THE FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

MINISTRY OF ECONOMIC AND COOPERATION AFFAIRS

BUREAU OF PLANNING AND ECONOMIC DEVELOPMENT AMHARA NATIONAL REGIONAL STATE

THE REPUBLIC OF FINLAND

MINISTRY FOR FOREIGN DEVELOPMENT

DEPARTMENT OF INTERNATIONAL DEVELOPMENT COOPERATION

THE RURAL WATER SUPPLY AND ENVIRONMENTAL PROGRAMME, AMHARA REGION

PHASE I

COMPLETION REPORT

September 1994 – June 1998

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PROGRAMME FACT SHEET

1. Programme Name:	Rural Water Supply and Environmental Programme in Amhara Region	
Sector:	Natural Resource Development and Environmental Protection	
Sub-Sector:	Rural Water Supply and Environment	
2. Type of Programme:		
Competent Authorities:	Federal Democratic Republic of Ethiopia, Ministry of External Development Co-operation	
	Republic of Finland, Ministry for Foreign Affairs	
Programme Agreement	Signing Date: 15.09.1994	
Programme Budget	Code number: 238 083 01 (Donor Code)	
Starting Budget Year:	1994	1987/1988 E.C.
Termination Budget Year:	1998	1990/1991 E.C
3. Programme Status	Phase I completed	
4. Programme Area:		
Town:	Few Rural Centres in East Gojjam, South Gondar	
Woreda:	Twelve Woredas in East Gojjam, South Gondar	
Zone:	East Gojjam, South Gondar	
Region:	Amhara National Regional State	

5. Programme Implementation Organisation

Federal Democratic Republic of Ethiopia

- Ministry of Water Resources
- Bureau of Water: Mines and Energy Resource Development, Amhara National Regional State

Republic of Finland

- Consultant to provide development services: FINNCONSULT OY

4. Programme Budget	
Local Currency:	17 million BIRR (Ethiopian Government Contribution)
Foreign Currency:	26,5 million FIM (Finnish Government Contribution)

ABBREVIATIONS

ARWWCE	Amhara Region Water Works Construction Enterprise
BoA	Bureau of Agriculture
BoPED	Bureau of Planning and Economic Development
CHA	Community Health Agent
CV	Curriculum Vitae
DA	Development Agent
DIDC	Department of International Development Co-operation
DoA	Department of Agriculture
EWWCA	Ethiopian Water Works Construction Authority
FC	Finnconsult
FINNIDA	Finnish International Development Agency
GAD	Gender and Development
GC	Gender Co-ordinator
HRD	Human Resource Development
IEC	Information, Education and Communication
IECC	Information, Education and Communication Co-ordinator
KCC	Kebele Co-ordinating Committee
LLPP	Local Level Participatory Planning
LLPPA	Local Level Participatory Planning Approach
M&E	Monitoring and Evaluation
MEDAC	Ministry of Economic Development and Co-operation
MEEC	Ministry of External Economic Co-operation
MfFA	Ministry for Foreign Affairs of Finland
MoWR	Ministry of Water Resources
MPR	Monthly Progress Report
MWR	Ministry of Water Resources
NGO	Non-Governmental Organisation
NRDEPB	Natural Resource and Environmental Protection Bureau
NSC	National Steering Committee
O&M	Operation and Maintenance
PA	Pump Assistant
PC	Programme Co-ordinator
PIS	Participatory Information System
PM	Project Manager
PRA	Participatory Appraisal
QFR	Quarterly Financial Report
QPR	Quarterly Progress Report
RCC	Regional Co-ordinating Committee
RWSEP	Rural Water Supply and Environmental Programme
SC	Sanitation Co-ordinator
SIDA	Swedish International Development Agency
SWOL	Strengths, Weaknesses, Opportunities and Limitations
TA	Technical Assistance
TBA	Traditional Birth Assistant
TOR	Terms of Reference
TOT	Training of Trainers
UNICEF	United Nations Children's Fund
VIP	Ventilated Improved Pit-latrine
VLOM	Village Level Operation and Maintenance
VWSS	Village Water Supply System

WAO	Women Affairs Office
WATSANCO	Water and Sanitation Committee
WCC	Woreda Co-ordinating Committee
WFP	Woreda Focal Person
WHO	World Health Organisation
WID	Women in Development
WMERDB	Water, Mines and Energy Resource Development Bureau
WPC	Woreda Programme Co-ordinator
WWCE	Water Works Construction Enterprise
ZCC	Zonal Co-ordinating Committee

1. EXECUTIVE SUMMARY

Background information

The Rural Water Supply and Environmental Programme [RWSEP] in the Amhara Region is a bilateral programme supported by the Ethiopian and Finnish Government technical and financial inputs. The duration of the Phase I was near four years: 15 September 1994 - 30 June 1998. It was implemented in 12 Woredas in East Gojjam and South Gondar zones in the Amhara National Regional State.

Implementing agencies and competent authorities

Originally the implementing agency was the Ministry of National Resources Development and Environment Protection (MNRDEP) and the respective bureau in the Amhara Region. Because of the change in the government structure the Ministry of Water Resources (MWR) at the national level and the Water, Mines and Energy Resource Development Bureau (WMERDB) at the regional level became the implementing agencies.

Competent Ethiopian authority was the Ministry of External Economic Co-operation [MEEC], later changed to the Ministry of Economic Development and Co-operation [MEDAC]. The Finnish International Development Agency [FINNIDA] ceased to exist. The Department of International Development Co-operation (DIDC) under the Ministry for Foreign Affairs replaced FINNIDA.

The Consultant to give development assistance services on behalf of the Government of Finland was FINNCONSULT Ltd during the Phase I.

Expenditures met the budget

The total Finnish contribution budgeted for the Phase I was FIM 26,500,000. Out of this FIM 6,988,000 [26%] was for technical assistance and FIM 19,512,000 [74%] for implementation. Both the technical assistance and the implementation expenditures were within the approved budget. The total cumulative Ethiopian Government contribution for Phase I was BIRR 14,769,510 which was 86.9% of the expected. The total community contribution during the Phase I was BIRR 3,554,218. The highest proportion (78.6 %) comes in the form of labour during the construction of water points.

Development objective: "Achieve sustainable human development for the communities to take responsibility of their own development."

The capacity of the communities to control their activities independently has not yet reached the sufficient level. Signs of strong ownership have been seen, though. A participatory approach to planning has largely ensured community level ownership of Programme activities. In many ways the evolving process of strengthened community participation in community level planning was the most important achievement of the RWSEP by those most affected by these plans.

Institutional sustainability

As regards the establishment and operational capacity of the institutions, the targets have been 100% met during the Phase I. The administrative and management system is functional at all levels. The amount of supervision needed from the regional level is limited, and the personnel are able to implement activities as per the plan. The programme is at present considered as part of the government's regular work.

The main impact has been in establishing functional working methods geared towards multi-sectoral implementation of development interventions at the community level. Efforts to promote multi-sectoral development led to not establishing new institution but rather to change the working practises of the government offices. There is indication that the 12 Woredas are going to sustain the structures even after the donor financing is phased out as discussed in the bi-annual meetings.

Social sustainability

It is difficult at this stage to assess the impact, particularly the sustainability of the activities. There is clear indication that community planning, gender training and applying the Information, Education and Communication (IEC) strategy has had major impact on the ownership of the programme intervention by the communities. Communities often express that the programme is a direct response to what they were planning.

The gender focal persons with the programme and Women Affairs Office (WAO) have increased gender sensitivity of implementation through quarterly networking meetings. Gender networking activities have increased information flow between Woreda, Zonal and regional levels. One of the major achievements has been the organisation of the community level gender training prior to the preparation of the community plans.

Technical sustainability

The major physical construction achievements have been reached, and in some cases exceeded, but in the success other aspects have played the key role. The main output is the design and operationalization of the participatory strategy and approach, without which the impact at all levels, would have been less and not geared to sustainability aspects.

Community-based approach in promoting integrated rural development and specifically rural water supply development has dramatically increased the construction potential and created good potential for successful community-based operation and maintenance system. Applying the strategy makes possible increasing the coverage at a relatively rapid speed. The selection of technology emphasised the need to pumps, which have Village Level Operation and Maintenance (VLOM)-characteristics, and has enabled, at least in theory, for the communities to cover the operation and maintenance costs

In the area of sanitation the programme has had impact on combining the usually institutionally separated water supply and sanitation. Through the multi-sectoral co-ordination mechanism it has been possible to have a programme intervention on both sectors simultaneously. Attitudes towards rural sanitation have changed through the programme intervention. Sanitation aspects of the programme are, however, weaker than the others. The strategy has been developed but lack of full-time personnel has had impact on the follow-up and strengthening of the systems.

Environmental sustainability

As regards environmental aspects the major impact in terms of innovativeness has been using the schools as places where to establish nurseries. The impact has been quite remarkable. In addition to this the impact has been in terms of quantitative numbers.

Quantitative achievements are summarised in the end of this summary.

Lessons learned

The programme strategy to train local artisans coming from the respective localities has proven to be an efficient water point construction method. Without sufficient emphasis on the institutional and social sustainability aspects the quantitative targets might be high, but the effectiveness very low.

The training sites for artisan training were considered as special training cases and activities originally concentrated only on technical aspects. This had serious impact on the community participation and their interest in general. Technical training should not overrule the community participation aspects.

Without continuous presence, which the existing government personnel and structure have provided, reaching the physical construction achievements would not have been possible. In a programme where number of technical assistance personnel is very limited it is not possible to function without full integration to the existing government structure. This requires application of participatory approach and consensus building from the beginning of the programme, which requires its own time.

Programme is to be internalised and accepted by all the partners. The capacity is first to be created at the regional, Zonal and Woreda levels. When the facilitators are in a position to function, then it is possible to approach the communities.

Multi-sectoral implementation mechanisms at each level support implementation of community interests in a holistic manner. Different sectors can co-ordinate their limited human and financial resources to support certain geographical area instead of promoting the interests of each sector separately.

In many cases gender issues are treated as a separate package incorporated to the programme. Availability of gender indicators ensured that reporting also followed the indicator/gender indicator reporting. While reporting not only the importance of gender issues became clearer but the also the personnel responsible for reporting learned in practise what gender issues are in practise.

Without the supportive policy environment, it would have been difficult to promote community-based programmes based on participation. At the policy level there was strong emphasis on promoting participation and decentralisation of power. The programme could concentrate on operationalization of the policies only. In countries where the policies do not specify promotion of participatory approaches, the justification of the approach requires additional time input.

Using the sustainability division instead of division to sectoral components was the decisive factor for being able to implement the programme in a multi-sectoral manner and designing strategies and approaches towards sustainability.

Even though institutional and social aspects and the empowerment of communities is important, the physical construction has to be undertaken parallel to keep the communities motivated. Immediate practical results lead to increased ownership and motivation.

If promotion of participation is considered only as the participation at the community level, the results of studies and assessments can become stagnant. To avoid this it is important to involve e.g. the regional level personnel in the analysis to get a broader view and also incorporate the regional and national visions. Participation should be considered as participation of all partners, not only the community.

In the recruitment process, emphasis should be placed on the ability of the person to undertake various tasks, rather than only her/his expertise. In addition, recruitment of national experts should be undertaken only after the start-up of the programme when there is clarity on the tasks to be undertaken by the person.

From the substance point of view it was extremely beneficial to have several consultancy processes going on at the same time. Consultants could contribute to the work of each other, thereby increasing multi-disciplinary and co-ordination.

Combination of national/international experts during the strategy development improved the transfer of knowledge. This ensured that the capacity stayed in the region and did not go away with the consultant. When the programme expanded outside the pilot area, there was a very rare need for additional consultancies in the thematic areas already covered. Both the focal persons and the thematic teams increased co-ordination and integration between bureaux.

Target setting can be set only based on realistic experiences. Gaining experiences in the pilot Woredas enabled to test all the developed mechanisms as well the implementation capacity of the Woredas in three Woredas only. The targets were then set based on the practical implementation capacity.

By testing the practical implementation capacity first, the quantitative target-driven implementation was avoided, which often leads to replicating mistakes in a large scale. Instead it was possible to concentrate on social and institutional issues which ensure that the communities have enough time to become familiar with the programme, and decide what their role in the implementation could be.

Phase II justification

Because of the great impacts, good results and obvious replicability achieved by the Programme the Government of Ethiopia has requested Finnish Government to support the continuation of the Programme for another four-year period. Phase II Programme Document has been prepared and approved by the two Governments.

QUANTITATIVE ACHIEVEMENTS

It has been commented that the achievements of the programme should have been presented against the set targets. The Phase I Completion Report is mainly comparing the situation to the Programme Document for Phase I, which does not set any kind of targets. The targets were set at annual basis according to the experience gained during the implementation and therefore the comparison of the achievements and targets have been presented in the Annual Progress Reports and discussed in bi-annual meetings. Anyhow, the Phase II Programme Document sets targets clearly and therefore the achievements compared to targets can be done in future.

Institutional Sustainability

- 203 Kebele Co-ordinating Committees operational [1015 members; 40% women]
- 203 reporters operational
- 203 gender groups at community level operational [10 persons each]
- 203 WATSANCOs operational [5 persons each; 40% women]
- 203 community gender teams operational [10 members each]
- 12 Woreda Co-ordinators operational
- 12 Woreda Co-ordinating Committees operational [5 office heads each]
- Woreda focal persons in each Woreda in place
- 12 Woreda gender focal persons as members of WCC
- 12 gender teams at Woreda level operational [members each]
- 12 Woreda IEC teams operational
- 12 Woreda sanitation teams operational [members each]
- 2 Zonal Co-ordinating committees in place
- 2 Zonal IEC teams operational
- 2 Zonal sanitation teams operational
- RCC and the Board operational
- 7 regional focal persons operational
- Programme Manager operational

Required personnel trained

- 164 trained in management [logistics]
- 12 WPCs trained in management
- 203 Kebele chairpersons sensitised in programme activities
- 1015 KCC members trained in programme management
- 44 participated in methodological and subject matter training [joint training]
- 7 regional experts trained abroad

Activities fully integrated into the existing system

- work planning integrated into the government system
- M&E system operationalized
- 203 Kebele reporters trained
- bi-annual meetings held

Improved logistics (main assets)

- 12 vehicles purchased for Woredas
- 12 motorbikes purchased for the Woredas
- office equipment purchased for the Woredas
- 2 vehicles purchased for zones
- 1 vehicle purchased for the WMERDB
- 4 vehicles; computers and other materials purchased for the RWSEP
- 2 terrameters with accessories purchased for the WMERDB
- computers purchased to bureaux as planned annually
- photocopiers purchased to bureaux as planned annually

Social sustainability

- 240 extension agents trained in participatory community planning and participatory development
- 203 community plans prepared and are being implemented
- 91 animal health agents trained
- Community Fund:
  - 455 community members trained in animal health
  - 455 community members trained in forage development
  - 455 community members trained in IPM
  - stove producers trained in Mota
- 25 TOT members trained at the regional and Zonal level
- 360 Woreda experts trained in gender issues
- 9950 Community members trained in gender issues
- Women's Day celebrated at regional and Woreda level
- Income generating activities supported:
  - Bee-keeping
  - Home gardening
  - Sheep rearing
- Networking
- 2500 community members participated in experience sharing
- 90 Woreda experts trained in IEC planning
- 80 regional experts trained in popular media and drama for development
- 444 Woreda experts trained in use of conventional drama
- 294 Woreda experts trained in use of community drama
- 239 students teachers trained in IEC planning

Technical and operational sustainability

- 557 new water points constructed in 203 communities (411 hand dug wells/146 springs)
- 33 water points rehabilitated (20 hand dug wells/13 springs)
- 206 500 people gained clean water (350/water point)
- coverage in pilot Woredas between 16.99% - 30.46%, in middle Woredas 9.95% - 22.82%, in new Woredas 1.96% - 7.13% depending on the Woreda size
- coverage increased in South Gondar and East Gojjam Woredas by 7.61% and 16.47% respectively: 11,96 % in total.
- 156 artisans trained to increase the construction capacity

- 60 pump installers trained to increase construction and O&M capacity
- 406 pump attendants trained to increase the O&M capacity
- 2940 WATSANCO members trained to increase the management capacity at the community level
- total contribution of BIRR 31 525 contributed by seven Woredas to O&M Fund
- 3 piped water supply schemes constructed on cost sharing basis with Ethiopian government benefiting 18 500 people
- 65 VIP latrines (334 cubicles) constructed for schools (58) and clinics (7)
- 337 SanPlats latrines constructed in rural communities
- 2000 contact women trained to transmit sanitation messages at community level
- 25 TBAs trained

Environmental sustainability

- 57 private nurseries established
- 8 group nurseries established
- 80 community nurseries established
- 43 school nurseries established
- area covered by nurseries 98 828a/10 132 639 seedlings produced
- 4177.5 ha soil bonds constructed
- 2325.5 ha stone bonds constructed
- 31 ha funyaju constructed
- 250m half moon terracing
- 20.71 km check dams constructed
- 26.7 km artificial water ways constructed
- 31.57 km cut off drains constructed
- 14 community forests supported
- 36 km road constructed (Bibugn)
- 6 irrigation sites constructed covering 39.23 ha with 476 users (12% women)
- 306 energy saving stoves produced, out of which 254 have been sold

2. BACKGROUND

The Rural Water Supply and Environmental Programme [RWSEP] in the Amhara Region is a bilateral programme supported by the Ethiopian and Finnish Government technical and financial inputs. The duration of the Phase I of the programme was the following: 15 September 1994 - 30 June 1998. It was implemented in 12 Woredas in East Gojjam and South Gondar zones in the Amhara National Regional State.

Originally the programme was initiated during the previous government, however, due to the internal situation in the country, implementation was not started in 1989 as expected. The programme was re-initiated by the Transitional Government of Ethiopia established in 1991, when resuming peace after the long unstable situation caused by the war. The request was made in the annual negotiations to the Government of Finland to support the rural water supply and environment sectors in the Amhara Region in order to respond to the serious need to rehabilitate and develop the Region. The draft project document preparation mission took place during the first half of 1994. The content of the original document was reviewed during the preparation mission, and it was not seen to respond to the changed situation in the country. The new draft document indicated rural-centred development, with emphasis on participation of and ownership by the communities in their development interventions. The representatives of the National Resources Development and Environmental Protection Bureau (NRDEPB) in Amhara Region and the Ministry of Natural Resources Development and Environmental Protection (MNRDEP) participated in the tender-evaluation in Finland in June 1994. The programme's preparatory phase started in September 1994.

In order to finalise the programme document in a participatory manner; the programme planning workshop was organised at the regional level. Participants comprised the Woreda, zone and regional level government officials, NGOs and donors. Prior to the workshop, participatory appraisals (PRA) were undertaken at the community level to incorporate the views of communities, first, into the discussions at the workshop, and secondly, into the programme document. The workshop also included the analysis of the relevant government policies to the programme in order for the programme to be fully in line with them. Other topics were related to the institutional, social, technical and environmental sustainability. As a result a mutually approved implementation strategy, approach and the main activities were identified.

During the implementation some major changes took place as regarded the implementation mechanism. Originally the implementing bodies for the programme were the MNRDEP and the respective bureau in the Amhara Region. Because of the change in the government structure to divide the MNRDEP to two ministries: the Ministry of Agriculture and the Ministry of Water Resources (MWR), the Ministry of Water Resources and the Water, Mines and Energy Resource Development Bureau (WMERDB) became the implementing bodies.

The intervention is part of the implementation of the Amhara Region Five-Year Plan that outlines the policies, targets and strategies to be implemented in the Region. The Five-Year Plan is based on the agriculture-based market led economy, which is the policy of the country. Being part of the Five-Year Plan implementation the programme is reflecting the needs of the Region and the existing national policies.

