though 8 of the 17 sanitation sector plans received council approvals. This was mitigated by the pilot nature of the project and an assessment of the project impact identified the implementing entity features of the technical design that can be incorporated into future projects in the sector elsewhere in the country.
- **Financial** - There is a risk that the financial affordability and cost recoverability aspect of the sanitation service which was dropped from the original project activities may not be taken up in future projects. There is also a lack of financial resources to support operations and maintenance (O&M) needs of the constructed public sanitation facilities. This O&M risk was mitigated by modifying the design so that masons and beneficiaries trained under the project could undertake O&M functions themselves.
- **Risks to the sustainability** of the water and sanitation facilities, especially in Douala area were high because they have experienced vandalism in water taps in schools and pumps in rural areas during implementation. The ICR did not indicate any mitigating measure to address these risks. In addition, sustainability faces the risk posed by lack of water in urban schools to clean latrines, to wash hands, and lack of water in the rural areas during the dry season.
- **Social risks** remained because stakeholder support, which was strong during appraisal, may not carry forward after completion. Mitigation efforts were taken during implementation by launching informational campaigns directed at mothers and children on the benefits of handwashing and sanitation. This awareness brought to the attention of the implementing entities the desire by beneficiaries to link water connections to the public latrines. Resources to support future engagement were not mentioned in the ICR.
- **Political** - Terrorist threats remained in the Far North although projects were implemented.
- **Environment** - Construction contracts did not incorporate environmental clauses during implementation and may not be captured in future contracts in the sector. There were no mitigating measures mentioned for future contracts in this sector.
- **Government and Stakeholder Ownership** - Government commitment wavered from appraisal to implementation. The decision to centralize all public procurement may need to be revisited for future projects. Stakeholders showed commitment during project implementation and Government comment on the draft ICR indicated that stakeholder participation in monitoring was beneficial to promoting ownership (ICR, page 60). But there was no mention of how the Government would support this action after project completion.



a. Risk to Development Outcome Rating

Substantial

8. Assessment of Bank Performance

a. Quality-at-Entry

The project was strategically relevant to the country's new national sanitation strategy, first adopted by the Ministry of Energy and Water and signed by the Prime Minister in May 2011. The approach was originally designed as phase 1 of a long-term development program approach to sustain proposed changes in institutions, organizations, behavior and build consensus around the benefits of the reform in sanitation. Triggers were included in the key outcome indicators to signal moving into the second phase. The components were designed to meet the PDO of improving planning and management in the sanitation and provide access to sanitation services in pilot areas. Pilot urban sanitation services targeted densely populated areas in four districts in the city of Doula using factors such as income levels, health statistics, access and technical feasibility of proposed household latrines, public toilets, sewerage systems. Rural sanitation focused on sanitation campaigns directed at mothers and school children, community workers, a subsidy program to construct household latrines, and construction of latrines in schools and health centers. The third component supported the establishment of a cost-recoverable and sustainable sector financing mechanism and strengthening of institutions to carry out the project. The Results Framework identified five key outcome indicators supported by 14 intermediate outcome indicators to support a causal chain.

The choice of financing instrument recognized that at preparation there was a lack of demand, capacity and funding in the sector and that a phased approach would build capacity and change behavioral over time. However, the technical, financial, economic aspects of the project were prepared over a period of only four months. This was the first operation in the sector in the country. There was no prior sector experience nor available sanitation experts. The ICR pointed to inadequate analysis of demand or assessment of institutional capacity in the sector (ICR, paragraph 36). Appraisal identified four risks - (i) reluctance to the new approach, mitigated by awareness campaigns; (ii) unaffordable costs, mitigated by subsidies; (iii) inadequate capacity mitigated by targeted capacity building efforts; and (iv) project sustainability mitigated by adopting cost recovery mechanisms and demand driven approach to the services. The ICR reported that neither the overall project risk nor individual areas of risk was not rated. The technical risks were not assessed either at appraisal (ICR, paragraph 38). The local availability of counterpart funding was assured by the Government at appraisal. Lessons from other similar Bank operations such as those in Burkina Faso, Ghana, Niger, and Senegal as well as prior multi-sector operations and pilot sanitation projects in Cameroon (PAD, paragraph 56) informed project design.

