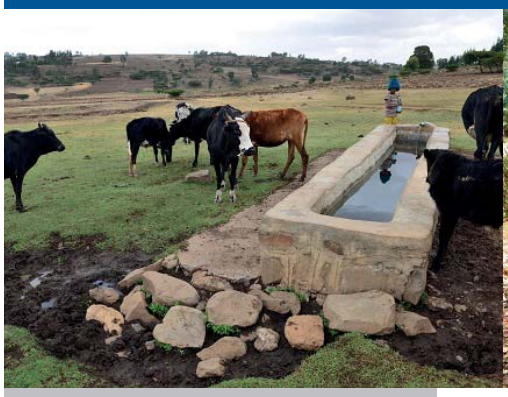
FCG International Ltd

FINAL MID-TERM EVALUATION REPORT

Presented to the Ministry for Foreign Affairs of Finland / Unit for Eastern and Western Africa



FINAL REPORT

MID-TERM EVALUATION OF THE COWASH PROJECT AND PLANNING OF THE FUTURE FINNISH SUPPORT TO WATER SECTOR, ETHIOPIA

June 2015

FCG INTERNATIONAL

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Acknowledgements

The Evaluation Team would like to thank all those who have assisted the Team, both before and during our recent Mission to Ethiopia. Special mention should be made of the valuable assistance in planning our Mission's schedule and stakeholder workshop, making appointments and assisting with arranging accommodation, meetings and transportation by the Embassy of Finland in Ethiopia, the COWASH FTAT, RSUs and FinnWASH project staff.

The Evaluation Team would also like to thank all those who attended and participated in the stakeholder workshop held in Addis Ababa on May 8, 2015, especially representatives from all regions where the COWASH and FinnWASH projects operate.

ACRONYMS AND ABBREVIATIONS

ACSI	Amhara Credit and Saving Institution
AfDB	African Development Bank
BG	Benishangul Gumuz
BGCSI	Benishangul-Gumuz Credit and Saving Institution
BoE	Bureau of Education
BoFED	Bureau of Finance and Economic Development
BoH	Bureau of Health
BSG(R)	Benishangul-Gumuz (Region)
CBN	Community Based Nutrition
CCO	Cross Cutting Objectives
CDF	Community Development Fund
CEDAW	Committee on the Elimination of Discrimination against Women
CFT	Community Facilitation Team
CIDA	Canadian International Development Agency
CLTSH	Community-Led Total Sanitation and Hygiene
CMP	Community Managed Project
COWASH	Community Led Accelerated WASH in Ethiopia
CRS	Catholic Relief Services
CT	Caretaker
CTA	Chief Technical Advisor
CWA	Consolidated WASH Account
DECSI	Debit Credit & Saving Institution
DFID	Department for International Development (UK)
DP	Development Partner
DPP	Development Policy Programme
EFY	Ethiopian Fiscal Year
EIRR	Economic Internal Rate of Return
EoF	Embassy of Finland in Addis Ababa
ET	Evaluation Team
ETB	Ethiopian Birr
EU	European Union
EUR	Euro
EUWI	European Union Water Initiative
EWA	Ethiopian Water Alliance
FCG	Finnish Consulting Group
FGD	Focus Group Discussion
FI	Financial Intermediary
FinnWASH	Rural Water Supply, Sanitation and Hygiene Programme in Benishangul-Gumuz Region
FMoH	Federal Ministry of Health
FMoE	Federal Ministry of Education
FTAT	Federal Technical Assistance Team
GLAAS	Global Analysis and Assessment of Sanitation and Drinking Water
GoE	Government of Ethiopia
GoF	Government of Finland
GTP	Growth and Transformation Plan
HEW	Health Extension Worker
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
HO	Home Office
HRBA	Human Rights Based Approach
HRD	Human Resource Development
HSDP	Health Sector Development Plan
IEC	Information, Education and Communication
IP	Inception Phase
IR	Inception Report
IRC	International Water and Sanitation Center
JFA	Joint Financing Agreement

JICA	Japan International Cooperation Agency
JMP	Joint Monitoring Program
JTR	Joint Technical Review
KII	Key Informant Interviews
KWT	Kebele WASH Team
LFA	Logical Framework Analysis
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (of Finland)
MFI	Microfinance institution
MIS	Management Information System
MMS	Mass Mobilization Strategy
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MoH	Ministry of Health
MoWIE	Ministry of Water, Irrigation & Energy
MSF	Multi-Stakeholder Forum
MTE	Mid-Term Evaluation
MUS	Multiple Use of Services (Water)
MWA	Millennium Water Alliance
NGO	Non-Governmental Organization
NPV	Net Present Value
NWCO	National WASH Coordination Office
NWI	National WASH Inventory
NWMU	National WASH Management Unit
NWSC	National WASH Steering Committee
NWTT	National WASH Technical Team
OCSSCO	Oromia Credit and Saving Shareholder Company
ODF	Open Defecation Free
OECD	Organization for Economic Cooperation and development
O&M	Operation and Maintenance
OMFI	Micro-Finance Institution
OMSU	Operation and Maintenance Support Unit
ORDA	Organization for Rehabilitation and Development in Amhara
OWNP	One WASH National Programme
PA	Pump Attendant
PCM	Project Cycle Management
PD	Programme/Project Document
POM	Program Operation Manual
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
RBM	Results-Based Management
REST	Relief Society of Tigray
RiPPLE	Research Inspired Policy and Practice Learning in Ethiopia
RSU	Regional Support Unit
RWCO	Regional WASH Coordination Office
RWSC	Regional WASH Steering Committee
RWSN	Rural Water Supply Network
RWSEP	Rural Water Supply and Environment Programme
RWTT	Regional WASH Technical Team
SAP	National Hygiene and Sanitation Strategic Action Plan
SNNPR	Southern Nations & Nationalities Peoples Region
SNV	Netherlands Development Organization
SvB	Supervisory Board
SWAp	Sector Wide Approach
SWOT	Strengths, Weaknesses, Opportunities and Threats
TA	Technical Assistance
UAP	Universal Access Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USD	United States Dollar

WASH	Water supply, Sanitation and Hygiene
WASHCO	Water Supply, Sanitation and Hygiene Committee
WB	The World Bank
WEW	Water Extension Worker
WIF	WASH Implementation Framework
WMP	Woreda Managed Project
WMU	WASH Management Unit
WRDB	Water Resources Development Bureau
WSA	Woreda Support Agent
WSG	Woreda Support Group
WSP	Water Safety Plan
WSS	Water Supply and Sanitation
WSSD	Water Supply and Sanitation Directorate
WSSP	Water Supply and Sanitation Program
WWT	Woreda WASH Team
WYCB	Women, Youth and Children Bureau

EXECUTIVE SUMMARY

The Mid-term Evaluation mission of the COWASH Project took place in Ethiopia from 20 April to 8 May 2015. The Evaluation Team consisted of Dr. Charles Pendley, Team Leader, Ms. Pirkko Poutiainen, Ms. Yemarshet Yemane and Mr. Ilmari Saarilehto.

The bilateral Community-Led Accelerated WASH (COWASH) Project was established with the aim to serve as a transition programme towards Finland's OWNP support. COWASH's overall objective is to achieve universal access to WASH in the rural areas of Ethiopia. The purpose of the Project is to support the acceleration of the UAP's rural water and sanitation targets attainment through the establishment of an enabling environment and implementation of CMP interventions in selected rural areas of Ethiopia.

The first phase of Component I (support to federal level) of COWASH was implemented during the period July 2011 – September 2014, and the present second phase covers the period October 2014 – June 2016. The first phase of Component II (support to regional level) ended in June 2013 and the second phase covers the period July 2013–June 2016.

The implementation strategy of COWASH is based on the Community Managed Project (CMP) approach, originally developed within the former Rural Water Supply and Environment Programme in Amhara Region (RWSEP). When the CMP approach is applied, communities are fully responsible for the water supply development process, through planning, financial management, construction management and maintenance management. The key feature of CMP funding mechanism is that it transfers funds and project management responsibilities for physical construction or rehabilitation directly to communities or relevant institutions such as schools and health facilities. The transfer of investment funds (grant) is carried through regional micro-finance institutions (MFIs).

Also, operation and maintenance (O&M) funds are saved in the MFIs by the WASH Committees (WASHCOs). The CMP approach is one of the key modalities for rural water supply defined in the OWNP and WIF.

The COWASH Project has two major components as follows:

Component 1 focuses on strengthening the capacity at the federal level to implement community-managed projects and supports the establishment of the OWNP.

Component 2 focuses on establishing and strengthening the capacity of regions to scale up implementation of community managed projects.

Finnish support is channelled to COWASH through two channels: (1) for Component 2 by channelling funds directly to the regions, to their Bureaus of Finance and Economic Development (BOFED), and (2) for Component 1 by covering the costs of the Federal Technical Assistance Team (FTAT) through a contract with the TA consultant. The Government of Finland has committed €22 million to support COWASH during 2011-2016. The Government of Ethiopia has committed to support COWASH with €23 million, and communities are expected to contribute approximately €5 million during the same period.
The objective of the MTE is to assess the progress of the COWASH Project, the extent of the achievement its targets, and, using information and findings, to make recommendations for the remaining period of phase II of COWASH.

The findings and recommendations will also form the basis for the preparation of the draft Project Document for Finland's future support to the Ethiopian WASH sector, which is a second part of the present assignment.