The Ministry of External Economic Co-operation [MEEC] was restructured and merged with the previous Ministry of Planning and Economic Development. The new ministry became the Ministry of Economic Development and Co-operation [MEDAC]. The Finnish International Development Agency [FINNIDA] also ceased to exist. The Department of International Development Co-operation (DIDC) under the Ministry for Foreign Affairs replaced FINNIDA.

The Transitional Government of Ethiopia changed to the permanent Federal Democratic Republic of Ethiopia after the elections held in May 1995, and became operational in November/December 1995. Devolution of power to the regions resulted in changes as regarded co-ordination and supervision. The national level Steering Committee was cancelled and replaced by the Regional Steering Committee, originally operating under the Regional Administration. During the programme implementation, the Regional Administration gave the responsibility of co-ordinating bi-lateral and multilateral donors to the Bureau of Planning and Economic Development (BoPED). Accordingly, the Regional Steering Committee was changed to the Board, chaired by the Head of BoPED. Regional Co-ordinating Committee (RCC) chaired by the WMERDB and comprising the bureau of the Agriculture, Education, Health, Women Affairs Office (WAO), BoPED and the Regional Administration functioned as the committee for management decisions, as anticipated in the programme document.

The Consultant to give development assistance services on behalf of the Government of Finland was FINNCONSULT Ltd during the Phase I.

3. STRATEGY AND APPROACH

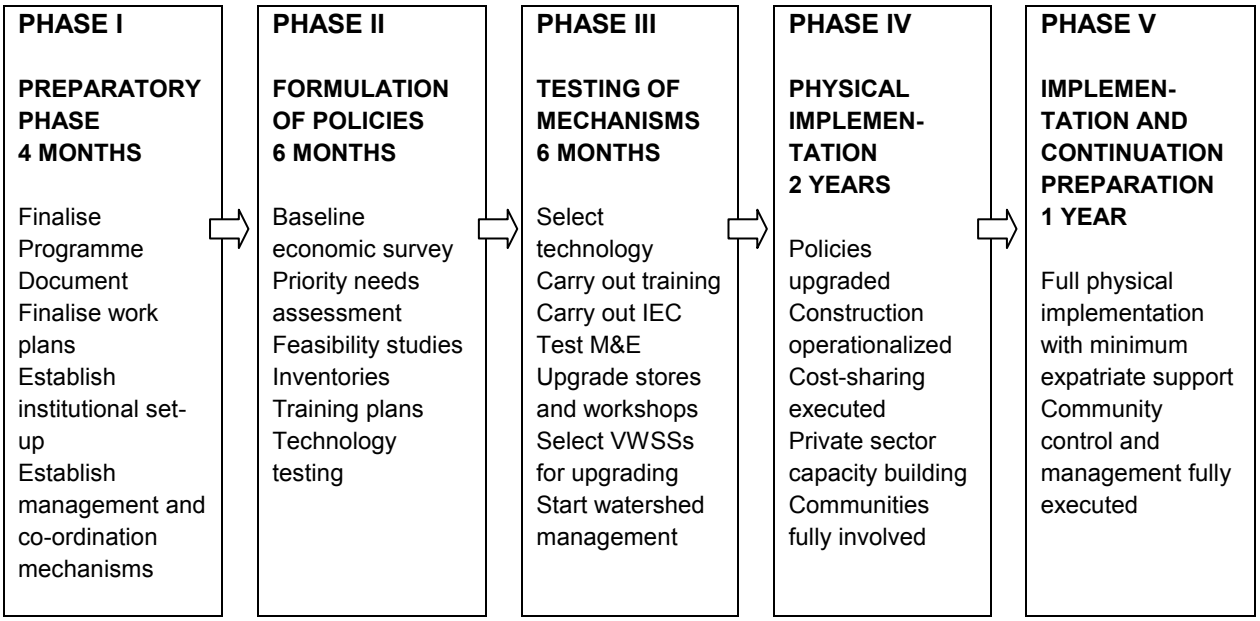
The key concepts operationalized as strategy and approach were process-orientation, phasing, multi-sectorality, gender sensitivity, water supply construction as an entry point to community development, participation and flexibility.

3.1 Phased approach

The core strategy was to retain flexibility and process oriented management through phased approach. The duration of four years was defined in five phases: I preparatory phase; II formulation of implementation policies, strategies and procedures; III information gathering, capacity building and testing of mechanisms; IV physical implementation; and V physical implementation and preparation of the continuation of the programme.

An estimated timeframe was given for each phase as shown in **Figure 1**.

Figure 1: Phases of the programme



However, the implementation speed was based on the performance and not tied to the time allocation of the phases. It was expected that the timing of phases I-III should not exceed 12 months. Phasing was useful particularly as regarded the phases I-II. With clearly defined targets they gave the required time for developing the implementation mechanisms properly instead of starting implementation with non-defined systems. Phase III was practically already implementation in the three Woredas. Defining it as a testing of mechanisms emphasised that realistic physical construction targets can only be set after the testing.

Separating the Phase V from the Phase IV indicated that preparations for the programme continuation should start one year prior to the ending of the first four-year period. Even with this timeframe it was not possible to start the second four-year implementation period as planned.

Another phasing system was to incorporate the 12 Woredas in phases: pilot Woredas (3), middle Woredas (4) and the remaining Woredas (5). This enabled to test all the developed mechanisms as well the implementation capacity of the Woredas in three Woredas only. After the first year of implementation it was possible to set realistic targets also for physical implementation based on the practical implementation capacity. For example, during the implementation of the rural water supply construction it became clear that by training artisans to assist communities in the construction was producing good quantitative results. The quantitative target for construction could have been set even higher if the construction capacity had been the only decisive factor. However, it became clear that the Woredas had limited human resources to facilitate and follow-up the performance of the communities and to promote the demanding social and institutional sustainability aspects. The target was set to strike a balance between these two factors.

By testing the practical implementation capacity first, the quantitative target-driven implementation was avoided, which often leads to replicating mistakes in a large scale. Instead it was possible to concentrate on social and institutional issues which ensure that the communities have enough time to become familiar with the programme, and mutually decide what their and other partners' role in the implementation is.

The pilot Woreda experience allowed the mistakes made to be corrected and the lessons learned to be incorporated. For example, in one of the pilot Woredas the artisan selection did not follow the instructions given by the programme. This resulted in poor performance by one Woreda in physical construction compared to the other two Woredas. It was recognised that clearer instructions for artisan selection are needed, and the involvement of programme is to be increased in the selection process. Through the internal monitoring system the other Woredas learned from this experience and paid increasing attention to the selection process in the consecutive years. Involvement of the programme in the selection was shortly stopped.

3.2 Multi-sectorality

Defining the key-results as institutional, social, technical and environmental sustainability ensured that all the activities, strategies and implementation mechanisms focus on sustainability in a holistic manner, not only on physical construction. The emphasis order: institutional, social, technical and environmental, contributed to understanding that all these aspects are at least equally important. Even within the existing governmental structure, institutional aspects of the programme implementation are important, particularly to ensure multi-sectorality.

Social sustainability ensures that all strategies, approaches and physical construction designs are accepted by the community [men and women]. Starting construction without assuring this might lead to lack of ownership by the community, which would lead to non-utilisation and non-maintenance of the constructed resources. Technical sustainability indicates that construction is not sufficient but operation and maintenance aspects are equally important. Intervention is also to be environmentally sound.

One of the main achievements through multi-sectoral approach has been designing an efficient water point construction strategy, which could be implemented at the Woreda level without the presence of, and minimum technical input from the concerned bureau or department. Processes and institutional arrangements for multi-sectorality have been developed in the form of co-ordinating committees at each level.

Thematic teams (IEC, sanitation and gender) were established at the Woreda level within the existing government structure to guarantee that the cross-sectoral issues are paid due attention (gender, IEC, participation). Multi-sectoral approach was considered as the only alternative for supporting decentralisation to the community level and bottom-up planning. Community-based sustainable development begins with priorities that are identified by the community members. These issues are seldom strictly sectoral but require an integrated effort that gradually addresses the institutional, social, technical and environmental aspects of development.

3.3 Gender sensitivity

The strategy in addressing gender issues was mainstreaming rather than separating gender issues as a separate component. Women's issues were also separately addressed through promoting income-generating activities for women. This strategy follows more women in development (WID) than gender in development (GAD) approach. For the mainstreaming several tools were used: gender indicators, gender training and gender quotas. In the mainstreaming designing of gender indicators as part of the work planning process has been an efficient tool. To some extent gender quotas have been used as a tool for increasing women's participation, and as a tool for identifying specific obstacles to equality. Currently one third of the artisans are women, half of the pump attendants are women and about a third of the committee members are women. In addition, gender training, which resulted in establishment of gender groups at various levels with defined roles and responsibilities, has been an important tool to institutionalise the GAD approach. The content developed for gender training has been adopted by SIDA and UNICEF supported programmes. The Women Affairs Office (WAO) has translated gender analysis materials into Amharic. Eradication of harmful traditional practices has been incorporated in the training.

3.4 Participatory methods

The strategy used was based on the assumption that different situations require different methods, accordingly, not only one method and tools can be selected. Ultimately, participation rests on questions about who sets the agenda and controls the process. At the final end, whether or not the use of participatory methods enables people to empower themselves depends more on the process and style of facilitation than on the methods themselves. If participatory methods are used simply to generate products, rather than to stimulate analysis and debate, the form may in itself impose meaning.

Participation was also based on participation of all levels and partners, not only participation at the community levels. This implied that equally important as ensuring the participation of the community members, is to develop tools to ensure participation of the regional, Zonal and Woreda personnel in the programme activities. Participation enhances ownership also at the regional, Zonal and Woreda level thereby facilitating integration of the programme to the government structure. Participation of these levels started during the programme document finalisation process. It was ensured, that all the key people (government) in implementation (not including communities, which had already been included through participatory appraisals (PRA)) from Woreda, Zonal and regional levels were involved in the design of the community-based programme. Because of participation of particularly the Woreda personnel who work closely with communities, the methods and strategies for communities' involvement became internalised and justified. The principles were agreed upon and the programme office further developed the details. Involvement of key government people from each level increased ownership and it was through human resource development that the practical tools were internalised.

At the community level community planning and monitoring and evaluation (M&E), and experience sharing at all levels have been the main tools for participatory approach. In community planning PRA tools were used but not in a strict manner. The already prepared watershed management plans using the local level participatory planning (LLPP) approach were utilised and incorporated.

3.5 Water as an entry point

The development objective of the programme was for the communities to gain increasing control on their development efforts. Physical construction itself does not increase the community control. It was assumed based on the results of the programme-planning workshop, that availability of potable water is a serious concern in the programme area, and will appear amongst the first priorities in the community plans. The strategy was to combine both the qualitative and quantitative targets. The basic assumption was that neither the physical construction nor empowerment alone could produce the expected results.

In order for the communities to remain motivated, they have to see practical results, which improve their livelihood. Seeing the practical results will motivate and encourage communities to take responsibility for the further implementation of the community plans, first with the support of the programme, and at the later stages independently.

4. INPUTS

4.1 Finnish Government

4.1.1 Total Expenditures

The estimated costs as per the programme document from the budget line to another have been regularly modified in the consecutive work plans when the strategies, approaches and physical construction targets were set. The programme document indicates the annual figures according to the European calendar year, which makes it difficult to assess the annual performance since the work plans have followed the Ethiopian fiscal year since the July 1996. An attempt is made below to briefly compare the total budgeted and actual costs as per the programme document. After that the planned and actual expenditures at the annual level are compared according to the Ethiopian fiscal years. Analysis at the annual level according to the European calendar year does not provide a possibility for comparison with the technical work plan. Summary of the total expenditures is presented in the **Table 1** below.

Table 1: Comparison of expenditures 9/1994 - 6/1998 as budgeted in the Project Document in Finnish Marks

Item	Total budgeted	Actual costs	Difference
TA	**6 988 000**	**6 689 764**	**298 236**
Long term consultants	4 025 000	3 810 952	214 048
Short term consultants	1 185 250	1 175 372	9 877
Programme co-ordination	990 000	1 080 000	-90 000
Reimbursable costs	787 750	623 439	164 311
IMPLEMENTATION	**19 512 000**	**19 461 710**	**50 000**
Human resources	992 000	3 038 735	-2 046 735
Materials [ETI]	9 967 000	9 586 660	543 115
Materials [FIN]	2 568 000	859 128	1 546 148
Consumables	1 890 000	827 964	1 062 036
Contractors and local consultants	2 275 000	3 426 876	-1 151 876
Local personnel	517 000	298 347	218 652
Housing	444 000	411 063	32 935
Recurrent FIN	97 000	221 268	-124 267
Recurrent ETI	762 000	602 465	159 535
Community Fund	0	189 204	-189 204
Total	26 500 000	**26 151 473**	**348 527**
Paid directly by DIDC	0	**181 265**	**-181 265**
TOTAL	**26 500 000**	**26 332 738**	**167 262**

The total budget for the Phase I was FIM 26,500,000. Out of this FIM 6,988,000 [26%] was for technical assistance and FIM 19,512,000 [74%] for implementation. Both the technical assistance and the implementation expenditures are within the approved budget, and the percentages are as anticipated. Materials ETI [35%]; TA [25%]; human resource development [12%] and contractors & consultants [12%] were the largest expenditure lines as per the actual costs.

Some savings occurred in the TA budget because at the early stages of the programme a national expert replaced an expatriate water expert. Services of one national expert [training and extension] were also ended before the end of Phase I because the responsibility area handled by the expert became internalised by the regional experts.

The use of local consultants decreased the reimbursable costs and accordingly savings were achieved. Over-expenditure in project co-ordination was accepted in the work plans due to the increased co-ordination needs at the end of the Phase I.

As regards implementation there are major changes of allocation between the budget lines when compared to the original project document. This will be further reflected when expenditure are compared annually to the work plans. However, as regards human resource development, it was not foreseen during programme planning that decentralisation of the programme implementation can be operationalized all the way to the community and Woreda levels. This required capacity building at the concerned levels and accordingly more financial resources were required than anticipated.

Originally it was also expected that more materials have to be purchased from Finland. However, the availability of materials in Ethiopia improved drastically after the first few months of the start-up of the programme. Approximately FIM 1.5 million worth of materials was instead purchased from Ethiopia. Major savings were also achieved on the consumable budget line. On the contrary over-expenditures on the ‘contractors and local consultants’ budget line occurred. Artisan payments were paid from this budget line. During the preparation of the programme document it was not foreseen that the artisans are capable of performing to the present extent.

‘Community Fund’ was added as a budget line at the later stages of the programme implementation and was not included in the programme document. The budget line was to ensure that also implementation of other activities outside the direct project support could be supported as emerged in the community plans.

The expenditure of FIM 181 314 was paid directly by DIDC. The cots were caused by the review mission and other missions done by the DIDC to the project during the four years period.

The overall summary of Phase I expenditures presented in calendar years is included in this report as an **Annex 1.**

Some payments, which could not be made during Phase I due to the non-delivery of items or non-completion of the work have been budgeted to the Phase II document. Such payments are the final payment for the Keranio/Arbgebeya water supply systems and payments for latrines.

The financial system has strictly followed the procedures and requirements of the donor. The RCC assigned a PM to sign all transactions on behalf of the Ethiopian Government. The financial manual of the programme was slightly modified from the Region's administrative manuals by the accountants and administrators of the Region. The Woreda accounts were audited by the Zonal auditors. Auditing of the project accounts was undertaken by the donor. It was felt by the Region, that the financial management is not transparent enough. In the Phase II independent external auditing is planned and budgeted to ensure the appropriateness of the above system.

The Phase II Completion Report do not speculate the reasons why the Ethiopian Government contribution was less than planned. The reason for this is that in the beginning of the programme there were no previous experience to estimate the Ethiopian Government contribution. Anyhow, the 86,9 % achievement result shows that the estimate was quite well guessed. It could have been even closer without nine months delay in the appointment of the Programme Manager.

The final financial balance provided by the DIDC shows FIM 167,262 underpayment. The reason for this is, that some expenditures are paid directly by the DIDC. Due to the DIDC's accounting systems information on those payments arrive slowly to the Consultant. Therefore, some Phase I payments were postponed to be paid from the Phase II budget allocation, in order not to exceed Phase I allocation.

4.1.2 Annual Expenditures, 9/1994 – 12/1995

The first work plan was prepared for the period of 9/94 - 12/95 and the financial flow is assessed against the plan.

Table 2: Comparison of expenditures 9/1994 - 12/1995 budgeted in the Project Document in Finnish Marks

Item	Total budgeted	Actual costs	Difference
TA	**3 193 000**	**3 211 506**	**-18 506**
Long term consultants	1 490 000	1 510 952	-20 952
Short term consultants	810 000	885 787	-75 787
Programme co-ordination	405 000	405 000	0
Reimbursable costs	488 000	409 767	+78 233
IMPLEMENTATION	**4 807 000**	**3 173 389**	**+1 633 611**
Human resources	342 000	310 384	+31 616
Materials [ETI]	1 067 000	847 401	+219 599
Materials [FIN]	1 480 000	857 294	+622 706
Consumables	633 000	158 927	+474 073
Contractors and local consultants	755 000	405 972	+369 028
Local personnel	101 000	59 441	+41 559
Housing	228 000	217 014	+10 986
Recurrent FIN	33 000	163 195	-130 195
Recurrent ETI	148 000	153 761	-5 761
Community Fund	0	0	0
TOTAL	**8 000 000**	**6 384 895**	**+1 615 105**

During the 1994 and 1995 which are the reporting periods the percentage of the Technical Assistance (TA) compared to the implementation was high compared to the following years. This was due to the preparatory information gathering and strategy development processes required. In most cases inputs from abroad in the form of international consultancy were used. The percentage of TA assistance was 50% of the actual costs. The total TA budgeted was FIM 3,193,000 and actual costs were FIM 3,211,506. The actual costs were FIM 18,506 higher than expected. The contract time for the expatriate water expert was slightly extended due to the workload in the planning of the annual work plans. The time used for the short-term consultancies on the socio-economic baseline survey and the village water supply feasibility study was longer than estimated. Therefore, the short-term consultancy fee and the reimbursable costs were slightly underestimated.

There were no major deviations in the work plan, so there was an overestimation of the costs involved in implementation during the 9/94 - 12/95. The original budget was FIM 4,807,000 and the total expenditures FIM 3,173,389.The estimated costs for HRD were almost spend and, accordingly, properly planned. The major emphasis was on training. Major purchases included 5 vehicles, 50 pumps and equipment for the WMERDB. No major purchases were foreseen to be purchased/paid from Finland so the budget was highly overestimated for this purpose. Increased availability of materials in Ethiopia affected the decision to purchase increasingly from the country. Also the local consultant/contractor budget line was overestimated. Regional experts took increasingly the major responsibility of the activities. Recurrent costs in Finland and in Ethiopia were underestimated. This was due to the drastic increase in telecommunication costs affected the set budget. In the local personnel budget line savings were made. The salary level for the personnel was expected to be higher.

4.1.3 Annual Expenditures 1/1996 – 6/1996

Next reporting period was the bridging period between European calendar years and the Ethiopian fiscal years.

Table 3: Comparison of expenditures 1/1996 - 6/1996 budgeted in the Project Document in Finnish Marks

Item	Total budgeted	Actual costs	Difference
TA	**990 000**	**761 804**	**+228 196**
Long term consultants	565 000	500 000	+65 000
Short term consultants	190 000	62 164	+127 836
Programme co-ordination	135 000	135 000	0
Reimbursable costs	100 000	64 640	+35 360
IMPLEMENTATION	**3 432 000**	**1 611 008**	**+1 820 992**
Human resources	438 000	139 348	+298 652
Materials [ETI]	2 040 000	946 025	+1 093 975
Materials [FIN]	12 000	1 834	+10 166
Consumables	143 000	145 664	-2 664
Contractors and local consultants	463 000	230 933	+232 067
Local personnel	42 000	46 209	-4 209
Housing	110 000	20 844	+89 156
Recurrent FIN	32 000	18 340	+13 660
Recurrent ETI	72 000	61 811	+10 189
Community Fund	80 000	0	+80 000
TOTAL	**4 422 000**	**2 372 812**	**+2 049 188**

For the reporting period FIM 990,000 were budgeted for the TA and FIM 761,804 were spent. This is 32% of the total actual costs. Some savings started to occur in the long-term consultancy budget line because a national water expert took over the duties of an expatriate water expert. The expatriate accomplished his duties in January and the regional expert took over in February. As regards the short-term consultancy an allocation for international consultancy was made on flexible basis to be able to field a consultancy if need arises. This was not realised.