Quality-at-Entry Rating

Moderately Unsatisfactory



b. Quality of supervision

Threats to achieving the PDO derived from delays in project effectiveness (see Section on Government Performance), procurement delays due to the 2012 Government decision to centralize procurement, security concerns in the Far North (beneficiary region of the rural component), and slow staff recruitment and delays in counterpart funding. The approaching original project closing date (August 2015) led to the first restructuring (2015). This restructuring made the following project changes to resolve these threats: (i) changing the financing instrument from programmatic APL to single project IPF. All references to a program were removed. Project scope of treatment plants was reduced and condominal sewerage systems were removed. The closing date was extended by 19 months to March 2017. Poor contractor performance, land issues, slow latrine uptakes in Douala, and limited time to complete the project to meet the PDO led to reducing the scope of the project a second time in the November 2016 restructuring. At this restructuring, the Ngombe sludge treatment plant and condominal sewerage systems were cancelled. The ICR indicated that flexible response from the Bank and the implementing agency resulted in an uptake in demand for dry latrines in the rural areas (ICR, paragraph 42). A third restructuring extended by three months the closing date to June 2017. Even with a change in the Task Team Leadership early in project implementation, there was adequate twice a year supervisory mission complemented by frequent video conferences and Yaounde based staff (ICR, paragraph 78). There was candid assessment of performance (e.g., citing the uneven monitoring of environmental aspects during construction, construction contracts not including relevant environmental clauses, no Grievance Redress Mechanism as part of its Resettlement Policy Framework (see Section on Other Issues below), and procurement training was delivered during implementation. After project close, the sludge treatment plant in Douala was included in the FY18 IDA financed Inclusive Cities Project. However, there was no plan for sustained access to sanitation facilities achieved in the Far North, Adamaoua, East and North Regions.

Quality of Supervision Rating

Moderately Unsatisfactory

Overall Bank Performance Rating

Moderately Unsatisfactory

9. Assessment of Borrower Performance

a. Government Performance

The Government originally committed to the sector by approving a National Sanitation Strategy in 2011 and committed counterpart funds for the project. However, Government commitment wavered as evidenced by delays in project effectiveness twice, delays in recruiting project staff (experienced staff from a preceding African Development Bank funded project had left early), and delayed counterpart funding. Inefficient administrative procedures were further displayed in the Government action to centralize all public procurement with the newly created Ministry of Public Procurement (Ministere des Marches Public or MINMAP) in 2012, complicating the early implementation period.

The original design using an APL to support policy reform was not supported by the capacity building effort because of delays in project effectiveness and Government slowdown due to the centralization of procurement. The slow staff recruitment and delays in counterpart funding further contributed to



implementation delays. This also led to a reduced project scope (cancelled condominal sewerage systems for Douala, cancelled two proposed sludge treatment plants), a change in financing instrument, and an extended closing date.

Government Performance Rating

Moderately Unsatisfactory

b. Implementing Agency Performance

The Ministry of Energy and Water (Ministere de l'Energie et de l'Eau or MINEE) implemented the project. There were two Project Implementation Units created - one with the MINEE (overall as well as the rural component of the project) and the other the Urban Community of Douala (Communautaire Urbaine de Douala or CUD) to manage the urban component of the project. The rural component substantially achieved targets even in the face of reported recurrent terrorist attacks. The urban component met with delays in staffing, procurement, and counterpart funding. Staffing and procurement setback during the first three years of implementation led to a slow start. Delayed staffing was evident in the hiring of M&E staff by September 2012, the Environment staff (October 2012) and the Social Specialist in December 2014 (also see Section Other Issues below). The project experienced numerous implementation challenges and delays were addressed by 3 restructurings that reduced the scope of the original project. In the first restructuring, the financing instrument was changed from an APL to a stand-alone IPF, which dropped two Institutional Strengthening activities associated with triggering Phase 2. There was no mention of the progress with building capacity in managing sector planning and project management nor an assessment of the readiness of the PIU to work on pilot sanitation facilities and a second restructuring further reduced project scope. The increased costs, delays, technical, institutional issues cancelled the condominal sewerage system for Douala and two sludge treatment plants, led to cancelling US\$5 million. A third restructuring four months later extended the closing date to complete rural sanitation activities. Poor performance by the Implementing Agency was also evidenced, for example, by not establishing a Grievance Redress Mechanism and not reimbursing households who made deposits but had not received a latrine before project closure.