A summary of the MTE's findings and recommendations are presented in the following table:

Summary table of findings, conclusions and recommendations

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
Relevance			
COWASH objectives, design, strategies and approach are consistent with and relevant to the Ethiopian and Finland's policy, strategy and implementation frameworks. Its objective and purpose are drawn directly from the Ethiopian policy frameworks and directly contribute to the policy and strategic targets.	COWASH demonstrates relevance at national & community levels. In order to further enhance the relevance of the support, Finland should be part of further development of the OneWASH, including CWA, which requires funding also through CWA. That would also improve harmonization with the other CWA partners, since the CWA partners acting in collectively should be able to exert greater influence on GOE than a single donor acting alone. Unsolved issues with MOFED make it questionable moving fully to support programmatic approach by using CWA as a funding channel (e.g. MFIs as a financial intermediary for community procurement and O&M savings which is a major empowering factor for communities). To keep the CMP approach intact and maximize benefits based on its comparative advantage, provide future funding also through Channel 2 (bilateral).	Future Finnish support should consider a two-track approach: (i) through the CWA; and (ii) bilateral assistance to support the scaling up of the CMP approach, but through a programmatic rather than project-based approach.	MFA, Finland
COWASH and MFA have responded to policy/strategy changes taking place in the period following approval of COWASH in 2010, which have been towards a programmatic approach culminating in the launching of OWNP in 2014.		Discussions with MOFED on CWA as a modality to enable use of CMP approach (MFI or commercial banks, WASHCO financial management and cash transactions)	MFA, Finland Embassy of Finland
The increasing level of investment funds allocated by regions to implement the CMP approach indicates that water supply and sanitation are a high priority for regions and woredas. The CMP approach is considered to be highly relevant.		Future support beyond June 2016: further test the applicability of the CMP approach to higher-level technologies (e.g. deep boreholes and pipe schemes) and for sanitation in peri-urban areas. Possibilities of implementing CMP using Commercial Bank of Ethiopia branches instead of MFIs to make the fund transfers more acceptable to governmental organisations and others should also be looked at more closely.	MFA, Finland
High demand by communities and institutions for COWASH support, despite relatively high requirements for the community contribution, including financial contribution, indicates that water supply and CMP approach are a priority for the communities.			
The COWASH Project has high relevance coherence and complementarity with national policies, strategies and plans in the water sector, but less with the health, education and finance sectors.		Continue coordination as it is due to the short time difficult to implement any new institutional arrangements.	
Project performance and effectiveness			
The COWASH Project and the CMP approach are widely known and appreciated at both national, regional and woreda levels due to active promotional activities and the commitment and performance of its staff at all levels. The CMP is recognized as an effective approach that maximizes participation and ownership at	A solid approach has been developed with comparative advantages to other modalities in rural WASH.	Replication and scaling up of the CMP approach should be included in Finland's future support to the WASH sectors.	MFA Finland

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
community level. COWASH's performance is generally very good. Results in supporting improved water supply will be surpassing the targets in Amhara and Oromia but somewhat below the targets in Tigray, SNNPR and BSG (where the works has just begun).	COWASH is generally performing well and effectively. Some regions need further guidance to achieve targets.		
COWASH will meet the quantitative targets/results, apart from some issues depending on external decisions – such as legalization of the WASHCOs (still a big challenge but necessary for CMP approach). No major deviations from plans have taken place after modifications were made to the original project document to reflect the policy and strategy developments. No needs have emerged for additional or revised results which would affect Phase II. A delay in approval of Phase II and the revised PD has decreased the implementation time available (e.g. for CCOs), and has affected implementation in all regions as funds for 2006 EFY were not transferred until March 2014.	Project is mainly progressing as planned. In the future (beyond 2016) there should be a shift towards a more programmatic approach with reduced role for the TA staff and the government officials taking the lead in CMP planning, implementation and reporting. To make this possible the reporting procedures should be simplified and streamlined with the regular government reporting systems at different levels. The indicators should continue to be aligned with what is commonly reported in the sector and by the water bureaus, and the number of indicators followed could be reduced to ensure efficient and complete reporting from woredas to upper levels.	No major changes should be made during the remainder of Phase II. Focus should be on completing planned activities. In the remaining period, COWASH should focus on preparation of manuals, networking, stakeholder workshops, and woreda level capacity building. Legalisation of WASHCOs can be organized under Water User Associations (WUAs). Move to more programmatic approach in the future support and also considering streamlining reporting. Water supply work should continue with the same approach, but with more emphasis on supporting institutional WASH. Institutional latrines fill up quickly so double-pit latrines should be considered.	COWASH COWASH MOWIE, regional bureaus, support by COWASH MFA, Finland Planning Team COWASH
CMP has been effective in increasing rural water targets through implementation of the CMP approach by building local capacity for CMP implementation at woreda and WASHCO level for water point construction. There are increased GoE and regional budgets for implementing the CMP approach, and the CMP approach is recognized and included in the OWNP.	There is still a need to increase commitment to and use of the CMP approach by sectoral ministries and regional bureaus.	Promote CMP at all levels and work to ensure that the ministries and bureaus commit to CMP implementation on their own.	Embassy of Finland COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
The institutional WASH situation is quite poor in all regions visited, and many schools and health posts do not have adequate water supply and/or proper latrines for boys and girls. Due to the delayed release of funds there is a large backlog of applications in SNNPR, especially from schools and health institutions. There are ODF-declared kebeles, but the sustainability of ODF status is questionable in many places.	There is a need for more effective engagement with the health sector at federal and regional levels to develop effective procedures for verifying ODF status and post-ODF follow up to ensure the sustainability of ODF status at household and kebele levels. In sanitation and hygiene (S&H), focus on a more strategic (e.g. to ensure that the Environmental Health and Sanitation Strategy which is being revised will be comprehensive and supportive of sustainable S&H) and active role, beyond CLTSH, in supporting and capacitating the health sector at different levels for post-ODF follow-up and hygiene promotion. In addition, while Community-led Total Sanitation and Hygiene (CLTSH) helps households to get on the bottom step of the sanitation ladder, sustainable use is linked to people upgrading their facilities.	The proposed future support should play an active role to ensure that the Environmental Health and Sanitation Strategy will support the health sector at all levels for post-ODF follow-up and hygiene promotion using the sanitation ladder approach and work to ensure that S&H is part of the health workers personal evaluation and there is proper focus to a few key messages rather than a too complicated package. In discussions with GOE, stress sanitation and hygiene issues as well as institutional WASH with the health and education sectors to promote further commitment and resources for this work. Use Finnish support to the education sector and especially through the Inclusive Education Project as an entry point to discuss school WASH issues with the Ministry of Education as a key intervention to ensure especially adolescent girls retention in schools where the Education sector should allocate their own funds as well and not only depend of outside sources. Use the health sector development partner coordination groups as entry points to start discussions for further commitment and leadership from the health sector for both community and health institution WASH improvement. Channel funds for institutional sanitation through the sector bureaus and demand matching funds to ensure the involvement and commitment of the health and education sectors.	MFA Finland Planning team COWASH MFA Finland Embassy of Finland Embassy of Finland COWASH Embassy of Finland COWASH Embassy of Finland COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
The capacity building is considered to be very effective. Capacity is developed most effectively at WASHCO and woreda levels, and generally at a lower level at regional, zonal and kebele levels, with regional variation. There are serious constraints, however, including: i) High staff turnover at all levels of government, but particularly at regional and woreda levels; ii) Uniformity (content, duration and participants) and quality of the capacity development provided, based on Training-of-Trainers (ToT) with training cascading downwards. There is currently some variation in per diems and incentives, which may be having a negative impact on the training.	While general capacity building is effective, there is a need to improve the quality of training provided at lower levels. In addition, it is important to ensure uniform length, content and appropriate participants, in order to further improve the effectiveness of the provided training and capacity development support. Staff turnover is problematic for maintaining capacities in WASH management. MOFED is working on harmonizing per diems and incentives – this work should be followed up and harmonized rates implemented. Incentives for trainers should be provided (regional and woreda officials) in line with the coming MOFED guidelines, to ensure the quality of training and the commitment of trainers. Also an inventory of capable trainers should be kept at regional level.	Further develop the training in future support: the planned length and content of trainings should include enough time for practical demonstration and practice to ensure internalization of the new approached and methods. Further training methodology courses should be arranged and the guidance and monitoring of delivered training further improved. Guidance for induction of new staff in cases of staff turnover should be provided to ensure at least a basic understanding of the CMP and the project and their roles and responsibilities. Capacity development for sanitation and hygiene (S&H) promotion in the water, health and education sector; as well as for WASHCOs and communities should be systematic and well planned to ensure effective and sustainable S&H promotion. Copies of training materials and other supportive materials could be provided to WASHCOs to ensure that they can also self-refresh the issues learned; as well as having on hand some learning materials for new WASHCO members in times of change of WASHCO composition.	MFA Finland Planning team COWASH GOE bureaus COWASH RSU COWASH MFA Finland Planning team COWASH
In some cases budget disbursement from the GoE and/or GOF as well as from region to woredas was delayed, and has led to delayed implementation. Woreda work plans have also been delayed, leading to delays in budget disbursement. In many regions there have been issues regarding reduced or no disbursement of the operational funds to woredas (in Amhara and Tigray not	Clear directions are needed on budget disbursement, including from the central level Steering Committee to the regions, to transfer investment and operational funds to woredas in a timely manner to facilitate project implementation, follow-up and	Clarify investment and operational fund procedures and allocations with GOE and Steering Committee.	Embassy of Finland COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
operational funds have been allocated and in Oromia there have been cuts in the amounts).	monitoring.		
The current RSU support is quite strong, but their support varies by region and there are different needs which need to be taken into consideration. The strong and independent RSU of Amhara has achieved the greatest results but as the overall direction is towards a programmatic approach the RSUs should be more clearly integrated to the regional bureaus and possibly with the OWNP structure in the future support. There is limited time left in the present phase to change the RSU structures and this will looked at in planning the future support.	Amhara Region is strong enough to work with limited support and there should be shift towards a more programmatic approach allowing the local government to take the lead. In Tigray, SNNP and Oromia there is still a need for more promotion and capacity building and experience sharing within and between regions to convince local government on all aspects of CMP (including community procurement). In BSG, activities have not properly started yet.	Future support: - In Amhara the main support could be specific capacity development (technical, S&H, WSP etc.) and monitoring, and TA only when specifically needed; - In Tigray, SNNP, Oromia and BSG more capacity development and experience sharing between communities and local government for CMP internalization.	Embassy of Finland COWASH
Efficiency and value for money			
COWASH is implementing water points at considerably lower unit cost per water point than other modalities (about one-third of the cost of other modalities in Amhara and Oromia). The project is leveraging GOE funds at all levels especially for investment costs.	Community procurement, supervision and a high level of participation can improve efficiency and reduce the cost of construction effectiveness and should therefore be promoted.	Ensure that community procurement, high level of participation and supervision of the CMP approach, are supported in the future support.	MFA Finland Planning team
There are regional differences in RSU capacity and staffing. Amhara, with 40 COWASH woredas, has a larger and more capable team than the other four regions, and most efficient. This is largely due to the long history of support using similar approaches and the high capacity and understanding on the part of government counterparts in Amhara Region. Regions where efficient implementation is not yet been achieved are Benishangul Gumuz (where implementation was only recently started), and SNNPR (where there are delays in receiving woreda and zonal budget allocations as well as reporting and procurement of vehicles and high staff turnover at regional level).	Regional differences are an important influence on COWASH's effectiveness and efficiency. Amhara Region has the capacity and experience to implement the CMP approach without extensive external assistance.	Particular emphasis should be given to supporting implementation in BSG and SNNPR.	COWASH
Rural sanitation and hygiene promotion is the primary responsibility of the health sector, and the FTAT has no sanitation or hygiene specialists on its staff. (This needs to be verified)	Support to and coordination with the health sector could be improved. There is a need for more effective engagement with the health sector at federal and regional levels to, among	More focus on supporting health sector on sanitation and hygiene aspects in the future support.	MFA Finland Planning Team