There were no major deviations in the work plan as regarded implementation. The main targets were achieved. There was an overestimation of the costs involved during the whole reporting period. The training budget was either overestimated or training was transferred to the next fiscal year. Major training planned for extension agents based on the joint training package development; logistics management training etc. did not take place. Budgetary implications caused the total transfer of all environmental training to the next fiscal year. Abroad training was assumed to start this year and allocation was made. However, training programme identification took longer than expected. Programme planning exercise costs were highly overestimated. Costs were decreased because the pilot Woredas planned their work without external assistance.

Major purchase planned for this period was equipment to the WMERDB maintenance workshop. This purchase was transferred to the next fiscal year due to delayed tendering process. Savings were made also concerning the furniture to the offices at the Woreda and Zonal levels and materials to be purchased for two training centres. It was later decided that the furniture purchase is the responsibility of the Ethiopian Government. In addition, the two training centres were excluded from the programme support due to their unavailability for the programme use. The expatriate water expert's housing costs ended in February. No major repair was required for the other houses. The number of consultants' visits was limited and therefore no major hotel costs were involved. Community Fund budget line was established to respond to the arising need expressed in the community plans. The line was, however, not yet utilised.

4.1.4 Annual Expenditures 7/1996 – 6/1997

This was the first year starting follow Ethiopian Fiscal year. The summary of the expenditures during this period is concluded in the **Table 4.**

After the transitional period the work planning including budgeting started to follow the Ethiopian fiscal year. In 6/97 the cumulative expenditures were FIM 18,225,843, which was 68.8 % of the total budget of FIM 26.5 million. 3/4 of the programme period was utilised. During the year the percentage of TA compared to implementation started drastically to decrease. TA was 18.6 % of the total expenditures and utilised as planned. The disbursement rate was also high [81.4%].

Table 4: Comparison of expenditures 7/1996 - 6/1997 budgeted in the Project Document in Finnish Marks

Item	Total budgeted	Actual costs	Difference
TA	**1 406 000**	**1 388 043**	**+18 557**
Long term consultants	945 000	945 000	0
Short term consultants	90 000	108 915	-18 915
Programme co-ordination	270 000	270 000	0
Reimbursable costs	101 600	64 128	+37 472
IMPLEMENTATION	**7 720 200**	**6 082 093**	**+1 640 107**
Human resources	1 233 500	1 162 469	+71 031
Materials [ETI]	5 086 000	3 041 524	+2 044 476
Materials [FIN]	0	0	0
Consumables	180 000	322 178	-142 178
Contractors and local consultants	684 500	1 026 237	-341 737
Local personnel	132 000	96 717	+35 283
Housing	80 200	104 466	-24 266
Recurrent FIN	60 000	23 879	+36 121
Recurrent ETI	104 000	236 898	-132 898
Community Fund	160 000	65 725	+94 275
TOTAL	**9 126 800**	**7 468 136**	**+1 658 664**

Full operationalization of joint training was still lacking, so some savings were made on the HRD budget line. Material purchase was as planned apart from the purchase of the maintenance workshop equipment worth FIM 2 million, which purchase was transferred to the next fiscal year. Underestimation of the costs of sand, cement and fuel caused over-expenditure on the consumables budget line. Coding on this budget line was also not appropriate. Sand and cement should have been coded on the materials budget line. During this period 61 additional water points were constructed, which was the main reason for over-expenditure. Delayed completion of works by WWCE caused delay of payments. This was concerning the Hamusit water supply and the VIP latrine construction. Vehicle insurance and the customs payments were underestimated and caused over-expenditure on the recurrent/ETI budget line. Community Fund activities started up only in a limited manner.

4.1.5 Annual Expenditures 7/1997 – 6/1998

The costs of the last year of Phase I are presented in the following table.

Table 5: Comparison of expenditures 7/1997 - 6/1998 budgeted in the Project Document in Finnish Marks

The costs do not include the costs of the DIDC of FIM 181 265.

Item	Total budgeted	Actual costs	Difference
TA	**1 461 000**	**1 328 410**	**+132 590**
Long term consultants	1 065 000	855 000	210 000
Short term consultants	90 000	118 506	-28 506
Programme co-ordination	270 000	270 000	0
Reimbursable costs	36 000	84 904	-48 904
IMPLEMENTATION	**6 957 700**	**8 597 220**	**-1 639 520**
Human resources	1 455 300	1 426 534	+28 766
Materials [ETI]	3 680 000	4 751 710	-1 071 710
Materials [FIN]	0	0	0
Consumables	180 000	201 195	-21 195
Contractors and local consultants	1 061 000	1 763 734	-702 734
Local personnel	72 000	95 980	-23 980
Housing	93 400	68 739	+24 661
Recurrent FIN	36 000	15 854	+20 146
Recurrent ETI	180 000	149 995	+30 005
Community Fund	200 000	123 479	+76 521
TOTAL	**8 418 700**	**9 525 630**	**-1 506 930**

Savings of FIM 132 590 were made in TA budget line because the recruitment of the Operation and Maintenance (O&M) expert did not materialise. Short-term consultant needs and reimbursable costs were underestimated and therefore these budget lines were overdue.

Only FIM 1,4 million was allocated for the purchase of workshop equipment. The total costs of workshop equipment was actually FIM 2,6 million causing FIM 1 071 710 over-expenditure during this fiscal year.

The construction during the last fiscal year of Phase I was still intensive. Therefore the costs for the artisans and latrine construction were underestimated. Anyhow some savings were achieved in housing, in recurrent and in community fund budget lines.

4.2 Ethiopian Government

The total cumulative Ethiopian government contribution for Phase I has been BIRR 14,769,510 which is 86.9% of the expected 4 years contribution. The amount of contribution was increased during the last two years. The annual contribution rises from 13.3% in the first two years to 86.7% during 1996/97 and 1997/98. Human resource contribution was 50% of the total being the main source of contributions. Materials investments were 29% being the second largest contribution. Materials (consumable) and recurrent costs comprised 20% and 1% respectively.
The summary of Ethiopian Government contribution is presented in **Table 6.**

Table 6: Ethiopian Government Contribution during Phase I

Item	TOTAL	97-98		96-97		95-96	94-95
	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Human resource	**7,406,750**	**2,961,700**	**3,308,275**	**277,986**	**334,8750**	**410,800**	**338,925**
Woreda persons	5,281,300	2,563,450	2,959,850		2,163,150	158,300	
Region persons	1,147,650	281,250	275,625		555,000	230,700	86,325
Zone persons	91,200	117,000	22,800		46,600	21,800	
Studies	886,600		50,000		584,000		252,600
Materials	**4,370,000**	**29,000,000**	**1,152,000**	**2,250,000**	**2,818,000**	**400,000**	
Workshop (O&M)	1,500,000	29,000,000	782,000		718,000		
Spare parts	1,900,000				1,900,000		
Office space	70,000	78,000	70,000				
VWSS	900,000		300,000		200,000	400,000	
Fuel, lubrication.	28,800	360,000	28,800	34,000			
Recurrent	**2,963,960**	**1,834,118**	**1,439,077**	**853,360**	**715,319**	**355,924**	**453,640**
Office rent	270,210	36,000	36,000		162,210	36,000	36,000
Duty free items	2,582,392	1,760,000	1,352,200		530,915	304,379	394,899
Venues&storage	111,358	38,118	50,877		22,194	15,546	22,741
Grand TOTAL	**14,769,510**	**8,110,637**	**5,928,152**	**3,415,346**	**6,882,069**	**1,166,724**	**792,565**

As regards human resources, the largest proportion comes from Woreda personnel contribution which is about 71.3% followed by region 15.5%, preparation of different manuals 11.9%, and the two zones 1.3%.
In terms of investment the spare part purchase worth of BIRR 1.9 million, maintenance workshop construction, and three water supply schemes were the main items. The main proportion of the recurrent cost comprises duty forgone, worth BIRR 2.6 million, that otherwise would have been paid. Human resources contribution was 190% higher than the anticipated amount. This was the result of the decentralised implementation and effective co-ordination mechanism. Workshop spare parts worth of BIRR 1.9 million were contributed from the Ethiopian government.

Maintenance workshop construction actual cost is worth BIRR 1.5 million, which is less than the budgeted BIRR 3.8 million. If this budget was consumed the committed BIRR 17 million would have been fulfilled. Fuel and lubricant of 12 Woreda vehicles was planned to be BIRR 34,000 during 1996/97 year but was never allocated because of request made after the budgeting period. In 1997/98 the actual fuel and lubricant budget allocated was 12 times less than the planned amount.

4.3 Community

Community contribution has been increasing throughout the Phase I in correspondence with the expansion and diversification of activities at the community level. The total contribution during the Phase I was BIRR 3,554,218. The highest proportion 78.6 % comes in the form of labour during the construction of water points. Labour participation during implementation of environmental activities is the second highest contribution 11.7%, followed by gender and WATSANCO trainees which together make 7.2%. Material contribution during water supply construction was 2.4%. The total community contribution calculation does not include the operation of grass root level committees and M&E meetings to manage and follow up completed projects owned by the community. Significant amount of O&M contribution in the form of cash and in kind has been made by the community. The summary of community contribution is presented in the **Table 7**, below.

Table 7: Community Contribution during Phase I

Beneficiaries	Water points			Environment	Gender training	WATSANCO training	TOTAL
	Person	Stones	Wood	Personnel			
	BIRR	BIRR	BIRR	BIRR	BIRR	BIRR	BIRR
Rural Community	2723300	47795	35837	404570	186900	65016	3463418
3 Rural Centres	90800						90800
TOTAL	**2814100**	**47795**	**35837**	**404570**	**186900**	**65016**	**3554218**

In addition to this communities in seven Woredas have contributed in cash for operation and maintenance a total of BIRR 31 525.

5. OUTPUTS

5.1 Development and Immediate Objective

The achievement of the development objective has been formulated in the Appraisal Mission report as follows:

> The capacity of the communities to control their activities independently has not yet reached the sufficient level. Signs of strong ownership have been seen, though. A participatory approach to planning has largely ensured community level ownership of Programme activities. In many ways the evolving process of strengthened community participation in community level planning was perceived as the most important achievement of the RWSEP by those most affected by these plans. The development of community plans is seen by the participants as a significant contribution to promoting the empowerment of rural communities. [Appraisal mission report]

5.2 Key Results

5.2.1 Institutional and financial sustainability

The key result indicates both institutional and financial sustainability. Since it was foreseen already when preparing the programme document that the programme will continue to the Phase II, the financial sustainability aspect was expected to be mainly fulfilled during the Phase II. In this respect, the target was later made less ambitious for the Phase I to include institutional sustainability only.

As regards the establishment and operational capacity of the institutions, the targets have been 100% met during the Phase I. The administrative and management system is functional at all levels. The amount of supervision needed from the regional level is limited, and the personnel are able to implement activities as per the plan. The programme is at present considered as part of the government's regular work. At the early stages of the programme there was confusion concerning the status and working methods of the NGOs and bi-laterals, and the programme was considered as an NGO. Sensitisation assisted in changing the misconception at all levels.

Programme activities fully integrated into the existing system (4.3.1.1)

[4.3.1.1.1.] Operationalize an appropriate institutional framework for implementing the RWSEP in line with the decentralisation and decision-making policies

Operationalizing was based on using community level as the starting point, which is supported by the Woreda, Zonal and regional level. Establishing and strengthening the horizontal and vertical information flow between these levels was another main principle.
The Programme organogram is presented in **Annex 6.**

C*ommunity level*

During the Phase I a functioning decentralised system based on strong roles for Woreda and community was operationalized. At the community level each 203 communities have established the Kebele Co-ordinating Committee (KCC), Water and Sanitation Co-ordination Committee (WATSANCO) and Gender groups and selected a Reporter.

KCC
The community chairperson heads the KCC. Chairperson is part of the government administration, which reaches to the community level. The other four persons are selected by the community during the community planning to represent the community. Two members of the KCC are women. The KCC is responsible for the overall co-ordination of the development interventions related to the programme and the implementation of the community plan. The KCC ensures that the quarterly monitoring meetings are held at the community level to assess the progress of the plan implementation. KCC as the co-ordinating body is to bring together the interest/management groups at the community level: WATSANCO and gender groups. Prior to start up of any physical or training activities the community chairpersons were sensitised in the programme activities, which was followed by training of the KCC as a whole after completion of the community representative selection.

Institutional set up established and further strengthened

- 203 Kebele Co-ordinating Committees operational [1015 members; 40% women]
- 203 reporters operational
- 203 gender groups at community level operational [10 persons each]
- 590 WATSANCOs operational [5 persons each; 40% women]
- 203 community gender teams operational [10 members each]
- 12 Woreda Co-ordinators operational
- 12 Woreda Co-ordinating Committees operational [4 office heads, one WPC and one Gender Focal person each]
- Woreda focal persons in each Woreda in place
- 12 Woreda gender focal persons as members of WCC
- 12 gender teams at Woreda level operational [members each]
- 12 Woreda IEC teams operational
- 12 Woreda sanitation teams operational [members each]
- 2 Zonal Co-ordinating committees in place
- 2 Zonal IEC teams operational
- 2 Zonal sanitation teams operational
- RCC and the Board operational
- 7 regional focal persons operational
- Programme Manager operational

WATSANCO

Each water point has one WATSANCO. The WATSANCO is responsible for management and monitoring of the activities related to water and sanitation. It comprises three men and two women selected during the community planning. WATSANCOs organise during the construction the availability of community inputs. They hire the guards or organise the turn-by-turn guarding depending on the decision of each community. They are also responsible for collecting contributions to the O&M fund and to supervise the work of the pump attendants. They are trained in sanitation aspects and promote cleanliness at the water point and the surroundings. They are also trained in construction of Sanplats latrines and provide technical assistance in construction. They report directly to the KCC.

GENDER GROUP

The gender group is established during the gender training to promote continuous discussion on gender issues at the community level. The group is to ensure that during the community planning the gender issues are reflected and the priorities of women incorporated. They are also responsible for monitoring the implementation of income generating activities. In the quarterly meetings they monitor the community plan implementation from the gender perspective.

REPORTER
When the number of communities involved in the programme rapidly grew it was realised that there is a need to strengthen the direct linkage between the community and Woreda for the Woredas to be able to rapidly react to the needs of the community. Reporter, who usually is a schoolteacher from the community, is preparing 15-day reports on the progress to the KCC and the Woreda: strengths and weaknesses; problems arisen and solutions proposed. Reporters as the secretary/member of the KCC have performed an increasingly important role in the organisational aspect and in M&E. They are considered as "programme managers" at the community level and will be further trained to assume the increasing duties. Reporters are usually teachers and they are remunerated for their services, the sustainability of which has to be looked into.

Woreda Level

At the Woreda level the Woreda Co-ordinating Committees (WCC) are operational in all 12 Woredas. They manage the programme independently including financial management. The WCC comprises of the office heads of agriculture, health, education and administration. The 12 WCCs have assigned a full-time Woreda Programme Co-ordinator (WPC) to co-ordinate and facilitate implementation at the Woreda level. As a sign of multi-sectorality, two co-ordinators have been assigned from the office of health, and ten from the office of agriculture. In order to operationalize and facilitate the implementation of Information, Education and Communication (IEC), sanitation and gender issues, thematic teams comprising personnel from the Woreda offices have been assigned. The team members work on part-time basis.

Woredas have become key implementation units in collaboration with communities. However, communities are not in a position to implement activities independently, yet. Accordingly, strong facilitating role is required by the Woredas. The linkage between the communities and Woredas is existing but it requires strengthening so that communities do not become dependent on the full-time Woreda support but run their activities on demand-basis.

The WCCs and the WPCs have successfully performed in their respective roles as the co-ordinators and managers of the programme at the Woreda level. To further enhance multi-sectorality thematic teams have been operationalized to address the cross-sectoral matters. The linkage between the thematic teams themselves (IEC, gender, sanitation) and with the WPCs/WCC has been created but needs to be further strengthened. Thematic teams need further training in accomplishing their duties.

Financial and logistics capacity of the Woredas has been strengthened through training in financial and other management aspects of the programme. Financial responsibility of the Woredas has increased during the Phase I based on satisfactory experiences. Transactions through the Woredas amount to approx. BIRR 5 million, which is above 20% of the total implementation budget. The financial settlements from Woredas in most cases are timely. In one Woreda financial mismanagement occurred which was rapidly solved by the government and was not repeated. Follow up of the use of assets is strict. Woredas have reported loss of cement or soil conservation materials. Penalty has been immediately issued by the WCC. The office of agriculture undertakes financial management. Bi-annual auditing of the Woreda finances by the Zonal auditors ensures proper financial management.

In order to strengthen the implementation and managerial capacity of the WPCs, the WPCs quarterly networking meetings with the programme have become a practise. The WPCs have gained self-confidence and are in a position to assist each other, and the programme, in problematic issues occurred during the implementation. The capacity of the WPCs to analyse the work plan implementation situation has notably increased. Not only do they analyse the problems but also are in a position to propose feasible solutions based on their practical experiences. They have participated in as many training as possible organised by the programme to increase the technical capacity and for them to gain holistic skills to facilitate implementation. In order to strengthen co-ordination and multi sectoral approach at the Woreda level the WPCs, and the co-ordinators of the IEC, gender and the sanitation teams have initiated organising meetings every 15 days to ensure smooth information flow, proper follow-up and contribution to each other' s work. Thematic teams in some cases are relatively weaker at the Woreda level and need strengthened inputs from the Zonal and regional teams.

Zonal Level

At the Zonal level the Zonal Co-ordinating Committee (ZCC) has been established comprising the departments of agriculture, health, water, education, planning and economic development and administration. The ZCC has a facilitating role to monitor the performance and provide technical assistance to the Woredas. The Water, Mines and Energy Resource Development Bureau (WMERDB) have chaired the ZCC. Involvement of the zones in the programme has been complex. Lack of human resources and professionals has hampered the zones to fulfil their role as facilitator and provider of technical assistance. Technical assistance has mainly been provided in the thematic issues like IEC and gender activities. The overall co-ordination has been limited. The ZCC is expected to participate in the Woreda quarterly assessments, but their participation has been mainly limited in participating in the bi-annual meetings.

The role of the zones has been limited to supervision and provision of technical assistance. There were attempts to increase their role e.g. in the site selection of the water points. However, their human resources are extremely limited and they were not able to cope with the increased role. The role of zones should be carefully thought of within their capacity to function. In case their role becomes an additional burden, it might have negative impact on the efficiency of the programme

The programme strategy followed the decentralisation policy, accordingly, giving the implementation authority to the Woredas. This resulted in a situation where the linkage between the Woredas and the regional level became stronger than the linkage with the two zones. ZCCs also did not have regular meetings to discuss the programme issues, hereby not being able to follow the performance.

Regional Level

At the regional level the Regional Co-ordinating Committee (RCC) comprises of the bureaux of agriculture, water, mines and energy; health; education; Women Affairs Office (WAO); planning and regional administration. RCC is chaired by the WMERDB.