Implementing Agency Performance Rating

Moderately Unsatisfactory

Overall Borrower Performance Rating

Moderately Unsatisfactory

10. M&E Design, Implementation, & Utilization

a. M&E Design

The Project Appraisal Document (PAD) identified that the Project Implementation Unit (PIU) of the Ministry of Energy and Water (Ministere de l'Energie et de l'Eau or MINEE) was the agency responsible for implementing the M&E framework of the project (PAD, paragraph 66). This meant maintaining the database, establishing a



baseline, conducting follow up household surveys to collect information on knowledge, attitudes, and practices in hygiene behavior as well as facilitating focus group discussions and consumer satisfaction surveys. An M&E system will be developed as part of component 3 (institutional strengthening activities). Three stock taking exercises were designed - 1 1/2 years after project start, at the midterm evaluation, and toward project closure (PAD, paragraph 68). The Results Framework specified a PDO with 6 key outcome indicators and 15 intermediate outcome indicators. The PDO indicators, while appropriate, did not cover the entire spectrum of the results framework. For example, there were no indicators to show how planning and management of the sector improved. One possible indicator may be the adoption of actual budgets to seed fund the sanitation plans that were accepted by regional sanitation committees. Another could be decentralized feedback mechanisms adopted to show that participatory planning in the sector was in place. There were only 2 baseline data provided - 20% for people who washed their hands with soap and 51% of female beneficiaries. The indicators were specific and measurable but there was only one indicator (expressed in outputs - number of local governments with approved sanitation plans) to measure how the activities strengthened institutions supported by the project. The ICR noted that this indicator did not adequately reflect how the institutions were strengthened (ICR, paragraph 43). During the first restructuring, with the change in financing instrument, the project focused on implementing the pilot projects rather than strengthening institutions or changing behavior (ICR, paragraph 31).

b. M&E Implementation

The M&E staff came on board in 2012. Implementation was delayed in the first three years and started to pick up by 2015. The Project Steering Committee (Comite de pilotage or CdP) was tasked with monitoring project progress. The CdP was chaired by the MINEE and members including representatives from the Ministries of Housing and Urban Development, Health, Education, Environment, Economy, Planning and Regional Development and from the Urban Community of Douala (Commonaute Urbaine de Douala or CUD), the Extreme North Region and Association of mayors of Cameroon (PAD, Annex 3, paragraph 1). The CdP reported only one meeting to monitor project progress. Indicators were revised and improved during the 2015 and 2016 restructuring to address weaknesses. Target values were reduced for all PDO outcome and 9 intermediate outcome indicators to reflect the reduced scope of activities, reduced budget, time constraints, and security concerns (ICR, paragraph 21). Eight intermediate outcome levels were added, including a target value for an added activity that was transferred from a recently ended IDA funded project. These 8 indicators added adequate breakdown of urban and rural beneficiaries to improve reporting of project impact. However, there remained inadequate reporting of how the training received improved the sanitation sector. Five intermediate outcome indicators were deleted because these were associated with the activities that would trigger the now dropped APL2. There was no report of household surveys conducted, focus group discussions held, or consumer satisfaction surveys. There was evidence of beneficiary involvement in defining target indicators as these were revised based on feedback and served as basis for the three restructurings. There was no beneficiary survey conducted (ICR, section 3.6).

c. M&E Utilization

The M&E staff used their reports, photos, and findings to inform communities about the project. Bank supervision missions also used the M&E reports to provide the evidence in implementation shifts by



informing the revisions in target indicators, cancellation of activities, and reallocation of resources in the three restructuring. Evidence of use of data generated by the M&E system was reflected in the availability of a web based geo referenced visualization of outputs to track progress (ICR paragraph 85). Addressing rural poverty through access to improved sanitation and water supply was noted to be a possible part of a proposed FY 18 Public Financial Management for Service Delivery Reform Project (ICR, paragraph 52). M&E reports provided evidence of outcomes such as available staff in villages trained in sanitation and hygiene, masons trained in constructing sanitation facilities, and improvement in health and hygiene, particularly in the northern conflict laden region and eastern region, both regions prone to droughts. (ICR, paragraphs 68-70). There were significant shortcomings in the M&E system's implementation and there were significant weaknesses in the use and impact of the M&E system.