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
	other things, develop effective procedures for verifying ODF status and post-ODF follow up to ensure the sustainability of ODF status at household and kebele levels.		
In some locations visited, it was noted that new water points are being constructed near existing water points that are either already functioning or in disrepair.	This will not improve coverage, but will only provide an increased level of service/choice for those already having access.	New water points should **not** be sited within 500 meters of existing water points. In preparing work plans for FY 2016, more emphasis should be placed on rehabilitation and repair of existing water points where they exist.	COWASH
Project design, management and implementation			
COWASH management is generally effective, as the results show. There could be more clarity on the roles of the project staff (advisory only) and the local government staff. There may be overlap and duplication of duties between RSU and government staff. COWASH was perceived to be process-oriented which was seen as both good (improving accountability and ownership though clear processes) and not so good (cumbersome and sometimes time consuming). In some woredas there were complaints about late budget disbursements.	Lack of clarity and overlapping roles and responsibilities can reduce efficiency and effectiveness. Government staff can become dependent on RSUs.	Advisory roles should be ensured for RSU staff and technical advisers at woreda level through clarifying roles and responsibilities with regional and woreda government offices. External support can be reduced or withdrawn when counterparts have sufficient capacity to work on their own	Regional bureaus WWTs COWASH
RBM: The logical framework of the COWASH does not include qualitative outcome or wider impact level targets. Emphasis is on achieving the quantitative access targets set at the overall objective level, and even more so at the project purpose level. Components include results, objectively verifiable indicators, sources of verification and assumptions. However, at the level of results there are no quantitative or qualitative indicators or targets. Outputs include well-defined activity-based quantitative indicators. Baseline data has been collected at the regional and woreda levels and follows a quantitative perspective. It includes also socio-economic aspects (e.g. number of people) and an overview of the situation regarding water supply and sanitation quantitatively. The baseline gives	The MTE finds that the project design does not sufficiently follow the RBM principles and the focus is solely on performance related to quantitative targets set and reporting is according to quantitative results. The MTE thinks that the RBM objective and result areas should not be changed for the remaining one year. However, in the absence of qualitative indicators for outcomes and impact and qualitative aspects of performance, COWASH should try to find an evidence-base and report accordingly, even indicating "weak indications" of outcomes and impact and qualitative aspects of the	Incorporate RBM in the design of the future support. Collect an evidence-base for qualitative outcomes and impact, as feasible, and report on results particularly in the Phase II Completion Report.	MFA, Finland Planning team COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
the basis for assessing the improvements in the coverage, but does not provide outcome or impact information.	performance. The planning of the continuation needs to focus more on RBM, outcomes and impact.		
The COWASH M&E system is based on a large number of indicators, and there have been problems in receiving complete and accurate data from woredas in a timely manner. Data collection is done in line with the National WASH Inventory data definitions using standard monitoring formats prepared by the project. COWASH reporting is currently cumbersome and time consuming, as the project is preparing monthly reports (not mandatory), quarterly technical and financial reports as well as outcome-based reports to both governments. In addition a results-based report to the Finnish government and annual reports are also prepared. There is also support for GPS and GIS applications for water point mapping, which has been supported to improve the effectiveness of data collection and to support woreda level planning.	The mapping and GPS/GIS components are interesting and appreciated at local levels, but run the risk of being project based and not sustainable. There should be clarity from the federal level regarding the institutional home and linkage to the NWI and the upcoming national M&E system before such activities are implemented more broadly.	Data collection and water point mapping should continue to be coordinated and linked with the planned updating of the National WASH Inventory and with the work of the M&E support consultants currently working with OWNP in the MOWIE. The water point mapping should be implemented in line with what is planned in NWI and should not be an additional burden for woredas, since a little over a year of current project remains.	COWASH
Coordination The effectiveness of coordination with MOU signatories varies over time, at federal level and within regions and woredas. So far, MOUs have lacked effective follow-up and commitment from the signatories. Regional coordination is found to be stronger in Tigray, Amhara and Benishangul Gumuz and weaker in SNNPR. Cross-sectoral coordination with education and health sectors is still problematic. Effectiveness of coordination dependa partly on interested individuals at woreda and regional levels. Resources (human and financial) committed to implementation of the COWASH Project by the health and education ministries and bureaus are insufficient to ensure effective commitment to the COWASH Project. Also, focal persons do not have the authority to make decisions on behalf of their ministries or bureaus and	COWASH should not devote a large amount of the remaining time and effort on trying to improve coordination. If Finland contributes to OWNP through the CWA, OWNPs coordination arrangements will also apply to future Finnish assistance to the WASH sector, which are expected to be more effective due to the increased leverage the CWA partners will have. Coordination and harmonization within the water sector and among the related sectors should be further strengthened, and the sectors should take clear responsibility for their areas	During the period to July 2016, COWASH should, through a dialogue with government and other partners, identify ways and means to mainstream and scale up application of the CMP approach in other woredas in the same five regions. This should be at an appropriate level, and with resources that can be provided from other resources available to the regions and woredas. This also means finding ways to incorporate the positive features of the CMP approach in WMP and self-supply modalities. The COWASH activities are not integrated into the performance evaluation criteria of the focal persons	COWASH Regional bureaus and WWTs

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
are known to change from time to time due to high staff turnover. Intersectoral coordination is somewhat improved in the OWNP. There is high-level commitment from GOE and a number of donors, and a larger amount of resources are channelled through the health and education ministries and bureaus. Ministries and bureaus also have a number of other steering committees, task forces and working groups that require time and often consist of the same people.	related to WASH. Cross-sectoral coordination plat-forms and Steering Committees at different levels should be further strengthened and formalized with decisions from the GoE sectors. The structures are almost in place but need to be strengthened and activated.	in GoE bureaus and WWTs.	
The Multi-stakeholder Forum (MSF), an annual WASH sector review which includes all key stakeholders and NGOs, was not held in 2014.	The MSF is a valuable forum for the exchange of experience and achievements in the WASH sector that also includes WASH NGOs.	The Embassy of Finland should stress the importance to other sector stakeholders that a Multi-stakeholder Forum be held by November 2015.	Embassy of Finland
HRBA and CCOs			
HRBA: As COWASH is not in control of the investment funds, they are not in a position to directly influence social equity aspects. Social equity is promoted by GOE in allocation of block grants to Regions based on a distribution formula by placing emphasis on emerging Regions. Promotion of social equity is left to communities, who use their own mechanisms on how to address vulnerable groups. The use of water seems to be affordable for the majority of users. There is no clear evidence base on how this system works and whether discrimination of certain groups takes place. In the CMP approach, accountability and transparency are in-built. A unique feature is that the accountability structure is closest to the final beneficiaries/users with an exceptional element of fund management by communities.	COWASH CMP has several unique elements which support HRBA. Enhancing the evidence base on the functioning of the systems (together with targeted actions), regarding promotion of social equity (community coping mechanisms) and accountability (public audit) is required to provide the required justification of incorporating these mechanism in the CMP. Providing an evidence base might facilitate incorporation of these elements more broadly, particularly in OWNP.	Proactively support inclusion of indicators for CCOs of WASH in GTP II and OneWASH (DFID supported M&E consultancy), and contribute to performance measurement accordingly. Support implementation of social accountability through training, technical support, and other resources. Carry out training for RSU members to include disability and inclusiveness into the project's design, appraisal, promotion, and implementation and monitoring. Focus on systematizing the elements in the approach which have not gained sufficient attention due to delays: evidence base for impact; social accountability (public audit) and providing comprehensive gender disaggregated data and reporting on it, particularly in the Phase II Completion Reports (include qualitative aspects).	COWASH COWASH COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
		Follow up and provide technical support for regions, zone and woreda in collecting crosscutting baseline data which was not carried out due to delays of Phase II approval. Provide social accountability training to region, zone and woreda experts; follow up and technical support to ensure the cascading of the social accountability guideline to the Kebele WASH Team and WASHCO level, and implementation of it.	COWASH COWASH
Gender: A COWASH gender strategy was formulated at the early stages of the project. A CMP Gender Step-by-Step Checklist has been also developed by COWASH. This has been applied, and could be even more widely used as an implementation tool. Promotion of women's meaningful participation is largely carried out by using quotas and training. The principle promoted is that each WASHCO should have at least 50% women members and that women should be elected to one or more of the leading positions in the WASHCO and 15-20% of trained private sector artisans should be women which has led to good results. Particularly impressive is the # of female artisans taking into consideration the challenging environment. COWASH collects gender disaggregated data e.g. on the number of female artisans; women participating in trainings; women as WASHCO members; and a number of female beneficiaries of institutional latrines. These are disaggregated by project Regions, and indicated in the annual reports of COWASH. There is, however still a need to improve gender disaggregated reporting from woredas, as the importance of gender disaggregated reporting is still not well understood in different administrative levels. In many WASHCOs the financial matters are handled by	COWASH has taken clear steps towards promoting gender equality, however, due to delays in the recruitment process of the CCS and JPO, some planned tasks have not been implemented and notifiable results and outcomes achieved at the level of WASHCOs, pump attendants and artisans in implementation of the CMP. The evidence base for outcomes and impact is very weak, or non-existent. Due to delays in start-up of the Phase II, the COWASH support in promoting gender in strategic sector development has been limited. At the moment, and for the last year of the Phase II, there are opportunities to enhance the strategic level influence. The upgrading of the OneWASH PD by end of 2015; the consultancy of OneWASH M&E; and carrying out a new gender audit are initiatives where COWASH should proactively provide gender support. It is evident, that without gender expertise within COWASH in the future,	Strategic gender mainstreaming and targeted support in both the sector development and Finland's support. In the continuation of future support, ensure targeted planning and budgeting, targeted actions, M&E (qualitative and quantitative indicators, also at outcome and impact levels). Ensure required gender expertise. Proactively support OneWASH PD updating to address the gaps in the document regarding gender mainstreaming and targeted actions for women/girls, budget, human resources; gender M&E indicator development (DFID-funded) Gender support needs of Regions to be addressed in the future support, particularly during planning, to go beyond quotas, and supporting them with a specific budget line for gender mainstreaming training and technical support activities.	MFA Planning team COWASH Planning team