Each RCC member bureau has assigned a focal person to participate in the day-to-day management of the programme. This has resulted in increased integration of the programme to the activities of the bureaux, and increased information flow of the status of the programme. The focal persons are periodically expected to report to their respective bureau head of the programme. However, in some cases the information flow has not been sufficient, and has resulted in misunderstandings concerning the status and procedures of the programme. The RCC is expected to meet quarterly to follow the performance of the programme. This has not been a strict practise and has partly contributed to the relatively limited information flow between the programme and the bureau heads in some cases. Monitoring reports are, however, sent to the RCC members and the concerned sector head regularly. The RCC has felt very important to re-define and improve the definition of the roles, responsibilities and authorities of the Board, RCC, ZCC, WCC and other relevant bodies in charge of the implementation.

In early stage of the programme it became evident that RCC members can not participate in the day-to-day decision making in the programme implementation. But it was seen important that RCC members are continuously aware of those day-to-day decisions. Therefore a Focal Person system was established and limited decision making power was delegated to Focal Persons. Each RCC member was to ensure that required information flow exists between the focal persons and the Bureau Heads in order to avoid decisions, which are not based on the views of the respective Bureaux but only the focal persons. So it is very important that Focal Persons take an active role in briefing their respected Bureau Head.

The Ethiopian Government assigned the Programme Manager as the counterpart to the Programme Co-ordinator. Since the programme was expected to continue after the Phase I, assigning of counterparts to the other TA personnel (water expert, extension and training expert) was not considered justified on full-time basis. Instead, the focal person system was established.

The Board is the highest decision-making body concerning the programme implementation. It is chaired by the BoPED with participation of the WMERDB, donor and the consultant. The Board has met regularly twice a year to follow up the performance and to approve the work plans.

[4.3.1.1.2.] Integration of RWSEP planning into the work plans of the NREPB and regional action plans

During the implementation it became evident that the programme activities are not only to be integrated into the work plans of the WMERDB (NRDEPB), but to all RCC member bureaux plans. At present this is only partially achieved. Even though the work planning has started to follow the normal Woreda-zone-region -process, it is only at the latter stages of the programme that the plans are fully incorporated to the plans of the Woredas, and accordingly in the upper level plans. WAO with regional level structure only has incorporated the plans into the plans of the bureau from the very beginning. To a lesser extent, the WMERDB has incorporated the targets into its own plans.

Planning formats have not been harmonised until now. The reporting formats will be changed to the Ethiopian government formats starting from the Phase II. Practise of using quarterly work plans was also dropped. It became clear that the Woredas had the required implementation capacity without quarterly planning. Quarterly discussions between the WPCs and the programme were introduced instead.

The practical implementation of the programme has been very intensive at all levels. Annual work plans have been prepared based on the 203 four year community plans, first at Woreda level and then at Regional level. Further more the quarterly planing has been executed at Woreda level through quarterly meetings of the WCCs and Thematic Teams. This quarterly planning has served effectively the intensive physical implementation. Therefore, in order to reduce bureaucracy and production of extra papers, the regional level quarterly planning has been incorporated into annual plans and followed up through quarterly networking with WPCs.

In the Woredas the WCC members are responsible for the preparation of the plans. The work planning process has enabled the Woredas to take full responsibility of their planning. It has given the Woredas an opportunity to formulate the detailed activities required for the implementation of mutually selected development activities and to estimate and analyse the material and human resources needed to successfully complete the activities. Woredas set the targets for construction themselves and commit to the achieving the set targets increasing their ownership of the Programme. Finally upon approval of the programme work plan, the original targets are assessed and modified with the Woredas.

[4.3.1.1.3.] Support of bottom-up planning process through RWSEP planning

Ref. Social sustainability [4.3.2.1.1.]

Integrated policies, strategies and approaches (4.3.1.2)

[4.3.1.2.1] Support the development of regional policies, strategies and approaches in water and sanitation; participatory approach and gender

Support to regional policies, strategies and approaches have been primarily in direct. At the early stages of the programme a workshop was organised by the NRDBP with the programme financing, to discuss and harmonise the participatory approaches applied in the Region. The workshop did not produce the expected results; rather it made the participants more “protective” of the approach they themselves were using. Approx. 35 NGOs, bilateral organisations and government officials attended it. It was considered as the first step in co-ordinating development efforts particularly related to the approach used. The workshop participants produced a set of indicators for a successful participatory approach. Major recommendations were the following:

- undertake a survey of different approaches in the use in the Region;
- set up a co-ordination mechanisms/possible liaison officer;
- provide co-ordinated technical and method related training at all levels;
- come up with a methodology framework;
- organise seminars to narrow differences between NGOs/Government Offices/bi and multilateral organisations;
- make donors aware of differences in approaches and the need for uniform approach;
- established follow up mechanism;
- continuous share of experiences between different partners;
- establishment of the documentation centre at all levels;
- annual reviews of approaches;
- establishment of a newsletter for information sharing.

The harmonisation of the participatory approaches failed. The workshop, organised in early stage of the programme, came actually to the conclusion that there can not exist region level participatory approach. The recommendations made by the workshop were not followed-up, because the responsibilities to carry out the follow-up were not agreed.

There is not up to date a water policy at the national level. Accordingly, the regional strategy development has not started apart from setting targets in the present regional five-year-plan. During the last year of the Phase I, an operation and maintenance strategy in the water sector was prepared for the Region. It gives guidelines for operationalizing the strategy from the community to the regional level. During the Phase II operationalizing the strategy in the programme area is one of the main tasks foreseen. The need for other justified support for strategy and policy development did not arise during Phase I.

The importance of sharing experiences bi-annually has been acknowledged and a forum created. Accordingly, workshops on a thematic issues were changed to programme's bi-annual meetings.

Originally the meetings were anticipated to take place only annually. As per the good results of the first meeting and based on the recommendation of the participants the meeting was scheduled to be bi-annual. Achievements and problems were in detail discussed, analysed and recommendations made. The forum promotes experience sharing between Woredas; zones and the region. It gives implementation guidance for all levels and the programme office. In addition, it increases information on the programme activities thereby contributing to development of different approaches and methodologies in the Region.

Human resource development and institutional capacity building (4.3.1.3)

[4.3.1.3.1] Strengthen the institutional and HRD capacity of the government organisations and communities at all levels

The main emphasis on training considered under the institutional sustainability covers the managerial and finances training undertaken at the Woreda level. At the Woreda level the office of agriculture handles the financial management. Personnel have been trained in the financial management and logistics in all 12 Woredas. At the Zonal and regional level there has not been a need for training since the Woredas are independently handling the financial management.

Required personnel trained
- 164 trained in management [logistics]
- 12 WPCs trained in management
- 203 Kebele chairpersons sensitised in programme activities
- 1015 KCC members trained in programme management
- 44 participated in methodological and subject matter training [joint training]
- 7 regional experts trained abroad

Activities fully integrated into the existing system
- work planning integrated into the government system
- M&E system operationalized
- 203 Kebele reporters trained
- bi-annual meetings held

Improved logistics (main assets)
- 12 vehicles purchased for Woredas
- 12 motorbikes purchased for the Woredas
- office equipment purchased for the Woredas
- 2 vehicles purchased for zones
- 1 vehicle purchased for the WMERDB
- 4 vehicles; computers and other materials purchased for the RWSEP
- 2 terrameters with accessories purchased for the WMERDB
- photocopiers, computers etc. purchased for RCC member bureaus

Training in methodological and subject matter issues [joint training] was initiated for Woreda experts and Development Agents (DA) to give them multi-sectoral training for broader understanding of development issues as reflected in the community plans. Training included both technical subject matter and theoretical approach and strategy training. During the preparation it was realised that the training methodology as such required improvement towards adult education methods and improvement of communication skills. The training promoted the Woreda personnel skills to implement the activities as per the programme strategy and approach combining the preliminary training on subject matters and participatory development. It was undertaken in a very small scale due to lack of trainers. Decentralisation of the training is a prerequisite and the wish of those already trained.

Capacity of the regional experts to respond to the demands of the regional and the programme needs has been increased through further training in abroad. Abroad training comprised sustainable rural water supply management, adult education and communication [environmental education], poverty reduction, gender issues, integrated rural development and sanitation. Seven regional experts [incl. programme manager] have participated in the programme. As a concrete outcome the WAO participant produced a training manual for the region in gender sensitive planning and development. No assessment has been made how the other participants have been/are using the gained knowledge.

Amount of supervision required for successful implementation at the Woreda level has decreased. Field supervision and quarterly meetings with WPCs and thematic team co-ordinators are sufficient means for the pilot and middle Woredas. New Woredas require the planned training. After the training the Woredas can independently handle the implementation. New Woredas have learned of the experiences of the previous Woredas through experience sharing, both practical and theoretical. This has improved the implementation capacity compared to the pilot and middle Woredas when newly included.

> "The achievements, both quantitatively and qualitatively, are impressive in this regard (human resource development and capacity building); over a thousand people have been trained in community level management, training and meetings have been used to actively connect the different decision-making levels to each other, and management structures are in place at community, Woreda, Zonal and regional levels with mandates that far exceed the narrow sectoral focus usually associated with rural water supply." [Appraisal mission]

The assessment of the abroad training was discussed during Phase I, but due to the lack of resources and time it was postponed to Phase II. The long term benefits and impacts of the given training can actually be seen when a certain period has passed from the training. Therefore the assessment should be done during Phase II.

5.2.2 Social Sustainability

Community control and ownership of their own development (4.3.2.1)

[4.3.2.1.1.] Support participatory planning and participatory development

Community Planning

Community planning, and the community level quarterly assessments [M&E] have been the means of involving the communities from the beginning both in the programme activities as well as their development in general. Selected Kebeles (203) are implementing their community plans which are prepared through both in-service training for trainees (extension agents) in the newly incorporated Woredas and by the already trained extension agents in the earlier incorporated Woredas. Extension agents' capacity to implement participatory development has been increased and they are able to undertake community planning and M&E with minimum external support. Extension agents have been able to use the Gender Analysis Matrix during community planning.

During the community planning communities define their priorities; resources in their use and the resources they require; timing of activities; siting of the water points based on the mapping exercise and the wealth analysis. In addition, communities define the indicators and gender indicators, which they use as the basis for community-based M&E. Development agents finalise the plans in a written manner. The respective community, Woreda and the programme office keep copies. In some Woredas community plans have been used as basis for planning the word's regular government activities.

- 240 extension agents trained in participatory community planning and participatory development
- 203 community plans prepared and are being implemented
- 91 animal health agents trained
- Community Fund:
  - 455 community members trained in animal health
  - 455 community members trained in forage development
  - 455 community members trained in IPM
  - 3 stove producers trained in Mota

IEC is one of the main tools for social sustainability. The role of the community has changed to be an active participant in the information system as information generators and users. The exercise involves participatory information system. It starts by experience sharing of new Kebeles and Woredas visiting existing Woredas followed by community planning process in which case the community determine their four year vision. Then tools like conventional drama, asmari, songs, are undertaken to promote community involvement in all cycles of decision making process. The process contributes towards increased ownership. The IEC strategy is process oriented and dynamic that community's interest is promoted in a continuous manner. As part of the participatory information system, the participatory M&E system of the programme plays a vital role in increasing communities ownership by involving them in a continuous decision making process. Participatory M&E is the main factor for the programme's dynamism. Experience sharing between communities encourages them to perform better than others. The lessons learned from this IEC strategy are:

- Applying IEC strategy has had major impact on the ownership of the programme. The strategy using appropriate channels of transferring information to and back from the community creates an interactive situation. IEC strategy has a key role for social acceptability and sustainability
- Style used is based on community's awareness, experience and psychology. IEC tools are not applicable to all Woredas. Based on the assessment the IEC tools applicable have been identified
- M&E is the best tool for increasing community's ownership and has a main role in the dynamism of the programme
- The IEC structure and the capacity created at all levels ensures the message development at Woreda level
- Increased efficiency and confidence at the community level through IEC

- Improved performance through experience sharing
- Sharing of ideas changes attitudes
- Schools involvement in IEC practise is effective

KCCs and WATSANCO members and the reporters have been selected during the planning and became operational in their respective Kebeles. Capacity of the community level groups in the previous Kebeles has been further strengthened through refresher training. Demand driven activities identified by communities excluding water and environment (financed from the Community Fund) have been implemented. Motivation of communities and control of their development has been increased through implementation of these activities.

Community Fund

Community Fund budget line was established to provide the flexibility to respond to the arising needs from the communities as per the community plans, and not directly related to the programme activities. Community planning forms the basic tool for enabling communities to be the initiators of the programme activities. Women's and men's priorities were separately reported in addition to the final plan. In most cases women do not defend their priorities even though encouraged by male participants. Women's priorities were included in the plan, though, but the ranking might be lower than if priorities had been defended. Some encouraging examples of arguments were stated, though. This indicates that gender training carried out at the community level is justified.

Community Fund financed activities have increased the motivation of communities to initiate proactive measures and multi-sectoral development. Through Community Fund activities which are not directly linked to the programme are supported based on the analysis of the community plans. Programme intervention areas within the Community Fund budget have been improvement of animal feed and veterinary education, clinic/health post outreach, animal health outreach, and pest controlling.

In order to mitigate the primary animal health problems occurring at the community level an intervention was defined within the Community Fund budget to create community level primary animal health care capacity. One of the components identified in the strategy was training of livestock health agents. Purpose was to create awareness of those (men/women) active in livestock production, feed preparation and animal health care in their respective communities. The WCC nominated farmers appropriate for the training using criteria set in collaboration with the zone. After the training trainees were linked to service co-operatives which are the structures used by Department of Agriculture (DoA) to channel livestock medicine. Trainees were expected to give lessons in their respective communities. After being trained trainees were used as sources of information of disease outbreaks, feed shortage and related livestock problems. They can also be used as organisers of vaccination programmes and as contact farmers.

Equipment are planned to be kept at the Woreda level and be used by the livestock health agents in a rotating manner. Community members will pay to the livestock health agents for the services they render.

Gender aspects fully reflected in the programme activities (4.3.2.2)

[4.3.2.2.1.] Support mainstreaming of gender issues into all RWSEP activities

Gender Training

Gender training at various levels has been used as a method to initiate the attitudinal change. Main achievement has been decentralising the gender training down to the community level. Training at the community level has been made possible through extensive training of regional, Zonal and Woreda experts. Training in eradication of traditional harmful practises was incorporated into the gender training hereby addressing the harmful cultural aspects affecting women's lives. In order to institutionalise and ensure the attitudinal change at the community level gender groups have been established in each Kebeles. However, continuous reinforcing is required at the community level to strengthen women's confidence.

- 25 TOT members trained at the regional and Zonal level
- 360 Woreda experts trained in gender issues
- 9950 Community members trained in gender issues
- Women's Day celebrated at regional and Woreda level
- Income generating activities supported:
  - Bee-keeping
  - Home gardening
  - Sheep rearing
- Networking

Gender training at the community level has contributed to ensuring that the community plans prepared reflect truly the priorities of both women and men. Woreda experts and DAs, Zonal and regional experts have been trained in the gendered participatory development including community planning, gender analysis and M&E.

In order to reinforce the gender sensitivity of the community planning the gender training precedes the community planning exercise. Prior to the start up of the community planning experts in new Woredas were trained in gender issues. Participants came from the Woreda agricultural, health and education office, and council representatives and women's representatives.

Networking

During Phase I efforts to bring various groups and levels of women together to address their specific issues have been made. Kebele gender groups chairs met quarterly with the Woreda gender group; Woreda gender focal persons met with the WAO and an annual meeting was organised to bring together Woreda gender groups. Togetherness and belongingness to the implementation mechanism improved, however, it requires further strengthening. Gender networking continues to strengthen linkages between women from different professions and levels. Community gender group meetings with the Woreda gender groups have supported the implementation of gender activities at the community level. Woreda gender focal persons met quarterly with the WAO to assess the performance and plan for the quarterly activities. Support to March 8 (Women's Day) celebrations improved the awareness in gender issues and gage recognition to women's efforts.

Income generating activities for women

The financial status of women in the society is generally lower than men. On pilot activity-basis some income-generating activities for gender groups were supported. Bee keeping and sheep rearing require credit services to be expanded in a large scale but were supported on revolving fund basis. In Goncha in sheep rearing 19 women bought 34 sheep and 4 goats. Now they have 66 sheep out of which 30 are sold with the profit of BIRR 1 628. Different edible fruits were sold from the home garden with the profit of BIRR 331.50. In Dera 32 sheep were bought for 16 women and now they have 15 additional sheep. The Finnish government-supported Credit Programme for Women was supposed to provide the required financial basis for larger scale expansion of the concerned activities. However, it was not approved during the Phase I.

Support to institutional structure

As an important institutional improvement for addressing gender issues focal persons at the Woreda level were nominated, trained and have functioned as members of the WCC. The WAO does not have a structure below the regional level, so the focal person system has had great impact on being able to address the gender issues successfully.

Communities address their priority problems (4.3.2.3)

[4.3.2.3.1.] Implement a holistic entrepreneurship/income-generating programme including credit in collaboration with WAB

The programme facilitated the undertaking of the credit study for the Women's Credit Programme to be financed by DIDC, and participated to its formulation. The credit programme was to start parallel to the RWSEP. However, up to date it has not been operationalized. The programme as a separate effort to supplement the delayed operationalization of the rural women's credit programme initiated a revolving fund system. (Ref. 4.3.2.2.1 Income generation for women)

Public acceptance and recognition of the approaches, strategies and policies (4.3.2.4)

- 2500 community members participated in experience sharing
- 90 Woreda experts trained in IEC planning
- 80 regional experts trained in popular media and drama for development
- 444 Woreda experts trained in use of conventional drama
- 294 Woreda experts trained in use of community drama
- 239 students teachers trained in IEC planning

[4.3.2.4.1.] Support implementation of an IEC strategy which increases info flow between all development partners, at all levels, between regions and also abroad

Decentralised implementation mechanism for IEC activities has been developed. IEC teams have been established and trained in all Woredas. Information flow between partners particularly at the Woreda and community level has increased. The IEC groups have been further strengthened through IEC co-ordinators quarterly networking meetings with the programme office. IEC groups are able to implement IEC activities with the minimum support from the Region. Schools' role in the IEC activities has been strengthened.

Experience sharing

Experience sharing mainly at the community and Woreda level formed the basis for facilitating effectively the expansion of the programme to new Kebeles and Woredas. Seeing the achieved results create credibility in the new communities/Woredas and provide a forum to discuss any arising issues. Experience sharing created a broad familiarity with the programme already prior to the initiation of the programme activities in an area. Horizontal experience sharing takes place as community members visit communities where activities are already under way, vertical sharing takes place between the various levels.

Aggar and MIKIKKIR

Quarterly magazines, AGGAR and MIKIKKIR, were established to share information between the various levels. MIKIKKIR is produced based on the quarterly monitoring meeting reports and functions as information exchange between communities. AGGAR is more directed to enhance communication within the government structure and explain the performance, strategies and approaches of the programme.

Listening groups

Listening groups were expected to be started in selected communities to enhance the already started activities and to provide a forum for discussion in thematic issues. Tape production was delayed, and the activity was transferred to the Phase II.

Drama and Posters

Drama has been shown particularly during the community quarterly assessment and handing over of the water points to deliver messages. 3 posters have been printed.

RWSEP Day in the Woredas

RWSEP day as an annual occasion has been carried out in all Woredas. Woreda annual activities were presented in the form of charts, photograph displays, and speeches. Music, poems, and drama were also presented to the public.

The crucial role the church in IEC is also recognised. The church is closely involved in the water point construction and gives its blessing to the water point. The churches also use holy water in their ceremonies and the programme protects these church water points. The holy water cannot be mixed with the regular spring water so it has to be protected separately. In the preparation of posters the church painters played the key role. Church paintings are a historical way of transmitting messages in an understandable and acceptable way. The role of the churches in training communities after the Sunday service has been strengthened and particularly gender training takes place during this time.