M&E Quality Rating

Modest

11. Other Issues

a. Safeguards

The project triggered two safeguards - Environmental Assessment (OP/BP 4.01) and Involuntary Resettlement (OP/BP 4.12). The project was designated a category B. The Government prepared an Environmental and Social Management Framework. The Bank team rated compliance with environmental safeguards as Moderately Unsatisfactory because environmental staff was appointed only in October 2013, construction contracts for sanitation facilities did not systematically include relevant environmental clauses, and the staff unevenly monitored environmental aspects during construction.

Involuntary Resettlement. A social specialist was appointed only in December 2014. There was no Grievance Redress Mechanism. Deposits for latrines that were not completed were not refunded even by project close.

b. Fiduciary Compliance

FINANCIAL MANAGEMENT

The ICR noted compliance with Bank financial management guidelines after 2016 audit findings were adequately addressed and the last two external audit reports had unqualified opinions. Financial management was shared by MINEE and CUD. The mitigating measures identified in the PAD such as recruitment of qualified financial specialist and accountant, updating the implementation manual, and upgrading a computerized information system, and opening designated accounts were satisfactorily implemented.



PROCUREMENT

Procurement was considered fully compliant with Bank guidelines even with repeated delayed reports submissions. Additional training strengthened weak procurement capacity of the implementing agencies.

c. Unintended impacts (Positive or Negative)

d. Other

12. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Unsatisfactory	Unsatisfactory	---
Risk to Development Outcome	Substantial	Substantial	---
Bank Performance	Moderately Unsatisfactory	Moderately Unsatisfactory	---
Borrower Performance	Moderately Unsatisfactory	Moderately Unsatisfactory	---
Quality of ICR		Substantial	---

Note

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.

13. Lessons

The ICR presented 7 lessons (ICR, paragraphs 83-89), the three leading were:

- To optimize impact on hygiene and sanitation, a sanitation project needs to include access to water supply and consider the demand of beneficiaries. For example, beneficiaries expressed that access to water for hand washing was more conducive to improved hygiene and reduced diseases among students, especially girls, leading to the adding of the construction of bore holes and school latrines. For another, an early assessment of the project identified dry latrines as the more suitable and affordable for both urban and rural areas but during implementation, beneficiaries preferred water-flushed rather than dry latrines, particularly in the urban areas in Douala. This led to lowered urban participation.



- Designing complex sanitation projects, which include sludge treatment plants for example, require the availability of land at the planning stage even before design studies. Including pilot components in design requires flexibility, particularly when incorporating affordability and innovative design. For example, latrine design needs to adapt to low water tables, or presence of pests in bore holes, or access to emptying services in urban areas, or preference for water-flushed as opposed to dry latrines. A proactive assessment of initial conditions, including demand for dry or flush latrines would have informed the differentiation of an acceptable design in urban and rural areas.
- A pioneering project in any sector requires a realistic timeframe for implementation and adequate assessment of challenges to be faced during implementation. Recognizing that counterpart staff unfamiliar with implementing a sanitation project, a complex design not vetted against user demand, ambitious targets in a limited time, and a plan of actions to mitigate technical risks and low initial capacity need to be recognized at appraisal.

14. Assessment Recommended?

No

15. Comments on Quality of ICR

The ICR was concise and clear with an explicit justification for changing the financing instrument from an APL to a standalone IPF credit. The ICR followed the revised 2017 guidelines with annexes to provide the evidence in support of support the quality of its outcomes and indicators. The theory of change was well presented and included a frank discussion of implementation readiness and how omitting an assessment of institutional strengthening may have hampered implementation efforts that led to subsequent restructurings (ICR, paragraph 31). Analysis was concise, internally consistent, and summarized salient points supported by evidence in annexes, for example, of the economic efficiency of the project (Annex 3). The ICR was results oriented, presenting clear links between the evidence provided and achievement reported. For example, lessons were based on evidence regarding urban beneficiaries' preference for flush toilet as opposed to dry latrines, access to water for washing reduced incidence of water related diseases in schools and reduced absenteeism by schoolgirls who tended not to attend schools without sanitation facilities. The ICR was internally consistent, for example in the implementation delays due to Government action to centralize procurement, security concerns in the Far North, and linking the various sections of the report to reinforce the project results as evidenced by the lessons learned coming from the key factors affecting implementation and this same section also informing outcomes.

a. Quality of ICR Rating Substantial