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
women and they also visit the MFI related to these matters. Instead of only one pump attendant, one male and one female pump attendant have been recruited. Gender training in COWASH is provided at Kebele and WASHCO levels, executed by the Woreda Women, Children and Youth Office. Their capacity has been building through procuring office materials (computers, printers) and participating in the CMP related trainings. COWASH water point designs are gender sensitive taking into account the needs of water collectors. The design of water points facilitates lifting of the water container on to the back of the collector without help from other community members.	the promotion of gender equality will remain at the level of quotas. The current gender expertise (mainly allocated to JPO) could be strengthened with short-term consultancies, particularly for strategic interventions in the sector. Currently gender does not have its own budget line in the project budget which does not enable full-fledged planning, budgeting, targeted actions, support at implementation and M&E. This should be addressed during the planning of the continuation.		
Environment: Climate resilience is included in Water Safety Plans (WSPs) being piloted now in Amhara. Watershed and environment protection, water quality from watershed to point of consumption, sanitation, etc. are included in the WSP. WSPs will also be supported by OWNP. Erosion and stagnant water was observed around and below some water points and springs, which is a risk for water safety.	Water Safety Plans are a comprehensive approach that should be promoted and are considered an integral part of the COWASH project management cycle that is planned to be started for all new water point construction. Unfortunately the late introduction of the approach may make it difficult to actually implement everywhere and implementing this new approach should not divert attention from construction of water supply and sanitation facilities, especially in SNNPR and BSG regions.	Critically consider whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions. Incorporate the CR-WSP in Finland's future support, and work to ensure application of similar approaches more broadly in the sector. Watershed management as an activity could be included in future Finnish support. For this, bureaus and offices of agriculture could become steering committee members. It should be ensured that a surface runoff drain upstream of spring capping structures is built, and proper drainage from water points, including springs, is ensured, both for overflow and excess water from the taps. Ideally this should be used for productive purposes.	MFA Finland COWASH MFA Finland COWASH
High fluoride concentrations (above 1.5 mg/l) in groundwater have been found in the Rift Valley zones and adjacent escarpments in SNNPR and Oromia regions. Areas with particular risks have been identified	High fluoride concentrations in drinking water can have long-term health impacts such as fluorosis, discoloration of teeth and brittleness of bones.	The project should test shallow and hand dug wells located in or near areas shown to have high fluoride concentrations to determine if there is	COWASH

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
and mapped. At least three woredas in SNNPR and Oromia regions where the COWASH project has been operating have been identified as areas with high fluoride concentrations.		a risk from high fluoride concentrations. This activity could be carried out in collaboration with the JICA water chemist at the SNNRP Water Resources Bureau in Hawassa, SNNPR.	
Impact			
UAP: There is an overall increase in access to water supply schemes and access to sanitation. The regions except for Benishangul Gumuz have constructed safe water supply schemes for community and institutions; and construction of institutional latrines.	1,194,394 people in rural areas in the COWASH regions have received access to improved water supplies. 235 schools and 59 health institutions have benefitted from improved sanitation facilities.	In the remaining period, the project should have an increased focus on addressing the backlog of institutional water supply and sanitation	COWASH
Socio-economic: COWASH has been implemented for a few years and rigorous assessment of impact of the project has not been carried out. COWASH has carried out some case studies (see CMP website), which indicate improved health and livelihood for women and children. This can be considered as an indication that the project has made impacts on women and children lives. In discussions with WASHCOs and woredas many of these benefits were mentioned as a result of improved access to clean water and sanitation- e.g. improved education, health and socio-economic situation of women and girls.	As no rigorous assessment has been made, these can be still considered as "weak signs" of impact.	In the remaining period and future support, the strategic focus should incorporate and measure impact and qualitative outcome indicators systematically (OneWASH)	MFA, Finland COWASH
Sustainability			
CDF/CMP implemented schemes are highly sustainable compared to other approaches. Ownership and commitment of the community and WASHCOs for supervision of construction quality and for O&M and protection of the scheme contributes to sustainability. The approach is good in producing sustainable water schemes and should be continued and scaled up by other agencies and the government, using their own organizations and resources. Even more emphasis can be given to O&M training to WASHCOs and post-construction follow-up support. Systems are developed by the health sector, but there	Operation and Maintenance systems are still under development for technical and financial support for O&M when needed, and for the spare parts supply and availability. There have been some recent developments in this, both by COWASH developing an O&M Strategic Framework and some of the regions starting to implement systems for improving the O&M support and spare parts supply.	A systematic approach to O&M support and spare parts supply chain should be developed and implemented with proper flexibility for regional variation. Focus on post-ODF support and constant follow up of S&H is needed in	COWASH (remaining period) MFA, Finland Planning team (future support)

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
are still gaps in effective implementation, as health extension workers have many duties (they have a 16 point S&H package that includes everything, but cannot practically focus enough on these issues, as there are so many other health issues to cover.)		future support.	
Institutional capacity and commitment to CMP implementation of the counterpart organizations at different levels has been developed by COWASH, but is still not very high in the new regions where CMP implementation has been started only during COWASH implementation. In Amhara the capacity and commitment is there, and a more hands off approach allowing the local government to fully take the lead could be first started in Amhara.	For improved institutional sustainability even more responsibility should be given to woreda, zone and regional government in supporting project implementation with the RSU and FTAT taking a more clearly advisory role, with less involvement in reporting and supervision and less direct support in conducting activities. The issue of WASHCO legalization may be more easily addressed at regional level than federally. There should also be linkage of water user associations and WASHCOs and reducing establishing parallel committees where this is possible.	Recommendations Future support: FTAT clearly taking advisory role and the RSUs to be integrated with OneWASH PMUs and work in an advisory rather than direct project management role. WASHCO legalization issues to be legalization promoted. Legalisation principles to be solved.	MFA Finland COWASH MoWIE, NWCO, Wider WASH sector stake-holder group.
Environmental sustainability and climate change related risks and reliance are well covered in the Climate Risk Screening procedures and the CR-WSP developed for the project. Specific technical issues to consider in all schemes include proper drainage of the overflow and spillage water from the water point site – a good design for this was seen in some cases where the overflow was directed to a cattle trough. Such productive use of the overflow and spillage water should be considered for all schemes.	These approaches should be gradually taken into broad use and promoted for other WASH sector agencies as well. The project is taking the CR-WSP as an integral part of the COWASH project management cycle that is planned to be started for all new water point construction. However, as the approaches are still being developed and tested so late in the project these new activities should be implemented only where they will not distract attention from learning and implementing the core COWASH activities.	Critically consider whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions. Incorporate the CR-WSP in Finland's future support and work to ensure application of similar approaches more broadly in the sector.	MFA Finland COWASH MFA Finland
Running costs for vehicles and operating costs for equipment provided by COWASH to regional bureaus and woreda offices are presently at least partly or wholly	Recurrent operational costs should be the responsibility of GoE units	From FY 2016, these expenses should be budgeted for in the bureaus' and woredas' own budgets.	BOFEDs

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	ACTION BY
covered by the Project in Benishangul Gumuz.			
Special issue: FinnWASH			
The FinnWASH Project in Benishangul Gumuz is scheduled to end in October 2015. The project has made significant achievements in increasing water supply and sanitation coverage and strengthening local organizations and community management in the five woredas since its inception in 2009. After October 2015 it is estimated that there will be a remaining technical assistance budget of around €50,000 and investment funds of some 8-10 million ETB that has already been transferred to the five FinnWASH woredas in Metekel Zone.	There is a need to build more capacity for piped scheme management; finalization of water safety plan implementation for the Ali Springs piped scheme that is supplying water for the entire woreda; and building the management capacity of the WASHCOs and water users association. There is a need for limited technical support, particularly for the Ali Spring piped scheme and for completing other commitments left over for the Ethiopian Fiscal Year 2008 (2015/2016).	There are several options for ensuring the completion of the commitments made in the project areas and use the remaining budget. A. COWASH manages the remaining implementation using remaining TA for additional personnel. B. COWASH manages the remaining implementation using part of the investment budget for additional personnel. C. Region and woredas independently manage the remaining implementation D. Remaining investment budget is used by COWASH in COWASH woredas.	MFA, Finland FinnWASH SC

1. BACKGROUND

1.1 INTRODUCTION

The Mid-term Evaluation mission of the COWASH Project took place in Ethiopia from 20 April to 8 May 2015. The Evaluation Team consisted of Dr. Charles Pendley, Team Leader, Ms. Pirkko Poutiainen, Ms. Yemarshet Yemane and Mr. Ilmari Saarilehto. Quality Assurance was provided by Ms. Pamela White.

The Team held discussions with representatives of the Embassy of Finland, the Ministry of Water, Irrigation and Energy (MOWIE), the Ministry of Finance and Economic Development (MOFED) and the COWASH Federal Technical Assistance Team (FTAT) in Addis Ababa. The Team also visited all five regions where the COWASH project is being implemented, *viz*. Amhara, Benishangul Gumuz, Oromia, Southern Nations and Nationalities People's Region (SNNPR) and Tigray. The Team also met a number of development partners; *viz* the World Bank, the African Development Bank, DFID, JICA, USAID, UNICEF, Italian Cooperation, and SNV, who are also implementing WASH projects in Ethiopia.