IEC activities in two Woredas as an example

(Dera Woreda)
- 168 conventional drama shows
- 52 community dramas
- 465 poems, 123 songs, 202 musics, photos
- 258 men and 127 women participated in experience sharing from communities, from Woreda to Woreda 85 men and 48 women

(Bibugn Woreda)
- gender committee experience sharing (3m|2f)
- community experience sharing (64m|12f)
- artisans experience sharing (13m|3f)
- 32 conventional dramas presented 38 times
- 4 songs, 5 debating
- 6404 people participated in IEC excercies (4395m|2009f)
- 10 community dramas prepared by community

5.2.3 Technical and Operational Sustainability

- 557 new water points constructed in 203 communities (411 hand dug wells/146 springs)
- 33 water points rehabilitated (20 hand dug wells/13 springs)
- 206 500 people gained clean water (350/water point)
- coverage in pilot Woredas between 16.99% - 30.46%, in middle Woredas 9.95% - 22.82%, in new Woredas 1.96% - 7.13% depending on the Woreda size
- coverage increased in South Gondar and East Gojjam Woredas by 7.61% and 16.47% respectively: 11,96 % in total.
- 359 artisans trained to increase the construction capacity
- 60 pump installers trained to increase construction and O&M capacity
- 406 pump attendants trained to increase the O&M capacity
- 2940 WATSANCO members trained to increase the management capacity at the community level
- total contribution of BIRR 31 525 contributed by seven Woredas to O&M Fund
- 3 piped water supply schemes constructed on cost sharing basis with Ethiopian government benefiting 18 500 people
- 65 VIP latrines (334 cubicles) constructed for schools (58) and clinics (7)
- 337 Sanplats latrines constructed in rural communities
- 2000 contact women trained to transmit sanitation messages at community level
- 25 TBAs trained

Affordable and acceptable technologies (4.3.3.1)

[4.3.3.1.1.] Based on indigenous knowledge develop affordable and acceptable technologies in water and sanitation in collaboration with donors including NGOs, private sector, local artisans and communities (including women)

Rural water supply schemes

The applied technology is based on the assessment of experiences in the country and the feasibility of some other technologies [bucket and rope, stone lined wells, tile lined wells etc.] used in other countries. The present technology of closed water points with hand pumps and concrete ring lining vis-à-vis other technologies was discussed in thematic meetings in selected communities.

Technology is still simple and construction works can be carried out by the trained artisans [six weeks' training]. Concrete rings are cast on the site using moulds made by a private contractor at the regional level. Cement and sand are purchased directly by the Woredas. Assets from outside the Woreda level are mainly the pumps, moulds and reinforcing bars.

The average construction cost of one water point including the pump are BIRR 15 000 maximum. Communities contribute wood, rocks for gravel and labour which decreases total costs. At this point it cannot be expected the community to cover the total construction costs. As per the draft policy, the community is expected to cover the O&M costs and contributes labour and local materials. The O&M coverage capacity remains to be tested during the Phase I. Contribution of local materials and labour has been high during the Phase I. In this respect, it can be estimated that the technology applied is affordable.

Semi-urban sanitation

The Urban Development Bureau has confirmed the costs of the VIP latrines constructed by the programme in the Region. Latrines are institutional latrines constructed for the schools and clinics. Since particularly at schools the number of users is placing pressure on the latrine, the design has to be strong enough to keep up with the pressure. The considerably high costs are justified by the selection of technology, which requires use of hollow blocks in the construction. At the early stages corrugated iron was used in construction. This technology was not strong enough.

Rural sanitation

Technology selected for the rural latrines is low-cost, and accordingly, within the financial capacity of the households. During the Phase I household latrines were constructed only on demonstrative basis, which fully does not indicate the willingness of the households to pay for the construction. This remains to be seen during the Phase II when the rural latrine construction is implemented on demand-driven basis.

Rural water points operational (4.3.3.2)

[4.3.3.2.1.] Support the construction of water points

Water point construction methodology has proven to produce tangible results. The physical construction target for four years was 450 water points. 557 new water points have been constructed and 33 maintained, totalling in 590 water points. Construction has provided clean drinking water for estimated 206 500 people (350/water point) in the programme area. When calculating the coverage percentage only by the water points constructed by the programme, the coverage in the South Gondar Woredas has increased by 7.61% and in the East Gojjam by 16.47%. The total coverage increase in the programme Woredas is 11.96%. People served in South Gondar and East Gojjam are 66 850 (191 water points) and 139 650 (399) respectively. Rehabilitation of water points took place only in few cases where it could be rehabilitated with reasonable costs.
A summary of all constructed and rehabilitated water points is presented in **Table 8,** below. A detailed list of all water points constructed and rehabilitated during Phase I is presented in **Annex 2.**

Table 8: Summary of constructed and rehabilitated water points during Phase I

Woreda	CWP	RWP	Total	People served	Coverage %
SOUTH GONDAR	**181**	**10**	**191**	**66,850**	**7,61**
Dera	92	5	97	33,950	16,99
Farta	59	5	64	22,400	9,95
Fogera	14		14	4,900	2,94
Estie	16		16	5,600	1,96
EAST GOJJAM	**376**	**23**	**399**	**139,650**	**16,47**
Goncha Siso Enesie	90	7	97	33,950	30,46
Enarj Enagwa	86	5	91	31,850	27,77
Hulet Eju Enesie	55	3	58	20,300	11,35
Enemay	55	4	59	20,650	19,34
Shebel Berenta	45	4	49	17,150	22,82
Enebsie Sar Midr	15		15	5,250	5,18
Dejen	16		16	5,600	7,13
Bibugn	14		14	4,900	6,01
TOTAL	**557**	**33**	**590**	**206,500**	**11,96**

Village water supply systems operational (rural centres) (4.3.3.3)

[4.3.3.3.1.] Rehabilitate the selected old Village Water Supply Systems (VWSS) and construct new feasible VWSSs

The target for semi-urban water supply schemes was construction of three systems. Two systems have been constructed [Hamusit; Keranio] and one is ready for handing over [Arbgebeya]. The construction was contracted to the Ethiopian Water Works Construction Authority (EWWCA)/Amhara Regional Water Works Construction Enterprise (ARWWCE) and their procedures were followed. In addition to the physical feasibility study, the programme contributed to the feasibility study taking into consideration the social aspects. Construction of the Hamusit scheme was timely undertaken. The two other schemes were on the 96/97 work plan but have been only recently completed. No semi-urban schemes were rehabilitated. In Hamusit the programme financed the feasibility study, borehole construction, submersible pump installation and the power supply. In Arbgebeya and Keranio the programme financed the distribution pipe network, the 50m3 masonry reservoir and 30m3 elevated steel reservoir respectively and the public water tap construction. The three piped water schemes benefit 18 500 people.

The piped water supply schemes for rural centres constructed during Phase I are presented in T**able 9,** below.

Table 9: Constructed piped water supply schemes by the RWSEP

RuralCenter	Construction activities of RWSEP	People served
South Gondar		
Hamusit	Feasibility study, borehole construction, submersible pump installation, power supply	10,000
Arb Gebeya	Distribution pipe net work, 50 M3 masonry reservoir, public water tap	5,000
East Gojjam		
Keranio	Distribution pipe network, 30 m3 elevated steel reservoir, public water tap	3,500
	TOTAL	**18,500**

The ARWWCE [EWWCA] maintenance workshop was to be rehabilitated. However, the condition of the workshop was very poor and the site limited. It was agreed upon, that a new workshop would be constructed. The construction is in process at the moment financed by the Ethiopian government. The programme contribution is to purchase workshop equipment worth of FIM 2.6 million.

Community management of water, sanitation and environmental activities (4.3.3.4)

[4.3.3.4.1.] Support the development of maintenance, technical and financial capacity of communities

The main emphasis in the operation and maintenance activities of the programme is at the community level and communities' linkage with the Woredas. Increasing emphasis was already to be placed on operation and maintenance aspects of water supply schemes during the Phase I. However, due to the unavailability of a regional O&M strategy, the recruitment of a planned O&M expert did not materialise, which had impact on the O&M related tasks.

Institutional set-up established: WATSANCOs, KCCs, pump attendants, pump installers

WATSANCOs have been trained as management body for the water points. Training for WATSANCOs and KCCs on their roles and responsibilities as regards the O&M Fund collection was undertaken in all Woredas. Their performance requires close follow-up after the training to enable smooth start-up of monitoring of the water point use at the community level. The collection system and reporting is to be linked to the activities of the Woreda accountant who is responsible for the programme accounts. This enables information flow to the programme office on the amounts collected. Pump attendant training has been organised for them to be responsible for preventive maintenance and minor repairs. The spare part distribution system and the maintenance management system as a whole are to be operationalized.
During the Phase I the communities started contributing to the O&M Fund as per the water point handing over agreement; all of them have hired guards and the WATSANCOs follow the day-to-day management of the water points. In general the O&M fund contribution is promising, however, special emphasis is required to strengthen this aspect of the programme. The maintenance management system development for the Region forms the basis for the decentralised O&M system of the RWSEP, of which decentralised supervision is a part of.

Appropriate technology selected

The technology selected for rural water supply schemes i.e. utilisation of pumps with high VLOM-capacity enables communities to take care of the preventive maintenance and minor repairs. The lifetime of a pump are several years and the fast moving parts causing the major break ups. A study will be undertaken based on the experiences of the other countries whether it is possible and feasible to produce the fast moving parts locally either at the maintenance workshop or at the national level.

Local artisans as part of the O&M chain

The programme strategy has been to train local artisans coming from their respective Woredas to assist the communities in the water point construction. Local artisan training ensures that in the programme area capacity exists to respond to the demand when the financial support of the programme is withdrawn. In order to create capacity at the Woreda level during the Phase I, pump installation training was organised for the most capable artisans who at present can install pumps independently. Created capacity ensures that there is at least 1 pump installer in each Woreda. The capacity is still limited and needs strengthening.

Artisan training is related to the work available for them to be able to utilise their skills immediately. This keeps them motivated and enables improvement of the skills through practical work. For further sustainability a possibility of establishing local artisans' association will be discussed. Training of the most skilled artisans in pump installation also contributes to the wider availability of service the association has to offer. For installation tools will be provided for each Woreda. Prior to installation of pumps for the remaining completed water points, pump installers will train the pump attendants in each Woreda. This enables the pump attendants follow the pump installation in their respective Kebeles and get the basic understanding of the installation process. There is a high demand for other organisations/programmes/projects to utilise the services of the trained artisans, which ensures the utilisation of the skills they have acquired.

[4.3.3.4.2.] Increase awareness of communities on the objectives, policies and strategies of the RWSEP

Ref. [4.3.2.4]. Public acceptance and recognition of the approaches, strategies and policies (4.3.2.4)

M&E systems operational at all levels (4.3.3.5)

[4.3.3.5.1.] Operationalize M&E systems (qualitative/quantitative) at all levels

Community level

M&E system is part of the Participatory Information System (PIS) of the programme, which emphasises two-way dialogue and experience sharing between all partners. Preparation of community plans enables M&E to be undertaken by communities. In the community plans communities prepare their vision of their development in a 4-year period. During the planning process indicators are developed including gender indicators. Implementation of this plan is followed quarterly in the community meetings organised by the Kebele Co-ordinating Committee (KCC). The community during the planning process (except the Chair) selects KCC. Community discusses thoroughly the strengths and weaknesses occurred during the implementation and propose solutions for problems encountered. In this meeting community at large participates. The reporters prepare report. They do not analyse the discussion but try to reflect it as stated by the community members. KCC co-ordinates the work of the sub-committees like Water and Sanitation Management Committee (WATSANCO) and Gender Group (GG) which report directly to the KCC in the quarterly assessments.

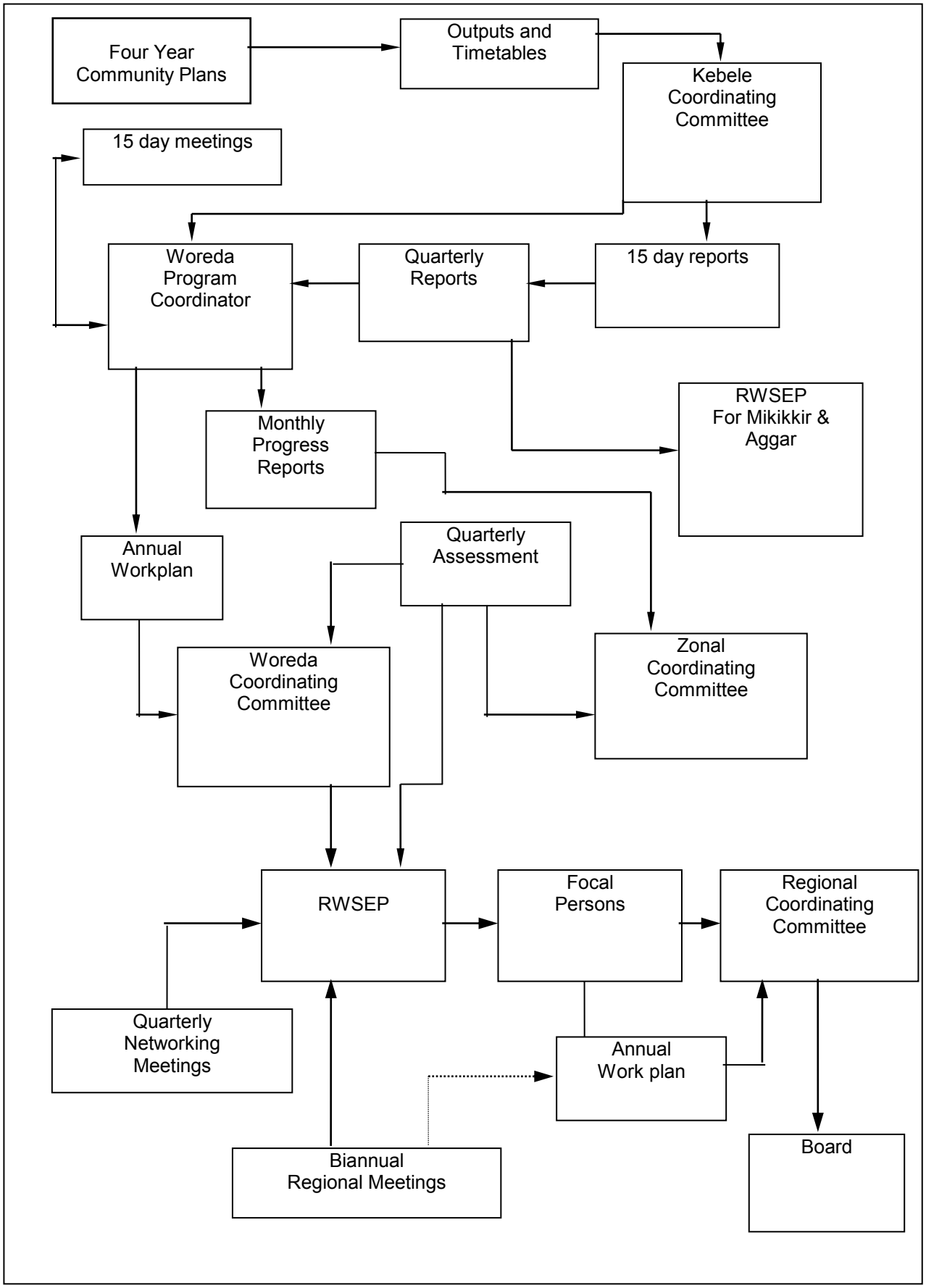
WATSANCO has the responsibility for monitoring of the water and sanitation activities in the community as well as collection of contributions to the Operation and Maintenance Fund. Gender Group ensures that implementation is undertaken according to the gender indicators established during community planning. These groups have weekly meetings and report to the KCC quarterly.

Reporters undertake monitoring every 15 days. Reporter visits the sites and discusses with user groups, particularly the WATSANCO and the GG. During construction s/he also discussed with the artisans to identify possible shortcomings in the work. Based on these discussions s/he prepares a report to the Woreda Programme Co-ordinator (WPC).

Based on the quarterly assessment at the community level the RWSEP office produces a low-cost newsletter, MIKIKKIR, to provide feedback to the communities on the performance of the other communities; problems faced and solutions proposed. It serves as a tool for experience sharing. In MIKIKKIR communities have a chance to raise any issue concerning the programme.

The monitoring and evaluation portion of participatory Information system is presented in the **Figure 2** in the following page.

Figure 2: Monitoring and Evaluation Portion of Participatory Information System



Woreda level

WPC comprises the 15-day reports prepared by reporters and discusses accordingly with the IEC Co-ordinator (IECC), Sanitation Co-ordinator (SC) and Gender Co-ordinator (GC) on the concerned issues. IECC, SC and GC monitor the implementation of their respective detailed activity plans. The meetings with the IECC, SC and GC give a possibility for the WPC to monitor the work of the special teams established for certain activities. WPC organises weekly meetings with the WCC to decide upon arising issues. WPC compiles the monthly progress report (MPR) for the approval of the WCC and further submission to the RWSEP and sends a copy to the zone. The WPC and focal persons who will further be trained in the construction supervision undertake physical construction supervision.

Quarterly the WCC organises an assessment in which the zones also participate. Report is sent to the RWSEP and the zone.

Zonal level

Zonal WMERD Departments are to supervise the water point construction works at the Woreda level. WMERDB does not have an office at the Woreda level, so the technical supervision is the work of the zones.

Regional level

The RWSEP office has constant discussion and meetings with the focal persons on the implementation. Focal persons, in turn, discuss with their respective bureau heads, particularly in the issues raised in the monthly and quarterly reports. RWSEP personnel supervise the activities at all levels. Internally the RWSEP monitors implementation through weekly monitoring meetings.

The Regional Co-ordinating Committee (RCC) comprising of six bureau heads and Regional Administration holds meetings as per their TORs. Their main function is to discuss and approve the annual work plan for presentation for the Board and follow-up its implementation. In most functions the RCC has delegated the decision-making power to the focal persons. The contact between the focal persons and the bureau heads enables them to follow the programme performance. Quarterly reports and recently also the monthly reports are directly sent to them.

The Board comprising of the representatives of the Region, Embassy of Finland, Department of Development Co-operation of the Ministry for Foreign Affairs of Finland (MfFA) and the Consultant holds bi-annual meetings where the follow-up of the programme is undertaken and the new work plans and budgets approved. The Board has the roles and responsibilities of the previous National Steering Committee (NSC), the role of which has become informative only. At present the Board is the highest decision-making body as regards the programme.

Bi-annually a meeting is held at the regional level in which the WCC members, WPCs, ZCCs and RCC members, focal persons and the RWSEP personnel participate. This means a gathering of approx. 120 people. WPCs and ZCC Chairpersons assess the performance using Strength, Weaknesses, Opportunities and Limitations (SWOL) analysis. Problematic issues are discussed in groups and recommendations made. Bi-annual meetings are the excellent forums for evaluation of all aspects of programme activities at the regional level. Internal assessment and an independent mid-term review were undertaken.

In order to establish a sound basis for the development of the M&E system within the RWSEP the socio-economic baseline survey was undertaken. In addition to provision of only basic population profile the survey included information on the thematic issues related to water, sanitation, credit, health, management structures etc. Together with the information collected on the knowledge, attitudes and practises related to the programme activities it lead both to development of the M&E system and the strategy towards approaching the communities and siting the water points.

Self and environmental sanitation (4.3.3.6)

[4.3.3.6.1.] Increase community awareness through continuous hygiene and health education and demonstrations

Institutional latrines for schools and clinics

Institutional latrine construction for schools and clinics has been undertaken throughout the Phase I with hygiene education and support to the school sanitation teams. Altogether 65 VIP latrines were constructed (334 cubicles) for schools (58) and clinics (7). The total contract price has been BIRR 1 336 936 = FIM 1 028 412 equalling to the cost of BIRR 4 002 and FIM 3079 per cubicle. In most cases the school latrines were 5 cubicle but 2 latrines were constructed (boys, girls) and the clinic 4 cubicle latrines. Accordingly the cost of one 5 cubicle school latrine was approx. BIRR 20 000 or FIM 15 000. It has been difficult to find professional contractors for VIP latrine construction and the quality of work varies. Serious delays have been caused particularly in South Gondar Woredas. The summary of institutional latrines constructed is presented in **Annex 3.**

In the beginning of the sanitation construction programme one latrine for boys and one latrine for girls were constructed to Hamusit primary school as requested by the school. Anyhow same time one latrine complex was also under construction by the World Bank funded school rehabilitation programme for the same school. Due to the lack of proper co-ordination Hamusit primary school has now double latrine capacity. The further assessment anyhow shows that only RWSEP latrines are used because boys and girls want to have the latrines separated from each other.

Separate latrines have been constructed for boys and girls to promote the use of latrines also by girls. In some schools only one latrine has been constructed for boys and girls. In some rural centres the attitudes have already changed and allow girls to use the same latrines as boys. According to a brief scanning of the situation during the Phase I there is no major problem and all latrines are in use. In smaller schools where the student population is less, latrines seem not to be utilised. However, they are utilised and weekly cleaned. Girls' latrines are also utilised, however, to smaller degree since the number of girls in schools is less. Where school population is over 1000 tremendous pressure is placed on the latrine. Uncleanness has been observed because of the over utilisation. It has been proposed that the latrine will be cleaned daily to avoid uncleanness. The Woreda sanitation team concerning the status and utilisation of latrines requires strengthened follow-up.

Sanitation education

In order to encourage sanitation activities in schools training for Woreda education and health officials, school directors, teachers and students was organised for the participants to acquire basic knowledge on how to organise a sanitation club in schools and activate the use of latrines. Training included discussion on personal and environmental hygiene, construction of traditional latrines, structure of the sanitation club, duties and responsibilities of trained directors and teachers, strategy and activities of the sanitation club. Based on the discussion schools prepared their action plan. Implementation of the plan is to be followed-up in the general Woreda monthly reporting. This activity requires further strengthening.

Some good examples exist on the performance of the club. In Dera the sanitation club joined together with the literature club and trained in GubGub community about sanitation. In most cases the sanitation team exists and they train students on how to use the latrine. In Hulet Eju the school Red Cross club does sanitation activities and the teachers teach in the morning about sanitation. VIP latrine construction has changed the situation, since the schools did not have a latrine at all previously. In some cases the lack of water is reported as a problem both in sanitation education and cleaning of the latrines. With the start up of school water point construction during the Phase II, the sanitation practises change in a large scale.

[4.3.3.6.2.] Support construction of latrines in rural areas

Sanplats have been constructed and utilised in rural areas. Hygiene/sanitation training education has been carried out in the communities. Contact women at the community level have started operationalization of the system for hygiene education. Implementation of sanitation activities has been improved through quarterly networking meetings by the Woreda sanitation co-ordinators with the RWSEP.

SanPlat household latrine construction (demonstration) has been undertaken in rural areas based on the requests in the community plans. WATSANCOs were trained at the Woreda level in the sanitation activities and SanPlat construction. Selected artisans participated in the training. They were responsible for slab casting. 4 latrines have been constructed per community as promotional activity. Promotion has been successful and the interest of and demand from the rural population is high. However, during the Phase I all inputs (except community contribution) was for free so the results do not reflect the actual demand. The cost of the slab is, however, very low (max. BIRR 15) and it can be expected that the price does not decrease the demand drastically. During Phase II rural sanitation will be demand driven. An identified group at the Woreda level, probably a women's' group, will produce slabs on commercial basis. Support for the producer groups will include training, supply of moulds, cement and the initial capital investment to get started. The WATSANCOs will monitor production, distribution and construction at the community level and the Woreda sanitation team at the Woreda level. WATSANCOs will be continued to be trained in the SanPlat latrine construction to provide technical assistance to the community members/households interested in latrine construction.

The summary of constructed SanPlat latrines is presented in **the Table 10,** below.

Table 10: Constructed SanPlat latrines

No	Woreda	No of constructed SanPlat latrines
1	Dera	30
2	Goncha Siso Enesie	56
3	Enarj Enagwa	60
4	Farta	33
5	Hulet Eju Enesie	50
6	Enemay	20
7	Shebel Berenta	23
8	Fogera	0
9	Estie	20
10	Enebsie Sar Midir	21
11	Dejen	4
12	Bibign	20
	TOTAL	**337**

SanPlat latrine construction on demand basis requires a strong linkage with the Woreda and regional IEC structures. IEC strategy needs to be developed for promotion including utilisation of the household members who have constructed promotional latrines as promoters within the community and in the neighbouring communities during the experience sharing.

Provision of potable water is not sufficient also at the community level. In order to maximise the benefits intensive training is required both in importance of cleanliness of the water from tap to mouth as well as personal hygiene. At the general level the WATSANCOs are trained in these aspects. However, constant follow-up and sensitisation are required at the community level to initiate both women and men to promote improved hygiene and sanitation. TBAs/CHAs and contact women (1 woman/15 hhs: selected by the Kebeles) have been transferring sanitation and gender related messages to the community.

In order to ensure the potability of the water of the constructed water points the WMERDB has made random checking of the bacteriological and chemical status of the water. This is mainly done based on the request of the communities. WATSANCOs have been trained at the community level to undertake regular sanitation check-up of the water points, as well as report on the changes on the odour and/or taste, which will be periodically, supported by the Woreda sanitation team check-ups. Upon request of the communities the Woreda initiates undertaking of thorough bacteriological and/or chemical testing.

5.2.4 Environmental Sustainability

- 57 private nurseries established
- 8 group nurseries established
- 80 community nurseries established
- 43 school nurseries established
- area covered by nurseries 98 828a/10 132 639 seedlings produced
- 4177.5 ha soil bonds constructed
- 2325.5 ha stone bonds constructed
- 31 ha funyaju constructed
- 250m half moon terracing
- 20.71 km check dams constructed
- 26.7 km artificial water ways constructed
- 31.57 km cut off drains constructed
- 14 community forests supported
- 36 km road constructed (Bibugn)
- 6 irrigation sites constructed covering 39.23 ha with 476 users (12% women)
- 306 energy saving stoves produced, out of which 254 have been sold

Improved land husbandry through watershed management plans (4.3.4.1)

[4.3.4.1.1.] Undertake the watershed baseline survey including evaluation of the existing sub-catchment plans

New watershed baseline surveys were not done. Existing LLPPAs were evaluated and used.

[4.3.4.1.3.] Assist in preparation of improved land-use system guidelines

Not done. Will be done during Phase II.

Increased water-holding capacity of the soil through increased cover of vegetation and increased organic matter content (4.3.4.2)

[4.3.4.2.1.] Create awareness and incentives for the communities to actively participate in the planning and implementation of biological and physical soil conservation activities on agricultural land, grazing and forestland

The support to the environmental activities has mainly been provision of tools for the establishment of school nurseries, community nurseries, implementation of LLPPA sites and community forests. The tools purchased are listed in the Annex. During the 1996/97 the worth of tools purchased was BIRR 29 487 and during 1997/98 BIRR 244 648 totalling to BIRR 274 135.

During the Phase I some bund construction, artificial water way and drain construction and check dams and faynajuus took place. Soil conservation activities are direct support to the BoA's soil conservation activities. Soil conservation activities carried out by the project are presented in **Table 11.**

Table 11: Soil conservation activities supported by the project

Woreda	Soil Bond	Stone Bond	Fanyaju	Half Moon Terra-cing	Check Dam	Art. Water Way	Cut Off Drain	Road Costr
	ha	ha	ha		km	km	km	km
Enarge	1266	337			3,3	10,1	6,55	
Dera	12	75	13		4			
Goncha	1098	171			1,07	7,3	9,86	
Hulet	423				1,2	2,6	2,1	
Farta		132			1	3	0,3	
Shebel	792				3,3		4,4	
Enemay	141	267	15		1,04	1,7	3,3	
Bibugne	200				1,5	1,45	0,3	36
Dejen		999			2,7	0,1	0,51	
Fogera								
Estie	219	67,5	3	250			1,5	
Enbsie	26,5	277			1,6	0,45	2,75	
TOTAL	**4177,5**	**2325,5**	**31**	**250**	**20,71**	**26,7**	**31,57**	**36**

Small scale irrigation

Small-scale irrigation activities started on six sites in the pilot Woredas. Potatoes, onion, carrot, sugar cane, cabbage and radish were grown in the irrigated area of 39.23 ha with 476 users. Small farmer level irrigation support was provision of tools, seed and training. Management and marketing training play the main role in the household level irrigation. In many cases farmers have already started irrigation and the support is for the improvement of the already existing traditional system.
Small scale irrigation systems supported by the project are presented in **Table 12.**

Table 12: Small scale irrigation supported by the project

Woreda	Sites	Area	Users		
	No	ha	Male	Female	TOTAL
Dera	2	6			25
Goncha	2	18,13	86	35	121
Farta	2	15,1	310	20	330
TOTAL	**6**	**39,23**	**396**	**55**	**476**

[4.3.4.2.2.] Test different composting techniques for the use as fertiliser

It was mutually concluded that introduction of composting at this stage is not feasible.

[4.3.4.2.3.] Support establishment of tree nurseries

The main emphasis was on the nursery (school, private and community) development. The total area covered by the 193 nurseries is 98 828a. 10 132 639 seedlings have been produced. Both indigenous and foreign species were introduced. School nurseries were successful in providing income for the schools for selling the seedlings and fruits. In addition to community nursery species fruit trees like avocado and Indian guava are grown. The students also learned in practice to establish nurseries and to tend for the plants. The purpose was also for the students to take few seedlings to their houses and plant them in the compound. There is no information what is the performance of the activity. In the case of school nurseries traditional water points were constructed in the schools to provide water for nurseries. In addition, community forests and agroforestry sites were supported. Training in nursery management was provided to the ones implementing the activity. Detailed information concerning the survival rate of the seedlings is available from Goncha, Farta and Shebel Berenta Woredas where the survival rate has been 74%, 75% and 69% respectively.
Nurseries established by the project are presented in **Table 13**.

Table 13: Nurseries established by the project

Woreda	**Nurseries**				**Total**	**Total**	
	Private	Group	Kebele	School	No	Area	Seedlings
Enarge	12		3	5	20	7133	1296496
Dera			11	5	16	13085	514530
Goncha	1	4	10	8	23	14985	1248267
Hulet			12	3	15	5125	1455445
Farta	1		7	8	16	7565	703767
Shebel			13	4	17	6800	517660
Enemay	14		6	2	22	3010	1053500
Bibugne			2	4	6	2307	238536
Dejen	27		11		38	19200	2604172
Fogera			2	1	3	2000	32553
Estie		1	4	4	9	14400	321000
Enbsie	2	3		3	8	3218	146713
TOTAL	**57**	**8**	**80**	**43**	**193**	**98828**	**10132639**

Main emphasis on the afforestation was on the establishment of multi-purpose tree nurseries with both indigenous and imported species. Support was particularly provided for the establishment of school nurseries, community and gender group nurseries. Support included provision of tools to the LLPPA sites and community forests. The number of community forests supported was 14. Support included mainly provision of tools for the maintenance activities. In some forests seedlings were planted and the survival rate varies between 67% and 74%.

School nurseries
(Hamusit/Dera)

- Students combine theory and practice about environment
- each student is responsible for some planted trees
- Hamusit school is model to other schools
- fruit seedlings produced in the nursery which have been planted in the school compound and distributed to the surrounding community
- selling of seedlings is one income-generating activity to the school

Energy saving stove promotion

Through the demand expressed in the community plans [even though limited], energy saving stove introduction became part of the RWSEP activities on pilot basis. Given a rather limited success of several improved stove programmes a cautious approach based on interdependent steps each leading to other after assessment was adopted. Based on the experiences of the stove programmes, the commercial dissemination strategy was adapted emphasising commercial viability of the dissemination, which requires affordability and social acceptability by the users. In addition to the semi-urban areas the rural population was the main target population. Rural area is a huge untapped market area. Rural people are conscious of the environmental hazards but purchasing power is very limited.

Even though the commercial approach was adapted, the promotion and creation of demand was systematised through the institutional structure by the government. At present producers do not have either the capacity or funds for promotional activities. Methods used to attract the rural population are like drama, songs and asmaris. In the stove promotion, to guarantee the maximum audience also from the rural areas, campaign is launched during the market days. This was also important to involve both men, as keepers of the cash, and women, as users, in the promotional activity. An investment of 40Birr requires proper justification for the benefits of the product for a semi-urban, not to talk about for a rural person. Marketing has accordingly, be targeted to the time after harvesting when rural population has more money. A credit service was established to ensure that the customers had purchasing potential during the rest of the year.
A total of 306 energy saving stoves were produced, out of which 254 were sold.

5.2.5 Co-ordination

This has been incorporated in the Institutional Sustainability in the work plans.

6. EFFICIENCY

6.1 Technical Assistance

The percentage between the TA and implementation costs was 26% and 74% respectively. This was as anticipated in the programme document The TA budget drastically decreased at the later stages of the programme. Even though the TA percentage might seem high when compared to the achievements, the costs compared to the unit costs of physical construction are low. The total costs of the programme by the Finnish Government were FIM 26.5 million. If the technical assistance, and the implementation including all budget lines are divided by the number of water points [590] (excluding all other construction works and logistics) i.e. construction of three semi-urban piped water schemes, VIP latrines, rehabilitated water points and environmental inputs) the cost per water point is only FIM 44 900 (BIRR 58 370). By comparing the cost only to the implementation costs [FIM 19 117 997], the cost of one water point is FIM 32 403 [BIRR 42 124]. This almost equals to the cost charged by the WWCE per water point (Birr 32 000 - 40 000, hand dug well/spring protection).

Long term personnel

The programme office has functioned with minimum long-term technical assistance personnel, with only one expatriate after the departure of the expatriate water expert. Two national experts [water experts, training and extension expert] were permanently as part of the TA personnel. Since November 1997 only the water expert continued. It would not have been possible to function with less TA personnel. The support from the capable experts of the Region particularly at the Woreda and regional level made it possible to reduce the number of the TA personnel to the minimum. Full-time assignment of the PM and the WPCs was a prerequisite for successful implementation.

Short-term consultants

Consultancy input concentrated on the first year of implementation. Limited number of consultancies occurred at the latter stages. Altogether 16 consultancy processes took place. Out of these nine were co-ordinated by international consultants, and seven by national consultants.

International consultancies were on the areas of gender; IEC; socio-economic baseline; feasibility study for semi-urban water schemes; feasibility study for regional maintenance workshop and stores; and guidelines for donor disengagement and programme support withdrawal. The programme covered the costs of the mid-term review.

Outcome of gender, IEC, M&E and the feasibility study for the regional maintenance workshop and stores have been the most utilised. Selecting an international consultant for the gender consultancy was based on the aim to change the prevailing Women in Development (WID)-oriented thinking in the Region towards Gender and Development (GAD)-oriented planning and implementation with manuals and guidelines. The outcome has served through the Phase I, and has been also used by the Region in gender training outside the programme.

IEC as a tool to justify social sustainability

IEC as a concept was new in the Region as well as in the country. It could be said that in the implementation of bi-lateral projects and programmes, the use of IEC is still not systematised even globally. This justified the reasonably high input of 3 ½ months. The IEC is one of the main tool for social sustainability. The outputs of the IEC consultancy process were a short theoretical description of IEC in participatory development as a tool for social transformation, an inventory of IEC resources in the Region, a model IEC strategy for the Region and a specific action plan for the programme. Understanding was that attitudes are a key when addressing poverty-related issues and that attitudes have much more to do with development than earlier expected.

The consultancy processes also deepened the IEC members understanding of the philosophy and practical application of IEC through participatory planning and skills development. Posters and listening groups were process piloted as tools at the community level. Conventional drama and use of asmaris were also tested. IEC practitioners were trained in improvisation, community animation theatre or stop-start drama and conventional drama. Design of the community-based monitoring system followed the first IEC consultancy in a supportive manner. It has been operationalized and has served all through the Phase I. The feasibility study provided the basis for the equipment to the purchased and justification for feasibility of the maintenance workshop as such.

Socio-economic baseline study as a basis for withdrawal strategy

Socio-economic baseline provided the information, which becomes more important when a thorough impact assessment is undertaken. Basic data analysis was utilised in the beginning of the programme. Design of the guidelines for the donor support disengagement and withdrawal strategy forms the basis for sustainability in all aspects. Consultancy was crucial for the continuation of the programme. Its implementation and operationalization are the main tasks during the Phase II. Integration of the socio-economic baseline and the credit survey led to savings in the credit study implementation. Savings were utilised for the institutional strengthening of the implementing governmental body (WAO) of the women's credit programme.

Hamusit feasibility study

Feasibility study for the Hamusit semi-urban piped water scheme formed the model for undertaking the piped water scheme feasibility studies in a participatory manner. Its output has mainly been seen in the context of the Hamusit scheme, and to lesser extent in the two other piped water schemes where the programme has participated. It has not been replicated in the regular work of the government.

National consultancies

National consultancy processes took place in the following areas:

- participatory approach training (PRA),
- development of multi-sectoral training package for extension agents,
- resource and training needs assessment,
- study of maintenance workshops and stores in the rural water sector,
- community planning,
- logistics and financial procedures,
- design of a regional operation and maintenance strategy.

Mostly used consultancies were the participatory approach and community planning consultancies; maintenance workshop study and operation and maintenance strategy development. Participatory approach and community planning consultancies have provided the basis for initiating the participatory development at the community level. Output has been used both in finalising the Phase I programme document (PRAs) and undertaking community planning in 203 communities. Study on maintenance workshops in the rural water sector and the design of a regional operation and maintenance strategy was mutually supportive. They form the basis for technical sustainability aspects of the programme in the water sector.

Development of multi-sectoral training package for extension agents; resource and training needs assessment; and logistics and financial procedures development did not produce the expected outcome and had to be finalised in collaboration with the programme office and the regional experts. In these cases it was clear that the consultants did not have the required capacity to undertake the assignment. The financial input in these cases was not efficiently utilised.

6.2 Implementation

The cost of the materials was 35% of the total expenditure. This covers the costs of 554 new water points [incl. pumps]; rehabilitated water points; vehicles and motorbikes for the 12 Woredas, 2 for zones, 1 for WMERDB and 4 for the programme office. The estimated unit cost [Incl. pump but excluding. artisan payment, training etc.] for a water point is FIM 10 000. In this respect the costs for materials should have been 5 540 000 for the water points only. The vehicle costs [FIM 150 000 x 19] are estimated as 2 850 000. Environmental and office materials cover the remaining expenditures. Purchase of a vehicle and a motorbike to all Woredas was a prerequisite for implementation. Woredas either did not have any vehicles or one with the Office of Agriculture. Distribution of construction materials and supervision would have been hampered if the vehicles would not have been available. It would not have been possible to reach the achievements. With high community contribution, which has even occurred in many cases during Phase I, it would have been possible to distribute the materials on donkey back and by human effort. However, the construction speed would have been far lower.

The main requirement for human resource development came from the community and Woreda levels in order to successfully decentralise the activities. Even if the percentage might seem high, training has had a major impact on the creation of the feeling of ownership and sustainability. Originally the percentage budgeted in the programme document was only 3.7% of the total budget. Budgeting was at that stage not sufficient for a community-based programme, which requires capacity building starting from the community level. In actual implementation the percentage became 12%.

With the input of 35% for the materials [ETI]; 26% for TA; 13% for contractors and consultants (artisans are paid from this budget line) and 12% for human resources the achievements previously stated have been achieved and exceeded. The running costs were altogether 4%, which can be considered low.

Due to the border conflict between Eritrea and Ethiopia the budget allocation for the calendar year of 1998 from the Finnish Government to Ethiopia was frozen. The allocation of funds for consecutive years has not been approved by the Finnish Parliament. This has created insecurity as regards the continuation of the programme and might hinder the implementation during the Phase II start-up.

7. RELEVANCE

The intervention is part of the implementation of the Amhara Region Five -Year Plan that outlines the policies, targets and strategies to be implemented in the Region. The Five-Year Plan is based on the agriculture-based market led economy, which is the policy of the country. Being part of the five-Year Plan implementation the programme is reflecting the needs of the Region and the existing national policies.