During its visits to the regions, the Evaluation Team met representatives of the bureaus of water resources, finance and economic development, health, education and women and youth affairs, regional support units (RSUs), zonal woreda and kebele WASH teams, beneficiaries, and others. The Team also visited non-COWASH water points and schools in order to gain a fuller understanding of the water supply and sanitation situation in rural areas of Ethiopia. In Benishangul Gumuz, the Team also met and held discussions with representatives of the FinnWASH project.

1.2 THE CONTEXT

Finland and Ethiopia have long term cooperation in water sector development that started in already 1990s. The cooperation has produced impressive results in Ethiopia including over 12,500 water points benefitting approximately three million people. Support to water sector will be also in the future one of the key modalities of Finnish support to Ethiopia's development. In short, the following principles are applied for Finnish support:

- Support shall be provided under the umbrella of Ethiopia's WASH sector program, the One WASH National Program (OWNP)
- Strong emphasis on human rights through channelling the support to the Community Managed Project (CMP) approach
- Strong capacity building approach including carefully targeted technical assistance (TA) at federal and regional levels in areas where TA may provide strong value added
- Active participation in aid coordination under the OWNP to ensure well-coordinated and harmonized support

The WASH (water supply, sanitation and hygiene) sector in Ethiopia is developing rapidly and is moving towards a sector-wide approach whereby several important policy, coordination and implementation mechanisms have been developed in recent years. Such policies include rural and urban water access plans (UAPs), WASH Implementation Framework (WIF) and the national WASH sector programme, the One WASH National

Program (OWNP). The OWNP is the main instrument for achieving the goals set out for WASH sector in Ethiopia's poverty reduction strategy of the "*Growth and Transformation Plan 7/2010 – 6/2015 (GTP)*".

1.3 THE COWASH PROJECT

The bilateral Community-Led Accelerated WASH (COWASH) Project was established with the aim to serve as a transition programme towards Finland's OWNP support. COWASH's overall objective is to achieve universal access to WASH in the rural areas of Ethiopia. The purpose of the Project is to support the acceleration of the UAP's rural water and sanitation targets attainment through the establishment of an enabling environment and implementation of CMP interventions in selected rural areas of Ethiopia.

The first phase of Component I (support to federal level) of COWASH was implemented during the period July 2011 – September 2014, and the present second phase covers the period October 2014 – June 2016. The first phase of Component II (support to regional level) ended in June 2013 and the second phase covers the period July 2013–June 2016.

The implementation strategy of COWASH is based on the Community Managed Project (CMP) approach, originally developed within the former Rural Water Supply and Environment Programme in Amhara Region (RWSEP). When the CMP approach is applied, communities are fully responsible for the water supply development process, through planning, financial management, construction management and maintenance management. The key feature of the CMP funding mechanism is that it transfers funds and project management responsibilities for physical construction or rehabilitation directly to communities or relevant institutions such as schools and health facilities. The transfer of investment funds (grant) is carried through regional micro-finance institutions (MFIs).

Also, operation and maintenance (O&M) funds are saved in the MFIs by the WASH Committees (WASHCOs). The CMP approach is one of the key modalities for rural water supply defined in the OWNP and WIF.

The COWASH Project has two major components as follows:

Component 1 focuses on strengthening the capacity at the federal level to implement community-managed projects and supports the establishment of the OWNP. The expected results of the component 1 are:

a) Community Managed Project (CMP) approach scaled up at national level;

b) CMP implementation capacity at the federal and regional levels developed; and

c) Development and implementation of OWNP supported.

The Ministry of Water, Irrigation and Energy (MoWIE) has overall responsibility for oversight of COWASH implementation at the federal level. To support MoWIE's work, a Federal Technical Assistance Team (FTAT) has been established in the MoWIE. The Ministry for Foreign Affairs of Finland (MFA) funds FTAT through a contract with a TA consultant, Ramboll Finland Oy, who currently implements this technical assistance part of the Program in consortium with Niras Finland Oy.

Component 2 focuses on establishing and strengthening the capacity of regions to scale up implementation of community managed projects. The Project covers five regions: Amhara, Tigray, Oromia, Benishangul-Gumuz, and Southern Nations, Nationalities and People's Regional National State (SNNPR).

Expected results of Component 2 are:

a) Target regions, zones and woredas capable to plan, manage, monitor and implement rural WASH interventions using CMP approach;

b) Financial and procurement services delivered for CMP interventions at all levels in the selected regions; and

c) Sustainable community and institutional access to safe water, sanitation and hygiene in the target woredas increased. Practical implementation of the component II is done by the woredas and communities. This is supported through the technical assistance provided through the Regional Support Unit established at the Regional Water Bureau and employed by the Water Bureau from the GoF contribution to the region with the technical support of FTAT.

Finnish support is channelled to COWASH through two channels: (1) for Component 2 by channelling funds directly to the regions, to their Bureaus of Finance and Economic Development (BOFED), and (2) for Component 1 by covering the costs of the Federal Technical Assistance Team (FTAT) through a contract with the TA consultant. The Government of Finland has committed €22 million to support COWASH during 2011-2016. The Government of Ethiopia has committed to support COWASH with €23 million, and communities are expected to contribute approximately €5 million during the same period.

Phase I of the COWASH Project started in July 2011 and is now entering the last year of its second phase. The project aims at scaling up the Community Managed Project (CMP) approach developed in the earlier Finnish-funded WASH projects in Ethiopia such as RWSEP and CDF. The CMP approach transfers funds and project management responsibilities directly to communities. This approach has been widely recognised in Ethiopia and has become one of the key rural WASH approaches included in the national WASH Implementation Framework and the One WASH National Programme (OWNP).

COWASH is designed to assist the Ethiopian Government to reach its Growth and Transformation Plan (GTP) targets in WASH by 2015. Within the Universal Access Plan (UAP) framework the overall objective, of COWASH is to:

> Support acceleration of UAP-rural water and sanitation targets attainment through establishing an enabling environment and implementation of CMP interventions in selected rural areas of Ethiopia.

The location of COWASH's operations in 5 regions and 71 woredas as of April 2015 is shown in the ***Figure 1*** below.

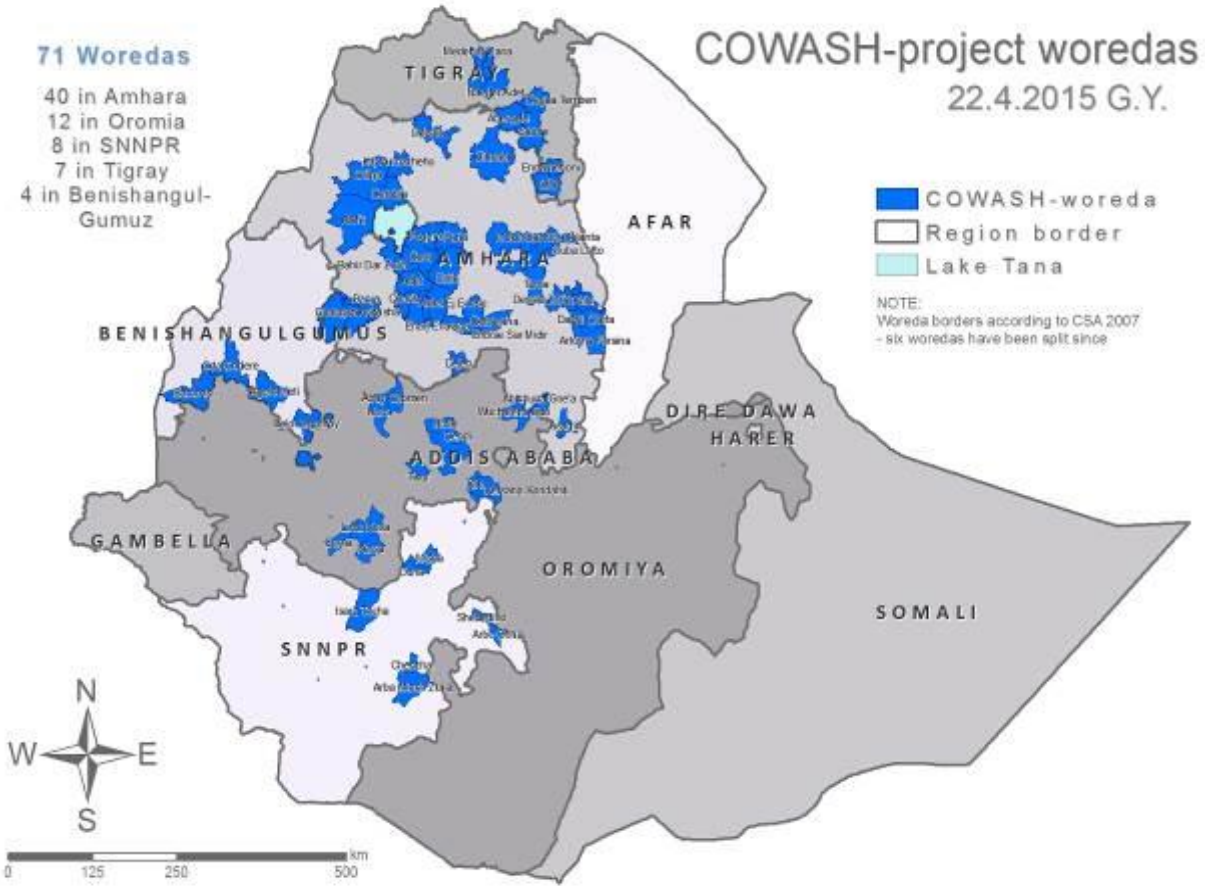


Figure 1 COWASH Project Woredas

As can be seen from the above map, more than half (56%) of the woredas are located in Amhara Region. This skewed distribution is the result of the long history of Finnish assistance to the WASH sector in Amhara Region as well as the relatively high implementation capacity in this region.