In order to ensure that the direct needs of the communities are reflected in the programme document two mechanisms were used:

(1) Prior to the programme planning workshop, PRAs were undertaken in selected communities to incorporate the views of communities, first, into the discussions at the programme planning workshop and secondly, into the programme document. Issues related to the implementation mechanisms at the community level, problems and solutions etc. were discussed during the PRAs. Problems identified and solutions addressed during the workshop are part of the programme document, and form the basis for the physical intervention mechanisms, institutional structure and the strategy/approach.

(2) A Community Fund budget line was created during the implementation to address in a small scale the problems arising from the community plans, apart from the activities already identified in the programme document. Community plans were analysed upon completion and possible intervention areas discussed with the focal persons. Those activities have been addressed. The analysis also had great impact on formulation of the Phase II programme document with expansion and/or inclusion of selected activities in a broader manner.

8. IMPACT

8.1 Fulfilment of key-results

The programme has functioned as an experimental programme in the Region in many ways. These experiments and lessons learned can be the main impact for the overall regional strategy development and implementation, if fully utilised. The major physical construction achievements have been reached, and in some cases exceeded, but in the success other aspects have played the key role. The main output is the design and operationalization of the participatory strategy and approach, without which the impact at all levels, would have been less and not geared to sustainability aspects.

Institutional sustainability

The institutional set-up is based on the existing government system at the regional, Zonal and Woreda level. A management, operational and co-ordinating structure has been established at the community level involving both the administrative structure of the community as co-ordinators, and water and sanitation and gender committees as managers. At the community level institutions have been established that can take the responsibility and control for the development of the communities. 203 communities are showing indication of increased control. Woreda, Zonal and regional levels have adapted working methods, which smoothly facilitate ways for increased control by communities.

Functioning participatory implementation method at all levels: benefits recognised

The main impact has been in establishing functional working methods geared towards multi-sectoral implementation of development interventions at the community level. Efforts to promote multi-sectoral development led to not establishing new institution but rather to change the working practises of the government offices. This was based on the assumption that multi-sectoral approach leads to integrated development at the community level and also makes efficient use of the limited human resources for community work. The WCCs, thematic teams etc. are examples of the multi-sectoral management. There is indication that the 12 Woredas are going to sustain the structures even after the donor financing is phased out as discussed in the bi-annual meetings.

At the community level the sustainability of the WATSANCOs; gender groups and the KCC [incl. reporter], as institutions require further strengthening and emphasis. All structures are working as per their tasks. However, an indication of their sustainability will be more clearly seen when the implementation of the support withdrawal strategy starts during the Phase II. Strong linkage is to be created between the Woreda and the community so that regular information flow continues both ways. At the Zonal level the co-ordinating committee needs strengthening. It is expected that with the change of the co-ordination to the BoPED, the DoPED be responsible for the Zonal co-ordination. Monitoring and evaluation are community-based activities giving the users an immediate chance to assess their own and the performance of the facilitators. Woredas are in a position solving most of the problems at that level.

Social sustainability

It is difficult at this stage to assess the impact, particularly the sustainability of the activities. There is clear indication that community planning, gender training and applying the IEC strategy has had major impact on the ownership of the programme intervention by the communities. Communities often express that the programme is a direct response to what they were planning. Community planning as an exercise has become the real key to the increased ownership of and participation by the communities. It has increased the confidence of the communities, including women, to express their views and take the responsibility for the activities.

> "The strategies that RWSEP has adopted as its *modus operandi*, i.e. participatory, gender sensitive and multi-sectoral, have contributed fundamentally to progress that has been made towards the achievement of the development objective. A participatory approach to planning has largely ensured community level ownership of Programme activities. In many ways the evolving process of strengthened community participation in community those most affected by these plans perceived level planning as the most important achievement of the RWSEP. The participants see the development of community plans as a significant contribution to promoting the empowerment of rural communities. Furthermore, there are increasing efforts to harmonise Programme activities with the activities of relevant line ministries, enhancing ownership by agencies who in the future will carry the brunt of responsibility for initiation, as well as operation and maintenance of Programme activities."
> [Appraisal mission]

Community responsibility for implementation increased

Responsibility taken by the community at the early stages of intervention has lead to the increased monitoring and management role by the communities. The monitoring and management issues are discussed with the communities, not imposed from outside. Communities themselves set the tariffs for the operation and maintenance fund contributions. They also use their own by-laws to manage the water point utilisation when the water has been misused or the person is too poor to contribute to the O&M fund. The impact of the ownership is further to be seen during the Phase II when the operation and maintenance strategy together with the support withdrawal strategy are implemented. During that time the strength of the dynamism created can be further assessed.

Community planning forms the basis for community control

Community planning forms the basis for community control. Plans are prepared using PRA methodology; however, PRA is not used only for data collection but also planning which leads to action. Woreda experts have gained the knowledge to assist communities in plan preparation: plan is prepared for each community. One plan preparation takes one week and includes data on the community concerned; their prioritised plans; resources needed from the community and from outside, timing and success and gender indicators for monitoring and evaluation. Important is that the plan covers also other spheres except water, sanitation and environment so it is really a development plan for a community. During planning it is made clear that the programme cannot and should not fulfil all the requirements but the community should take and active role in independently solving some of the problems raised.

Community plans attract other donors also

Community planning has served also as a good tool when negotiating with some donors who wished to implement some activities but do not have a clear implementation mechanism, particularly NGOs: some flour milling machines and grinding mills will be installed to the communities which requested them as a result of planning process. Involvement of people has increased ownership of physical construction, be it water point or latrine; when asked who owns the water points the answer is always “we do”. This attitude will hopefully lead to a successful community-based operation and maintenance system: results have been encouraging in terms of cash contributions to the O&M Fund. There has never been a problem for communities to fulfil either the labour or local material contributions to the physical construction.

Women’s decision making and management role increased

The gender focal persons with the programme and WAO have increased gender sensitivity of implementation through quarterly networking meetings. Gender networking activities have increased information flow between Woreda, Zonal and regional levels. One of the major achievements has been the organisation of the community level gender training prior to the preparation of the community plans, which has had remarkable impact on the participation of women in the planning, and again on the implementation and management. The statement below describes the attitudinal change that followed the gender training and plan implementation.

During community planning

- Women's decision making role in need identification and ranking was very high. They argue against men to get high priority for their most important needs. For example, in Enebre Kebele, although men didn't choose water supply to be their top priority, women chose it as the first priority need, and this was accepted in the community plan. Fuel wood supply shortage and soil erosion, which were overlooked by men were identified and included as needs by women.
- In Doma Kebele grinding mill and shop were identified as important needs by women to be included in the list.
- In Enesie Kebele women strongly argued and succeeded changing the priority order of water supply to be second replacing pest problem/which was men's preference/and also brought fuel shortage from number 12 priority to number 5.

[Enebsie Sar Midir Woreda]

Traditional values have changed

There are also reported impacts concerning change in traditional values at the community level including acceptance of women's opinions by men. In Enebsie Sar Midir a woman who is a member of WATSANCO in Guch Kebele convinced her husband to build SanPlat latrine that would allow women to use latrine during the daytime.

Change in the traditional values

- men fetch water for preparing treshing field
- men cook wot and feed the family when their wives get sick
- reduced circumcising of girls e.g. Enjerer Kebele
- men preparing coffee e.g. Gofa and Enebre Kebele
- women participating in teff harvesting
- men washing their own feet themselves
- women decide on men's tools and properties e. lending oxen and rope
- women participate on decision concerning household resources e.g. returning sold cattle convincing that selling is unnecessary
- wife gets shares wealth in cases of divorce
- family eating without waiting for the husband
- men serve food for themselves
- men taking water/tella from the pot for drinking

[Enebsie Sar Midir Woreda]

Availability of gender disaggregated data and increased role of women in management leads to attitudinal change

At the Woreda level change is reflected in taking gender ratio into consideration when different committees are formed e.g. discipline and tender committees. Also it is reported that the gender training has had impact on replicating the gender issues in the regular government works at the Woreda level. Attitudinal change has been noticed through increased awareness of equality. Increased awareness of woman's workload through the practical exercise on who, how, what, where was reported. One of the major impacts has been that the Woredas have started producing gender-disaggregated data concerning all activities. This is a major impact considering that only WAO, BoE and BoT&I are producing gender-disaggregated data within the government structure. Important bureaux like BoA and WMERDB still do not practise gender disaggregated data production.

Gender ratio follow-up

- during community planning out of the 991 participants 22.8% are women
- community participation during construction of water points , out of 4081 participants 336 were women
- School drama, debate, poems, were presented to 7693 out of whom 2322 were women
- During community drama out of 1289 participants 313 were women
- Conventional drama was shown to 6404 persons and 2009 were women
- 284 handing over ceremony participants and 113 were women
- during annual evaluation 1356 persons participated and 473 were women

(Bibugn Woreda)

Improved and accepted designs

Discussions with women as users of water points have resulted in a gender sensitive design of upper structure of water points which enables one woman to lift a heavy pot to her back without anybody's assistance; this has impact on the health of women, particularly concerning back problems. Through gender training at the community level gender issues are brought into discussion at the community level hereby leading to attitudinal change towards some cultural and religious restrictions towards woman's role in a society. It also ensures that women, as users of water points are part of the water point management and monitoring and evaluation of their performance. Employment opportunities are also created for women as artisans who construct water points together with the community and special tree or vegetable nurseries are established to be run by women's groups. In sanitation a trial will be made for a women's groups to produce SanPlat latrine slabs on commercial basis in each programme Woreda.

Increased efficiency and confidence at the community level through IEC

The impact of IEC activities can be seen in various activities. For example, in map making during the community planning, both women and men prepare it. Women also assisted in identifying location of planned activities (Enarge Enawga). Conventional drama is presented during public gatherings and during handing over of water points as well as during RWSEP day. Community based drama preparation and performance focuses on themes/issues, which are relevant to the community. The community identified problems and solutions, which reduced women's burden (Enarge Enawga). Community drama increased decision-making capacity led to higher confidence among community members. This had positive impact upon implementation (Enarge). It promotes attitudinal change i.e. increased transparency by allowing open discussion among the community members. Particularly women are openly discussing during meetings (Enarge). Community members are able to express themselves well and they know which measures will be taken by themselves to solve problems (Hulet Eju Enesie).

Improved performance through experience sharing

Experience sharing facilitates smooth implementation in new Woredas and community (Enarge). Communities are able to compare themselves with others (Hulet Eju Enesie). Aggar has increased awareness about the objectives, planning, implementation, and M&E of the programme (Enarge) and also introduces new technologies (Hulet Eju Enesie). Mikikkir has promoted experience sharing between communities encourages them to perform better than others. It also has motivated the community to read or learning how to read. It includes easily readable words; contents are timely and to the point (Hulet Eju Enesie). Posters assist communities to visualise the components of well kept water points (Enarge). Style used is near to community's awareness, experience and psychology (Hulet Eju Enesie). All IEC tools are not applicable to all Woredas. For example, use of asmari is not accepted in Enarge Woreda for cultural reasons.

Sharing of ideas changes attitudes

RWSEP day has assisted in sharing ideas about tree planting around water points, community contribution, and commitment of the community to implement better (Enarge). IEC in general assists in multi-sectoral implementation, however, it is a new idea and some difficulties still exist to implement it by each sectoral office (Enarge). General impact observed is that previously community members did not pay due attention to training, paying for guards, and using water points, women's participation, and latrine use. Now attitudes are changing gradually. Particularly when water points are damaged, women take the leading role in organising quick maintenance (Dera).

Technical sustainability

Community based approach improved construction potential of rural water supply schemes

Community-based approach in promoting integrated rural development and specifically rural water supply development has dramatically increased the construction potential and created good potential for successful community-based operation and maintenance system. Applying the strategy makes possible increasing the coverage at a relatively rapid speed. The selection of technology emphasised the need to pumps, which have VLOM-characteristics, and has enabled, at least in theory, for the communities to cover the operation and maintenance costs [change from India Mark II to Afridev]. In the near future it cannot be expected that communities can cover the total costs of the water points themselves. However, covering the costs of operation and maintenance, providing labour and local materials is the first step towards covering all the costs, which only can take place with improved economic situation in rural areas.

The previously applied strategy barely kept pace with the population growth. It concentrated on “rapid” physical construction in a centralised manner. As a result approximately 50% of the constructed water points were not operational and the coverage remained low (6%). Responsibility for construction was with the government construction crews with limited human resources. Centralisation made construction inefficient: target for one year in the Amhara Region (14 million people) was 40 water points. At present in the programme area (2 million people) 300 water points are constructed per year. Previously the communities did construction without any or little participation. Government assumed that communities automatically operate and maintain the constructed water points. Communities assumed that the responsibility lies with the government, which with limited human resources and/or interest did not monitor the status of the constructed water points. Cash contributions were not expected from the communities.

Community based approach increased the ownership

Communities have selected water point sites, which has increased their ownership. In a limited scale geologists further confirmed them but the confirmation is based on the sites selected by communities. Also the fact that local artisans are coming from the same locality increases the ownership. Artisan’s capacity is also further improved from construction to supervision and pump installation, which ensures that capacity is created at the Woreda level.

Establishment of a regional operation and maintenance management system initiated

As regards the semi-urban piped water schemes, the impact of the programme has been limited, apart from the three concerned semi-urban centres where availability of potable water has created a significant change. Construction has been undertaken on cost-sharing basis with the government. In connection of the Hamusit piped water scheme a model feasibility study was undertaken incorporating also the social aspects in a participatory manner to the construction. However, this has had little or no impact on the present procedures of the WWCE. Operation and maintenance activities did not start in a full-fledged manner during the Phase I.

However; the WMERDB together with the programme initiated a regional study on the establishment of the operation and maintenance management system in the Region. The issue is considered crucial at the moment and can be seen as one impact of the programme.

Sanitation combined to water supply

In the area of sanitation the programme has had impact on combining the usually institutionally separated water supply and sanitation. Through the multi-sectoral co-ordination mechanism it has been possible to have a programme intervention on both sectors simultaneously. In addition to improving the latrine situation in schools and clinics, the programme has had impact on the utilisation of the latrines by girls. Separate latrines have been constructed for girls and boys for this purpose.

Attitudes towards sanitation changed

Attitudes towards rural sanitation have changed through the programme intervention. On the contrary to the general assumption that sanitation is not considered important by the rural people, the thematic PRAs undertaken by the programme ensured, that actually rural people understand the relationship between water borne diseases and unhygienic situation, however, they did not have knowledge or means to improve the situation. Construction of appropriate technology latrines [SanPlat] on demonstrative basis, and increased hygienic education at the community level has increased the demand also for household latrines. Household latrines have enabled women to use latrines also during the daytime. Water point sanitation includes planting of trees around water points and general cleanliness. Strategy to further improve the “tap to mouth cleanliness” at the community level has been developed. It has included use of contact women who spread the messages in their own neighbourhoods. Sanitation aspects of the programme are, however, weaker than the others. The strategy has been developed but lack of full-time personnel has had impact on the follow-up and strengthening of the systems.

Latrine construction has changed sanitary practise

The Woredas reported that practically all latrines are in use. Many are in good condition but the rainy season has had some impact on the roof in some cases. Roof is constructed of grass so water infiltrates through. Siting of the latrine requires in some case attention. In almost all cases the latrine construction has changed the sanitary practises of both women and men. For women the change can be considered as even greater, since the culture prohibited women of using latrines during daylight.

Understanding of disease prevention increased

In Hulet Eju the SanPlat latrine owner is also a WATSANCO member and also teaches his neighbours to use and construct latrines. Also training is given after the church service every Sunday. One latrine owner also owns a grinding mill, so all people coming for grinding have access to the latrine. This is combined with teaching of the benefits. Latrines are also part of experience sharing. In Enemay one latrine is a model in the surroundings because it is constructed accurately with great interest. In Enemay out of reported 11 latrines 10 were used. In Shebel Berenta 5 reported latrines were used and did not have problems.

In Bibugn additional latrine requests have come since users are satisfied with it. Cultural problems still prohibit full acceptance of latrines in some areas in Bibugn. However, it is reported that farmers understand that prevention of diseases is better than care.

Training of contact women had great impact on sanitation practise change

As regards contact women, the impact can be considered to be modest but a good start to expend the training to the community level. In most cases the main impact has been on the contact women themselves, their own hygienic practises. However, in some Woredas the trainees have also successfully trained other women in the community. In Dera e.g. the contact woman has trained 21 other women weekly. In Enemay out of 35 interviewed contact women 8 indicate that training changed practises and that they have trained others. The change has mainly improved cleaning the house, use of cleaned water pot and cover and better personal hygiene. Training has also had impact on the demand of the SanPlat latrines. In addition, in Hulet Eju households for keeping kitchen utensils cleaner have constructed mud shelves. The main constraints for further training by contact women in their communities are cultural. In all 12 Woredas contact women complained that they are afraid of their husbands or women do not participate voluntarily in the training if their status is different from the contact woman. As a solution it was proposed that the Woreda sanitation teams follows up closely the activities and gives technical assistance on how to improve the sanitary situation. The WATSANCOs should also be more supportive to the work of contact women.

Quality of products needs to be considered

There has been random quality checking of the products produced by the Programme. The Home Office Co-ordinator field visit reports are mainly concentrating on the quality issues. Anyhow there has not been any systematic system or procedure for the product quality control. The Programme Document for Phase II expects this to happen during Phase II. Also when the time passes the quality issues of the products will start to come up.

Environmental sustainability

Schools play key role in innovating people to protect environment

As regards environmental aspects the major impact in terms of innovativeness has been using the schools as places where to establish nurseries. The impact has been quite remarkable. In addition to this the impact has been in terms of quantitative numbers expressed earlier.

8.2 Relevance of key-results

The key-results are highly relevant for the programme implementation. Without considering institutional, social, technical and environmental aspects, it cannot be assumed that sustainable impact and development can be achieved.

8.3 Support to development objective

The impact gained during the Phase I has supported reaching the development objective. Both quantitative and qualitative achievements have had input on supporting the communities capacity to take responsibility for their development. Major change has occurred through the institutional and social aspects. However, physical activities have to take place parallel to the strengthening of the social and institutional aspects at the community level. Without tangible results, which have a direct impact on the livelihood of the people, the social and institutional strengthening cannot succeed.

8.4 Validity of assumptions

Political stability was maintained until the last few months of the Phase I implementation. The change in the situation did not affect the performance but caused additional costs since the 200 hand pumps were stranded in Assab port due to the border crisis. In the Amhara Region the situation is stable and no instability is expected in the future.

There has been a strong ownership of the programme by the Region, and it has been considered as part of the five-year Plan implementation. The required personnel have been available, particularly at the Woreda level, where the main emphasis of implementation has been. Without this input, it would not have been able to achieve the targets. The RCC has concentrated on the issues related to the approval of work plans and not micromanaging the programme. Important decisions, tendering etc. have been managed with the focal persons. This has been supportive rather than micromanaging. Personnel related to the programme have been mainly in their positions during the whole Phase I, so the re-assignment has not affected the programme performance.

9. EFFECTIVENESS

The development objective for the programme is ambitious being fully qualitative. Through the achievement of the key-results the programme has taken its initial steps towards fulfilling the development objective of the communities to take responsibility for their development. During the Phase II when the support withdrawal strategy implementation starts it is possible to indicate how independently communities can really function. Guidelines as indicators to be used to measure the independence and the level of control communities have, have been developed in the withdrawal strategy. Quantitative targets have been efficiently reached.

10. COMPATIBILITY, SUSTANABILITY AND REPLICABILITY

10.1 Compatibility

The programme strategy and approach and the development objective are based on the concepts of participation and ownership, gender, appropriate technology and environmental sustainability. All these aspects are analysed earlier in the text. In this chapter only the policy environment and institutional capacity are assessed.