The implementation strategy of COWASH is based on Community Managed Project (CMP) approach, originally developed within the former Rural Water Supply and Environment Programme in Amhara Region (RWSEP). In the CMP approach, communities are fully responsible for the water supply development process, through planning, financial management, construction management and maintenance management. The key feature of CMP funding mechanism is that it transfers funds and project management responsibilities for physical construction or rehabilitation directly to communities or relevant institutions such as schools and health facilities. The transfer of investment funds (grants) is made through regional microfinance institutions (MFIs). Also, operation and maintenance (O&M) funds are saved in the MFIs by the WASH Committees (WASHCOs). The CMP approach is one of the modalities for rural water supply and sanitation as defined in the OWNP and WIF.

1.4 THE MID-TERM EVALUATION (MTE)

Since COWASH implementation started in 2011 and is already more than halfway through Phase II, it is an appropriate time to undertake a comprehensive Mid-term Evaluation (MTE) of the COWASH Project.

This report presents the approach, methodology, findings and recommendations of the Mid-Term Evaluation (MTE).

1.4.1 Objectives

The objective of the MTE is to assess the progress of the COWASH Project, the extent of the achievement its targets, and, using information and findings, to make recommendations for the remaining period of phase II of COWASH.

The findings and recommendations will also form the basis for the preparation of the draft Project Document for Finland's future support to the Ethiopian WASH sector, which is a second part of the present assignment.

The Mid-term Evaluation is expected to:

- Analyse the policy/strategy and institutional developments in the sector and their impact on COWASH.
- Present an analysis of how COWASH has achieved its targets so far: What have been the greatest achievements and potential best practices? What have been the biggest challenges and lessons learned? Could COWASH tackle the challenges more efficiently, and if so, how?
- Analyse how well the CMP approach is understood by the different partners at different levels (federal, region, zone, woreda, community) and what are their views and experiences on the approach?
- Analyse how well the CMP approach has been integrated to OWNP so far
- Analyse what type of support is needed in short and longer term to strengthen the integration of the CMP approach into OWNP
- Analyse the kind of support the federal level and the Regional States need for further development and strengthening of the CMP approach after COWASH has ended and Finland has moved to support for OWNP.

The MTE is also expected to provide answers to the questions presented in the Evaluation Matrix. (See Annex 6.)

The Terms of Reference (TOR) state that support to the water sector will be also in the future one of the key modalities of Finnish support to Ethiopia's development. (MTE TOR Page 1). The MTE has provided recommendations for improvements during the remainder of the current phase of COWASH as well as outlining the future support modality of Finnish support to the WASH sector in a Concept Note on future Finnish support that will be presented as a separate report.

As a specific issue, the MTE shall assess what role COWASH should play in ensuring the continuation of CMP implementation in the five FinnWASH woredas after completion of the FinnWASH Project in October 2015.

In addition, the results of the MTE will be utilized for further improving the implementation of COWASH, and for identifying needs and possibilities for the Finland's future support to the Ethiopian WASH sector within the framework of OWNP.

1.4.2 Approach and Methodology

The MTE followed a participatory approach as described in the MFA Evaluation Manual[1]. A multi-method approach is used combining qualitative and quantitative data and direct observation of realities on the ground. The MTE draws on Table 9: Examples of Methods and Sources of Information contained in the MFA Evaluation Manual. The MTE collected

1 Ministry for Foreign Affairs of Finland 2013: Evaluation Manual

primary qualitative data as well as quantitative data collected from COWASH and other sources.

The MTE makes use of a variety of approaches and methodologies designed and selected to yield the most valid and reliable results from the available information and data. Both quantitative and qualitative instruments and measures were used. An added feature of this evaluation was the use of ordinal and interval scales to quantify otherwise qualitative information. Quantitative measures included, but were not limited to, statistical analysis of data from COWASH, comparison with NWI and OWNP data where possible, use of information from the ongoing OWNP M&E consultancy, JMP and GLAAS survey data and other available sources. Qualitative instruments included, but were not limited to, key informant interviews, focus group discussion, direct observation of a sample of water supply and sanitation facilities Details of the methodologies used to generate information for each element of the MTE are presented in the Evaluation Matrix (See Annex 6.)

The MTE's approach is based on the following principles:

- **Making maximum use of existing information**, including programme specific documentation, but also best practices in similar projects; this is important both for guiding the work and improving the efficiency of the evaluation.

- **Adopting a participatory, consultative approach** to the evaluation and planning, including iterative communication with involved MFA staff in finalizing the evaluation and planning methodology and matrix (regional department; thematic advisors; Embassy of Finland in Ethiopia), and consulting key informants (see below in the WP). During the field missions most of the time is allocated to visits in the regions, states, woredas, direct beneficiaries and zones. In the beginning and at the end of the field mission sufficient time is allocated to discussions with the project staff, relevant ministries and WASH and OWNP coordinating structures.

- **Being rigorous about triangulation**; a lot of the information will be qualitative (e.g. interviews and focus groups) and will be verified using a mixture of methods and sources of information.

- Recognizing **HRBA as an underlying objective** for Finland's development cooperation, and cross-cutting objectives (gender and women's rights; climate change) as obligatory thematic objectives as stated in the Finland Development Policy (2013) and guided by the corresponding guidelines, and as part of the RBM (e.g. evidence of objectives, indicators, reporting, accountability). The MFA Evaluation Manual (2013, e.g. pp. 27-29) will be used as the basis for developing more detailed and specific questions in the Evaluation Matrix on HRBA and gender (assessment of evaluability; stakeholder analysis; definition of specific criteria; indicators; reporting). Environmental sustainability and climate change sensitiveness in the project and its activities were assessed. A mix of quantitative and qualitative methods were used in collecting and analysing information.

- **The RBM perspective** (i.e. from inputs to outputs, outcomes and impact, accountability and the whole results chain) as the basis for the evaluation.

The Evaluation Team (ET) prepared a comprehensive evaluation framework and matrix during the Inception Phase based on the evaluation questions in the TOR, a review of relevant documents and discussion with relevant MFA staff. An RBM and theory of change approach is also applied. The evaluation will also assess the validity of the steps and assumptions made along the results chain (input-output-outcome-impact) employing a mix of instruments and triangulation.

The main tools used for collecting data and information were as follows:

- **Document review**. Relevant policy documents and guidelines developed in Finland and Ethiopia were be collected and will form the basis for policy review and analysis. Relevant documentation were analysed and forming the basis for developing the result-based evaluation matrix. Primary and secondary data was be identified and used, and complemented by interviews. The list of documents consulted during the MTE is presented in Annex 5.

- **Interviews**. Informant groups/panels and key informants were identified and a comprehensive list, including organisations/stakeholders in the Programme Document, was identified in the Inception Report, and was amended/adjusted during the Mission in Ethiopia. Interviews with key informants were both in-depth and semi-structured, and included both individual interviews and focus group discussions depending on the target group (e.g. focus group discussions are generally more useful with beneficiaries).

- The ET carried out the majority of interviews regarding evaluation and planning during the MTE phase, so that the upcoming planning phase can focus on critical issues (based on the Concept Note and comments to the future draft Program Document). Field visits during the coming planning mission will build on and further elaborate on directions identified during the MTE rather than starting the planning exercise later.

- **Physical observations**. A sample of structures and facilities (e.g. wells and water systems, institutional water supply, hand washing and sanitation facilities, etc.) were visited and observed. Informal discussions were held at these points and photographs taken and included in the reports as evidence of these observations.

To maximise the use of the limited time available in Ethiopia and the large area to be covered, the ET was divided into two groups of two members each for the field visits to the regions.

In Finland, members of the Evaluation Team (ET) held discussions with the Ministry for Foreign Affairs (MFA), the Home Office of the implementing company, Ramboll Finland OY, as well the associate company and implementing company of the FinnWASH Project in Benishangul Gumuz, Niras Finland OY.

In Ethiopia, the Evaluation Team held discussions with the Embassy of Finland, the State Minister and other representatives from the Ministry of Water, Irrigation and Energy (MOWIE), the Ministry of Finance and Economic Development (MOFED), the Federal Ministry of Health (FMOH) and the Ministry of Education (MOE).

The ET also held meetings with a number of development partners at federal level and with relevant regional, woreda and RSU staff in the five regions where COWASH operates. In the five regions, the ET also visited kebeles, communities and sites where water supply and sanitation facilities have been or are being constructed.

The ET has also held debriefing meetings with the MFA in Finland, the Embassy of Finland, the COWASH FTAT and FinnWASH project staff in BSG. Prior to leaving Ethiopia, the ET conducted a stakeholder workshop attended by representatives from the federal government, all five regions, the COWASH FTAT and RSUs, and development partners.

1.4.3 Analysis

Analysis includes a review of available data against the set targets to identify important issues, gaps and risks to the sustainability of project benefits. Triangulation and cross-

checking was used to develop a refined picture of progress and results. Analysis of both qualitative and quantitative data was carried out based on the annexed evaluation framework and matrix. The team reviewed the data and information obtained and developed the findings, recommendations and conclusions presented in this report.

Cross-cutting objectives

The principles of universality (weak and vulnerable groups as stakeholders and beneficiaries), non-discrimination (broad-based and meaningful participation), openness and transparency, responsibility and accountability were applied in the MTE. The result based perspective together with the questions in the evaluation matrix sharpened the understanding of how and to what extent COWASH benefits the poor, weakest and vulnerable groups, how HR principles (including gender) and HR based measurement of results have been taken into consideration in the design, implementation, budgeting, M&E (disaggregated indicators, baselines), and reporting and accountability structures.

The main activities, inputs, outputs and outcomes in the HR area included how duty bearers' and claim holders' understanding of their own rights and responsibilities has been enhanced, and are there direct activities, inputs, outputs and outcomes, such as legal changes and/or enhanced awareness of authorities; how manuals, trainings and M&E indicators, data and reporting reflect HRBA and gender issues.

During the MTE, in-depth, semi-structured interviews and focus group discussions (FGDs) with key informants and intended beneficiaries were carried out. Opinions regarding future alternatives and options were collected and included in the evaluation and later in the planning of future Finnish assistance to the WASH sectors in Ethiopia.

1.4.4 Limitations

The MTE is subject to the following limitations and constraints:

- There were two public holidays (May 1 and 5) during the ET's mission in Ethiopia. Nevertheless, the ET was able to meet some stakeholders in Addis Ababa during this period.
- The upcoming election in Ethiopia on May 24, 2015 has meant that some regional officials were occupied with election duties at the time of the MTE.
- The capacity of the ET was affected by the unexpected illness of one of its members from the first week of the Mission in Ethiopia.
- Limitations in time and distance meant that it was not possible to obtain a truly representative sample of woredas, kebeles, beneficiaries and WASH facilities. The ET therefore extrapolated its findings from a limited number of observations and available secondary data.

The following table shows the risks and proposed mitigation measures associated with the Mid-term Evaluation:

Table 1 Risks and Mitigation Measures of the MTE

Risk	Mitigation measures
Elections to be held on 24 May 2015 in Ethiopia	Ensure the field work is finished well before that, so that there is hopefully no interference – politically or physically. The team is flexible and ready to conduct the field work after the election if there are any delays in the process

Risk	Mitigation measures
Limited objective evidence-based quantitative and qualitative information	Triangulation and use of different types of data. E.g. if the quantitative information is not sufficient to make evidence-based assessments, qualitative data will be used to complement the quantitative data.
Resistance or misunderstanding regarding results of the MTE	Clear debriefing sessions at all levels with possibility for discussion regarding the initial findings. Basing all recommendations to clear findings and justifications. Wide distribution of the draft and Final MTE reports.
Strong stakeholders and regions dominate information	Specific attention will be paid to ensure that vulnerable groups will be properly consulted and their view represented in the relevance, impact, effectiveness and the HR and cross-cutting objective analyses.
The results and recommendations of the MTE may not be accepted by some stakeholders.	The planning assignment will be started from the beginning of the assignment and will be done at all levels during the MTE as well. This will ensure that an informed Concept Paper can be developed for seeking further inputs from relevant stakeholders even prior to the planning mission. The planning mission will further consult stakeholders at all levels and present initial ideas for the support for discussion and inputs.

2. FINDINGS OF THE EVALUATION

2.1 PROJECT RELEVANCE

2.1.1 Project Identification, Design and Organisation

Finland's support for the water sector through COWASH is strategically and systematically developed, and is, and has been highly relevant in relation to local needs, to Government of Ethiopia policy priorities and strategies and Finland's development policy. Finland's focus in this sub-sector has been very relevant during the two decades (e.g. MFA, 2010). It is estimated that Finland's support has contributed by 7% for achieving the MGD targets for water coverage in Ethiopia in 2015.

2.1.2 Ethiopian Policy and Strategy Relevance

The key sector documents for WASH implementation are the revised WASH Memorandum of Understanding (MoU, November 2012), the WASH Implementation Framework (WIF, March 2013), the Universal Access Plans II (UAP II) for rural and urban water (Dec 2011), and the Hygiene and Sanitation Strategic Access Plan for Rural Sanitation 2011-2015 (Dec 2011). The sector policy and strategic documents are streamlined with the five-year development plan of Ethiopia, the Growth and Transformation Plan (GTP, November 2010).

Ambitious targets set for the rural WASH increased its significance for the Ethiopian Government, as well as the donor community, and put tremendous pressure for the Government to achieve the set targets in the water, sanitation and hygiene sub-sector. GTP set targets of 98% and 100% access to safe water supply for rural and urban areas respectively and access to basic sanitation with the targets of 77% of the population practicing hand washing at critical times, safe water handling and water treatment at home, and 80% of communities in the country achieving open defecation free (ODF) status. Currently, the GTP II is being formulated, and its focus is expected to be on improving service levels, its safety (water quality) and security (sustainable supply). It is

expected that the new rural drinking water standard will be 25 l/c per day within 1 km distance.

COWASH's objectives and design are consistent with and relevant to the Ethiopian policy and strategy framework. Its objective and purpose are drawn directly from the Ethiopian policy frameworks and directly contribute to the policy and strategic targets. The overall objective of COWASH is; "to achieve universal access to WASH in the rural areas of Ethiopia" and purpose to support the acceleration of UAP rural water and sanitation targets attainment using CMP approach.

Component 1: Strengthening the federal capacity to implement CMP alongside with a support to the establishment of the OneWASH National Program. The component comprises of scaling up of the CMP at national level; CMP implementation capacity development and federal and regional levels; and development and implementation of OneWASH National Program.

The CMP approach has been incorporated as one of the four modalities for rural WASH (along with self-supply; woreda managed; and NGO managed) in the OneWASH National Program (August 2013) which is the GOE's instrument for achieving the goals set out for WASH in the GTP and GTP II which has increased its relevance to the Ethiopian policy and strategic implementation frameworks. It is rare that a modality developed within a bilateral project (CDF/CMP) is incorporated in a government's WASH strategies. It would not have been possible without long-term and consistent support where evidence has been systematically built on the comparative advantages of the approach, including independent evaluations (e.g. World Bank 2011).

COWASH FTAT is considered as part of the MOWIE by the Ministry and enjoys increased trust that has enabled the FTAT to play an important role in the development of OWNP, particularly related to the CMP approach. Based on discussions with the MOWIE, the MTE finds the TA support to be relevant, and in the remaining period COWASH should focus on the preparation of manuals, networking, stakeholder workshops, and woreda level capacity building. The MOWIE expressed a desire for further TA assistance related to urban water supply and sanitation, e.g. issue of billing and revenue collection and further development of the self-supply modality, e.g. manuals and training.

There are, however, constraints which will not enable use of the CMP approach through Channel 1 using Consolidated WASH Account (CWA) which is a funding modality developed for harmonization of donor funding and that uses GOE's funding channels. The MOFED does not currently accept some key elements of the CMP approach to be incorporated in the CWA, such as the use of MFIs as a channel for funds to WASHCOs. According to MOFED, for the CWA (Channel 1) the lowest level where the CWA funding can be managed is the woreda. This would exclude an important means of empowering communities in the CMP approach, i.e. community control over construction funds.

If the CMP approach is to be scaled up and support the OneWASH National Program, it should at least partly be done through the Channel 2b modality (i.e. funds channelled through BOFEDs at regional level to ensure that the comparative advantage the CMP approach has over other modalities is maintained.

In discussions with the MOFED Channel 1 Coordination Unit, the MTE team was informed that earmarking of funds channelled through the CWA is not possible, which does not allow directing external support to designated geographical areas, e.g. the existing COWASH regions and/or to the most vulnerable rural areas. Funds channelled through the CWA will be transferred to the regions using the block grant system based on a specific formula developed by MOFED. On the other hand, not being part of the CWA would affect the relevance, alignment and harmonization of the future Finnish support, thereby limiting options and leverage of Finland's support to the WASH sectors and also

limit the visibility of CMP approach and possibilities to work for its further integration into the sector implementation.

Component 2: Establishing and strengthening capacity in regions to scale up implementation of the CMP approach. This component includes building the capacity of target regions, zones and woredas to plan, manage, monitor and implement rural WASH activities using the CMP approach; delivering financial and procurement services to support the CMP approach at all levels in the regions; and facilitating sustainable community and institutional access to safe water, sanitation and hygiene in targeted woredas.

The balance between strategic interventions at federal level and support to implementation through capacity development has increased the relevance of COWASH to the WASH sectors. It has enabled scaling up of the CMP approach and at the same time contributed to achieving the Government's UAP targets. Based on key stakeholder interviews with representatives from MOWIE, regions, woredas, donors, and beneficiaries, the CMP approach is highly appreciated and its benefits widely recognized. However, at the moment the CMP approach is only implemented within the COWASH project, but there is a growing interest of regions to use the CMP approach outside the COWASH project area. Projections made by the MOWIE for rural WASH coverage using the CMP approach within OneWASH vary from a relatively low (5%) to the same percentage as the self-supply modality (20-30%).

COWASH has responded to the policy/strategy changes taking place in the period following approval of the initial COWASH PD (2010). During the inception phase of COWASH it became evident that the comprehensive, holistic and efficient demonstration and promotion of the CMP approach in the old (Amhara and Benishangul-Gumuz) and new (Tigray, SNNP and Oromia) regions required more funds than envisaged in the original 3-year project. At the same time, Ethiopia had embarked on a transition from a mainly project-based approach to a programmatic approach through the OneWASH National Program (OWNP).

Given this rapidly changing situation, COWASH's role at the national level and in the WASH sectors requires reformulation and repositioning, including the role of the federal technical assistance team (FTAT), to enable future support to be better aligned with wider sectoral developments.

The Government of Finland approved an additional 11 MEUR for COWASH and two additional years (Phase I: June 2011-June 2013 and Phase 2: July 2014-June 2016). The original COWASH project document (January 2011) was revised accordingly. The total Government of Finland budget for Phase I and II was increased to 22 MEUR (i.e. Phase I: EUR 6,391,596 and Phase II EUR 15,608,404) which enabled a more holistic planning of WASH interventions and a more strategic position in implementation of strategies governing development of WASH sectors.

A number of policy and strategy issues were mentioned in interviews with key informants that could decrease the relative importance of the rural WASH sub-sector. It was mentioned that since the supply of domestic drinking water does not directly increase household income, it might be a lower policy priority as Ethiopia strives to become a middle-income country by year 2025. Also the upcoming targets for improvement of the water supply access and also quality of water in the rural areas may call for new approaches and use of more sophisticated technologies also in the rural areas.

Incorporating the productive use of water to increase household and group income generation and economic development into the rural WASH approach was also highlighted in some interviews, since it could leverage additional financial resources and investments. The agriculture sector is said to be aggressively promoting small-scale and

household level irrigation in order to increase the income of farmers. If this initiative is coordinated with access to drinking water by households, it could promote the use of water for multiple purposes.

There is also a high demand for increasing water service coverage in the emerging peri-urban areas of towns and the possible use of higher-level technologies with the CMP approach in selected areas.

The MTE team, however, is of the opinion that at this time including economic development as a COWASH project activity is not recommended. Some piloting of higher level technologies (boreholes and piped systems) using the CMP approach has been carried out, and should continue in order to provide additional experience regarding the suitability of the CMP approach for with higher level technologies, which could also be relevant to the OneWASH National Programme.

The service improvement targets contained in GTP II are very ambitious and mean in practice that each household should use at least 6-7 jerry cans of water every day if they are to use as much water as the new GTP targets require. This means that a person/household could spend up to 3-4 hours a day collecting water if the services are not brought much closer to the households than in the current situation. Careful monitoring is required to determine if the new standards increase the burden for collecting water on women rather than decrease it.