10.1.1 Policy Environment

The policy environment and the programme were highly supportive of each other. The policy analysis undertaken prior to the finalisation of the programme document together with the Amhara Region Five Year Plan provided the required framework for the programme implementation. The national policy development was on going at the early stages of the programme. In addition, the integration to the government structure, and the follow-up made by the RCC ensured that the programme was cognisant with the policy environment.

As regards the strategy and approach adapted, the Transitional Government of Ethiopia was in power at the initial stages of the programme and the national/regional policies and strategies emphasised popular participation in all aspects of development efforts. All the concerned sectoral policies promote decentralisation, bottom-up development, integration and multi-sectorality. The policy environment in this respect has been essential and supportive for the implementation of the programme. The regional strategy development as regarded the sectors followed the national policy guidelines. The national water policy was not finalised during the Phase I implementation.

Lack of a water policy, both at the national and regional level, created a situation where the programme operated with jointly agreed upon principles, but not as a direct response to a water policy. The Region's 5-year plan outlined only the quantitative targets in the water sector. However, at the same time, lack of water policy gave the programme possibilities to test a participatory and gender sensitive strategy in the water sector with good results.

10.1.2 Institutional Capacity

The capacity to implement the programme at the regional level exists in technical terms. The main concern, as stated in the Phase II appraisal report, is in the capacity to incorporate the strategy and approach together with the institutional and social aspects in the implementation. This capacity does not exist in the Region without the programme implementation unit. The RCC is in principle to guarantee the multi-sectorality of the programme. The RCC, though, has concentrated on policy level matters rather than operationalization of the programme.

The RCC combines the sectoral inputs, but the programme unit operationalizes the adoption of the strategies and approaches at the implementation level. It has become clear that the sectorally oriented bureau cannot co-ordinate the multi-sectoral programme. Such programmes should be co-ordinated by sector-neutral bureaux.

The existence of the programme unit as an independent unit is not the major requirement. The unit can exist within the sector-neutral bureau, from where the programme implementation can be co-ordinated. The main prerequisite is that the programme remains as a separate programme, not as a combination of sectoral tasks. If the programme is seen as a combination of sectoral tasks, incorporation of the participatory strategies and approaches remain questionable. Tendency for the sectors to implement the activities as separate units without incorporating the key elements of the programme as regards strategy and approach might continue. In the Region there are already trained and capable personnel to co-ordinate the programme, if the main concerns are addressed. The Phase II, and particularly the implementation of the withdrawal strategy, gives further indication on the regional capacity.

The capacity at the Woreda level exists, however, the institutional set up and the co-ordinating mechanisms have to be established and the capacity created to implement the programme in a decentralised and multi-sectoral manner, when the programme expands. The main task of the programme unit is to establish and train the Woreda level personnel in the implementation. Experience has shown that the Woredas are quickly in a position to independently, and/or with minimum external support, implement the activities.

At present the zones do not have the required human resources to directly participate in the implementation. Their role is clearly to supervise and give technical assistance which, in limited terms; they have capacity to undertake.

Implementation of the support withdrawal strategy will indicate the capacity of the communities to independently implement the programme activities in a sustainable manner.

10.2 Sustainability

The donor support withdrawal strategy and the general support withdrawal strategy from the communities, Woredas and zones has been prepared during the Phase I. The donor support withdrawal strategy forms the basis for a step-by-step support withdrawal during the Phase I when responsibilities will be gradually shifted from the programme to the Ethiopian government. The staging of the financial responsibilities allows the time to react to possible bottlenecks and deficiencies and correct them accordingly. Implementation of the withdrawal strategy will also indicate the replicability of the programme in practise.

10.2.1 Institutional and Financial Sustainability

The institutional set-up is established within the existing structure apart from the programme unit with the technical assistance personnel and the running costs; as well as the institutions established at the community level. At the operational level the programme unit has performed with minimum technical assistance personnel (water expert, co-ordinator, training and extension expert) to ensure minimal dependency on external human resources. As the first step for donor support withdrawal, the expatriate programme co-ordinator will be replaced by a national co-ordinator. The aim of the withdrawal strategy is that at the end of the Phase II, the programme unit is a unit within the existing government structure with full Ethiopian government financing.

At the regional, Zonal and Woreda levels sustaining the established structures does not require additional financing apart from the already mentioned running costs of the programme unit. Sustaining the structures is rather a question of willingness to sustain the established multi-sectoral working methods.

Sustainability of the community level structures is difficult to measure at this time, although continuing participation at the community level is encouraging. For the local level to gain control of the development process there is a need for more training in planning activity and greater awareness on the part of participants of their role in the overall development process. Financial requirements for sustaining the community structures seem to be minimal apart from the normal monitoring and follow up. Establishing community level teams, which have a constant communication with the Woredas, follows up training at the community level. The costs of this follow up might include mainly per diem payments for community group chairpersons meetings at the Woreda level. The tasks of the community groups do not need additional finances, or the needs are very limited as regards running costs. The community level reporters are paid remuneration for their tasks.

The main indicator for institutional sustainability and affecting also other aspects is the number of people at all levels, who are implementing the programme on a daily basis. The capacity has been created at all levels, and there is a continuing emphasis on further strengthening the community level capacity. Focal persons, thematic teams and the WPCs within the government structure have internalised the programme strategies and approaches.

10.2.2 Social Sustainability

Sensitisation of Zonal and regional partners to the need for participation is necessary to ensure that the upper level government workers are receptive to and supportive of community control, gender issues and the importance of IEC activities. The interface between issues as they are perceived by the community, and the activities to address these issues as they are perceived by the expert is critical in determining the effectiveness of any programme that aims to achieve sustainable human development. Sustaining the institutional establishments i.e. gender and IEC teams at all levels is the prerequisite that the linkage between the community and Woreda sustains. At the Woreda level there is clear indication of willingness to sustain the concerned structures and allocate the required budget for their work.

10.2.3 Technical Sustainability

Technical sustainability is mainly linked to the operationalization of the operation and maintenance strategy designed for the Region and the willingness of the community members to contribute to the operation and maintenance fund, from where the costs are covered in case maintenance problems occur. Water points constructed are still relatively new, and it is too early to assess the sustainability aspects. Community contribution to the operation and maintenance fund has been encouraging even though there is no clear indication of the average annual costs of maintenance. The operation and maintenance strategy from the community to the regional level forms a sound basis for a sustainable system. Limited government subsidy is foreseen in major repair works.

10.2.4 Environmental Sustainability

Local level participatory planning (LLPP) has been the main approach by the Region in implementing the environmentally focused programmes. The programme to ensure the sustainability incorporated this approach. Through this process the plans prepared included activities reducing the environmental degradation, such as establishment of school nurseries, upgrading community forests, training of community members in watershed management and conservation and construction of small-scale irrigation schemes.

Accordingly the environmental sustainability has been ensured through capacity building of the community to manage local environment and to solve environmental problems.
The environmental impacts of the water supply activities of the programme have not assumed to be important and therefore not considered as a factor of the environmental sustainability.

10.3 Replicability

As stated in earlier there are a number of strong indicators that the programme can be successfully replicated; the main concern being replicability of the strategy and approach rather than the technical aspects. The capacity to replicate the programme at present by the Region is still to be improved. Some parts have been replicated, mainly in terms of physical construction strategies in the water sector, but in an ad hoc manner and not placing emphasis on the social and institutional aspects.

Replicability at the policy level is mainly based on the willingness and motivation of the Region, first to allocate financial and human resources to replicating the programme, and secondly to retain and strengthen the institutional set up established to guarantee that the present strategy and approach are applied. The main aspect in the replication is that the implementation is decentralised to the Woreda level following the used strategy. As also stated above, experience has shown that the training (through in-service and theory) the Woredas require to independently implement the programme is relatively limited. The training, however, is crucial without which the operationalization does not progress smoothly. Another crucial element is that also at the Woreda level, there have to be persons assigned solely for the programme implementation (WPC, WCC).

Replication, as is the practise at present, should use community planning as the starting point. This implies that the support is rather geographically than sectorally oriented. The starting point is the community, and the upper levels (Woreda, zone, region) are supporting facilitators. This is where the input of all sectors is gathered together timewise. Certain number of communities is involved in the programme at one time, and they are supported in a systematic manner as per the community plans. In replicating this, the sectors should plan together to decide the communities to be incorporated in the activities annually. Community planning could proceed and the sectoral inputs provided as per the plans. Applying the strategy requires co-ordination at the Woreda level only, not additional finances. In establishing the Woreda level working methods and capacity building, there is an important task for the programme unit. This ensures that the strategy and approach are applied. At the later stages this could be the main duty of the programme unit.

As stated, replication requires that planning be done in a co-ordinated manner at the Woreda level. The regional planning cycle starts with planning at the Woreda level, which supports the possibility for replication. However, the prerequisite for successful planning is that the Woredas are trained prior to planning.

11. LESSONS LEARNED

Institutional and social aspects play the key role when promoting participatory development: physical construction not sufficient to guarantee sustainability

The programme strategy to train local artisans coming from the respective localities has proven to be an efficient water point construction method. There is a tendency to replicate only the physical construction parts of the programme to gain rapid quantitative results. This results in a danger of the construction going back to the previous methods without sustainable solutions in the water sector. Construction only shifts from the semi-governmental organisation, Water Works Construction Enterprise (WWCE) to the private artisans. The communities based the previously used strategy on the rapid physical construction with no emphasis on the institutional and social sustainability, which would have guaranteed the ownership. As a result, water points were not operated and maintained properly and in many cases gave service only for less than one year. In order to avoid the same mistake in the replication, it should be guaranteed that the required institutional structures and social acceptability exist. Without sufficient emphasis on the institutional and social sustainability aspects the quantitative targets might be high, but the effectiveness very low.

Technical training should not overrule the community participation aspects.

In the programme, e.g., the training sites for artisan training were considered as special training cases and activities originally concentrated only on technical aspects. This had serious impact on the community participation and their interest in general. Afterwards it has been difficult to establish committees to take the responsibility for management. In other sites selected for construction the community plans was prepared and the community given the right for decision-making. Their contribution has been strong from the beginning and provision of local materials always started immediately. During the second year the training sites were considered as any other site and problems did not occur.

Successful integration requires continuous presence of government personnel.

Without continuous presence which the existing government personnel and structure have provided, reaching the physical construction achievements would not have been possible In a programme where provision of technical assistance services is very limited in terms of number of personnel, it is not possible to function without full integration to the existing government structure. This requires application of participatory approach and consensus building from the beginning of the programme, which requires its own time.

Programme is to be internalised and accepted by all the partners. Often it is assumed that it is possible to "jump" over the regional level to faster reach the community level and reach the quantitative targets. However, when there is a need for the higher level support, it might not be available since the procedures were not mutually agreed upon. This has implications for sustainability as well. When the external technical support is over there might not be capacity to support the programme if one level is missing in the human resource development chain. The capacity is first to be created at the regional, Zonal and Woreda levels. When the facilitators are in a position to function, then it is possible to approach the communities.

The internalisation and acceptance of the programme requires that all levels of administration are involved.

Without the strong support from the Ethiopian government in terms of assigning the WPCs and the PM on full-time/most-of-the-time to management of the programme, it would have been possible to achieve the results achieved.

Multi-sectoral implementation mechanisms at each level support implementation of community interests in a holistic manner. Different sectors can co-ordinate their limited human and financial resources to support certain geographical area instead of promoting the interests of each sector separately. Utilisation of both physical (vehicles) and human (development agents) resources in collaboration with the sectors reduces running costs. The capacity of technical bureau's personnel is pooled together to support implementation. Changing working methods does not require institutional changes, but is mainly attitudinal.

Multi-sectorality facilitates implementation to become efficient and effective.

During the Phase I implementation it became clear that a sectoral bureau has difficulties in co-ordinating other sectoral bureaux since it does not have the required status and authority over the other sectoral bureaux. For sustainable functioning and replication of the programme using the strategy and approach developed during the Phase I, and further adapted in the Phase II programme document, the role of the co-ordinating institution (In Phase II, BoPED, sector neutral Bureau), should be strengthened. All the other members of the RCC (BoA, BoE, BoH, WAO, Regional Administration, WMERDB) are implementing institutions in order to strengthen the multi-sectoral approach. The WMERDB is the counterpart Bureau.

Multi-sectorality means equality in implementation responsibilities

In many cases gender issues are treated as a separate package incorporated to the programme. The programme originally used two types of indicators for activities and outputs: general indicator and gender indicator. This ensured that analysis is made concerning the impact of the activity for both sexes. Availability of gender indicators ensured that reporting also followed the indicator/gender indicator reporting. While reporting not only the importance of gender issues became clearer but the also the personnel responsible for reporting learned in practise what gender issues are in practise.

Mainstreaming gender issues is made possible through practical gender indicators.

National/regional policies and strategies started to emphasise popular participation after ending of the Derg regime 1991. In the recent history of almost 20 years, when the fully top down strategies were implemented, the attitudes at the community level had become government-dependent, not motivated to independently initiate development efforts. In this situation, without the supportive policy environment, it would have been difficult to promote community-based programmes based on participation. At the policy level there was strong emphasis on promoting participation and decentralisation of power. However, practical tools for implementation were limited. In this context the policy support was a facilitating factor.

Enabling policy environment facilitates promoting community based programmes.

It was in everybody's interest to design a community-based programme with strong community participation. The programme could concentrate on operationalization of the policies only. In countries where the policies do not specify promotion of participatory approaches, the justification of the approach requires additional time input.

Using the sustainability division (institutional; social; technical; environmental) instead of division to sectoral components was the decisive factor for being able to implement the programme in a multi-sectoral manner and designing strategies and approaches towards sustainability. The division also clearly indicated the importance of institutional and social aspects, which might have gained less importance if not clearly defined.

Institutional, social, technical and environmental sustainability issues as starting point lead to holistic sustainability: one does not suffice without the other

Even though institutional and social aspects and the empowerment of communities is important, the physical construction has to be undertaken parallel to keep the communities motivated. Community members are overloaded with tasks of their everyday life. In case activities include capacity building only, people will get discouraged. Immediate practical results lead to increased ownership and motivation.

Physical construction has to be parallel to institutional and social aspects of development for communities to remain motivated.

If promotion of participation is considered only as the participation at the community level, the results of studies and assessments can become stagnant. This has been seen e.g. in the training needs assessment, where the communities were simply asked their capacity building wishes. The result reflected the already existing training situation in rural areas, with no innovative alternatives. Community plan analysis also indicates that communities lack alternatives and give as a response an activity they are already familiar with and have seen implemented. To avoid this it is important to involve e.g. the regional level personnel in the analysis to get a broader view and also incorporate the regional and national visions. Participation should be considered as participation of all partners, not only the community.

Promotion of participation only at the community level can lead to solutions promoting non-dynamic development.

Clear roles and responsibilities of all partners facilitate smooth implementation.

Particularly during the early stages of the programme, the personnel within the government, as well as the institutional set up itself, were rapidly changing. In this context, more attention should have been placed on discussing the roles and responsibilities of all partners to ensure that clarity exists. Because of the decentralisation policy, the Region also was placed in a situation to directly deal with the donor. Discussions between the donor and the regional authorities at the early stages on the policies and procedures would have clarified the procedures used by the donor.

The Board is defined as the highest decision-making body of the programme. In some cases, however, decisions have needed the confirmation of the Executive Committee of the Regional Administration, which has led to extended communication between the donor and the Region and, accordingly, has delayed the decision-making and has affected implementation. In order to improve efficiency, the composition of the Board should ensure that the Board has the required authority to act in its role as the highest decision making body.
This issue is planned to be discussed and finalised in the Role Seminar, organised in an early stage of the Phase II.

Recruitment criteria and possible corrective procedures should be agreed clearly in the early stage of the programme.

Phasing of the recruitment could avoid many problems.

In the beginning of the programme three technical assistance personnel based on the tender document were recruited: Programme Co-ordinator; Water Expert, raining & Extension Expert. First two were expatriates, and the third a national expert. During the implementation it became evident that the programme had changed its nature from the original, and there was no need for an expatriate water expert whose tasks could be undertaken by a national; and that the responsibilities of the training and extension expert could be undertaken by regional experts. Both technical assistance personnel had their own expertise. However, they did not have the required capacity to change according to the changed needs of the programme. This indicates that in the recruitment process, emphasis should be placed on the ability of the person to undertake various tasks, rather than only her/his expertise. In addition, recruitment of national experts should be undertaken only after the start-up of the programme when there is clarity on the tasks to be undertaken by the person. Recruitment of national experts, national and international consultants should not be done based on the CV only.

Simultaneous consultancies increases the benefits.

From the substance point of view it was extremely beneficial to have several consultancy processes going on at the same time. Consultants could contribute to the work of each other, thereby increasing multi-disciplinary and co-ordination.

One of the major successes of the programme has been that for every consultancy process, whether international or national there has been a team of 3-5 regional experts attached to the process. They internalised the process and gained confidence and knowledge on how to implement the activity themselves at the next stage. It was in-service training, which is rarely seen as human resource development. This ensured that the capacity stayed in the region and did not go away with the consultant. When the programme expanded outside the pilot area, there was a very rare need for additional consultancies in the thematic areas already covered. Both the focal persons and the thematic teams increased co-ordination and integration between bureaux.

Combination of national/international consultants during the strategy development improves the transfer of knowledge.

The main task of the programme office (Programme Implementation Unit, PIU) is to co-ordinate the implementation of the programme, not to implement it. In this respect, the location of the PIU is logically under the co-ordinating institution in the Region, BoPED. Existence of PIU does not imply, that the personnel should necessarily include technical assistance personnel. The withdrawal strategy outlines the basic principles for substituting the technical assistance personnel with the regional government personnel. Rather the purpose is to emphasise that there is a need for a separate unit that is responsible for all the programme operations. The withdrawal strategy proposes as example models like SAERAR, or Food Security Unit.

Separate unit responsible for all implementation is required for efficient implementation

Due to the lack of systematic information exchange between the programme and the national level, the experiences of the programme and the lessons learned were not fully reported at the national level, and not in a full use during the water policy preparation. Systematic reporting and information exchange mechanism should be created between the programme and the concerned Ministries.

Systematic information exchange facilitates experience sharing at all levels

The level of community participation cannot be predicted in community-based programmes. In the programme, community participation has exceeded the assumptions and has enabled reassessing of the physical construction targets. Flexibility is required to both directions. If the target has been set in a top-down manner, it can be expected that the outcome is not sustainable. Target setting can be set only based on realistic experiences. Gaining experiences in the pilot Woredas enabled to test all the developed mechanisms as well the implementation capacity of the Woredas in three Woredas only. After the first year of implementation it was possible to set realistic targets also for physical implementation. The targets were then set based on the practical implementation capacity. For example, during the implementation of the water supply construction it became clear that training artisans to assist communities in the construction was producing good quantitative results. The quantitative target for construction could have been set higher. However, it also became clear that the Woredas have limited human resources to facilitate and follow-up the performance of the communities and to promote the social and institutional aspects. The target was set to strike a balance between these two factors.

Targets to be assessed annually in community-based programmes

By testing the practical implementation capacity first, the quantitative target -driven implementation was avoided, which often leads to replicating mistakes in a large scale. Instead it was possible to concentrate on social and institutional issues which ensure that the communities have enough time to become familiar with the programme, and decide what their role in the implementation could be. Also the community level institutions and mechanisms need time to be strengthened.

Phasing and piloting increases competition and decreases risk of mistakes.

The pilot Woreda experience also allowed the mistakes made to be corrected and the lessons learned to be incorporated. For example, in one of the pilot Woredas the artisan selection did not follow the instructions given by the programme. This resulted in a very poor performance by the Woreda in physical construction compared to the other two Woredas. It was recognised that clearer instructions are needed, and the involvement of programme is to be increased in the selection process. Also other Woredas learned from this experience and paid increasing attention to the selection process in the consecutive years.