Also people might start looking for other sources of water for personal hygiene and other household water uses, while only drinking water is obtained from the improved water point. In this scenario household-level agricultural wells and ponds and streams will become viable options. Therefore, meeting the new GTP II targets should be seen as a combined effort between the WASH and agriculture sectors.

2.1.3 Relevance to Finnish Development Policy

COWASH support is seen as being very relevant to Finland's development policy and strategy framework and its country strategy framework for Ethiopia. In its DPPs, relevant for COWASH (2007; 2012), the Finnish Government has given importance to the water sector in development cooperation. Water (i.e. water supply and sanitation and water resources) is seen as an important priority (MFA 2007, MFA 2012). Sustainable use of water and natural resources and the fair distribution of the income they generate are also emphasized (MFA 2012).

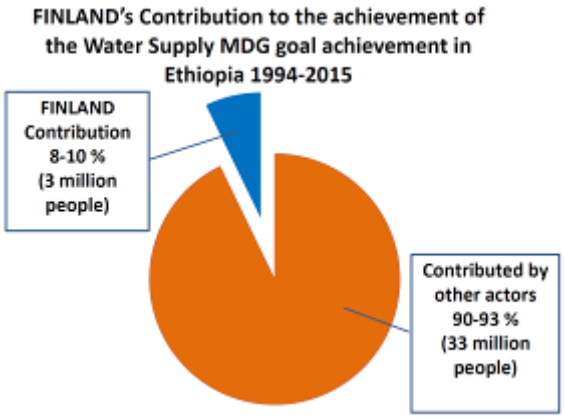
The 2012 DPP emphasizes that principles of a human rights- based approach, policy coherence, openness and good governance must guide also the use of water resources and forests. HRBA and cross-cutting issues are discussed in Chapter 2.6. Water and forests have widespread links with development, poverty reduction and security. Health, well-being and development are linked to the right to safe and clean drinking water and sanitation. Balanced and integrated management of water resources is stated as a prerequisite for ensuring the various needs for the use and protection of waters as well as human well- being. In addition, the equitable management of water resources is seen as conflict prevention both between and within countries (MFA, 2012).

The Country Strategy for Development Cooperation with Ethiopia 2014–2017 outlines the assessment of the policy and economic framework, the ways in which Finland will operate, its objectives, and indicators for progress. The objectives contribute to Ethiopia's country development goals and to translating its development strategy into concrete actions. At the same time, Finland actively supports human rights based approach: equality in service provision and citizens' participation in the development processes

affecting them. Additionally, Finland promotes capacity building of the civil service and the civil society across all development interventions. Human development and participatory approaches are to be mainstreamed in all interventions. Water sector is one of the three sectors Finland concentrates on in Ethiopia, the other two being education and rural economic development. Finland's support is to contribute to Ethiopia's country development goal to improve access to potable water and improved sanitation and hygiene services in rural Ethiopia. The CMP approach is specifically highlighted, as a specific objective for Finnish assistance to Ethiopia is, "expedient water point and latrine construction process and their improved sustainability through the CMP approach", implemented through a programmatic approach (MFA 2014).

2.1.4 Relevance to Needs and Priorities of Regions and Communities

A unique feature of COWASH is that investment funds come from the GOE's budget. There has been a steady increase in the regional budgets for WASH activities which indicates the relevance of the project and the CMP approach it promoted as a viable approach for regional governments. The cumulative contribution of the Finnish support towards achieving the MDG targets in rural water supply is significant and the effectiveness and rate of achieving results has rapidly increased after introduction of CDF/CMP approach as shown in the figure below.



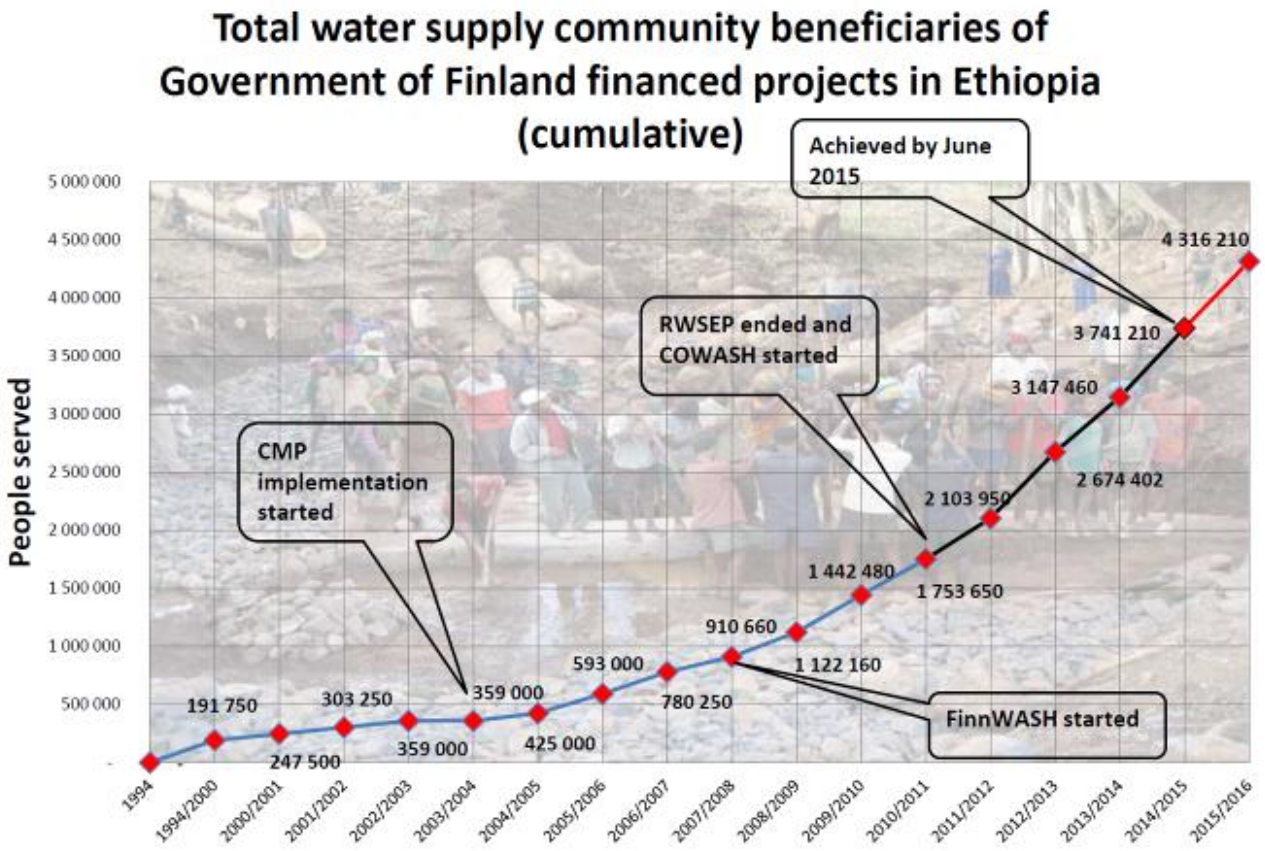


Figure 2 Cumulative number of community beneficiaries in Finnish WASH projects (Source: COWASH)

The increasing level of investment funds allocated by the regions to implementation of the CMP approach indicates that water supply and sanitation is a high priority for regions and woredas, and that the CMP approach is considered to be highly relevant. In the original COWASH Project Document, the regional government contributions were estimated to be 5 million ETB (200,000 EUR). The current figures indicate that the five regions have committed some 503 METB (23 MEUR). The project has succeeded to increase the regional budget allocations by nearly 500 million ETB (19 million EUR).

For example, in the first year of COWASH (2004 EFY) Amhara allocated 20 METB for COWASH implementation. For the second year (2005 EFY) the Amhara regional budget allocation was 38 METB (an 85% increase from the previous year). For the third year (2006 EFY) the regional budget allocation was 65 METB (a 70% increase compared to the previous year's allocation). It is also noted that new regions such as Gambella have requested support from COWASH, which is an indication of the relevance of COWASH support and the CMP approach. In Tigray, a need for additional direct investment funding was raised by some stakeholders.

Implementation of the CMP approach is based on requests from communities and health and education institutions. The increasing number of beneficiaries and water points constructed indicate that there is a continuing high demand for improved water supply from communities. The CMP approach is actively promoted in communities to increase information about the approach and to create demand. In discussions with beneficiaries (both women and men), primarily WASHCO members, the importance of water point construction was emphasized. High demand by communities and institutions within and beyond the COWASH project areas – despite relatively high requirements for the community contribution and community-based management – indicates that improved water supply is a priority for the communities.

2.1.5 Coherence, Alignment and Harmonization

The COWASH Project is rated as generally high in internal coherence and complementarity in roles within the water sector and well aligned with GoE national policies, strategies, and plans. At federal and regional levels, COWASH was found not to be as well aligned with the Federal Ministry of Health/Health Bureau and Ministry of Education/Education Bureau's plans, programs, projects and administrative systems as with those of the water sector.

Steering committees at federal and regional levels that were intended to serve as a forum to enhance alignment are reported to not to meet regularly or function effectively. Alignment and inter-sectoral coordination in implementing COWASH activities was found to be better at woreda level, where all sector offices are under the control of a single Administrator.

If Finland decides to support OWNP through a contribution to the CWA, harmonization with the other CWA partners can be expected to improve. Alignment with GoE policies and strategies should likewise improve, since the CWA partners acting in collectively should be able to exert greater influence on GoE, including the health and education sectors, than a single donor acting alone.

Harmonization with other development partners was found to be strongest at federal level, but less so at regional and woreda levels. At federal level, the main platforms for realizing harmonization are the WASH Technical Committee and working groups in rural and urban WASH and water resources.

2.1.6 Implementation Approach and Strategy

The COWASH Project implementation strategy is based on the CMP approach that is generally regarded as being a relevant, effective and sustainable approach for implementing small scale rural water supply systems. The project approach to supporting implementation is focusing very much on capacity development and technical assistance while the local communities manage the implementation including contracting technical support (artisans or contractors) with the support and financing from the local government agencies at woreda and regional levels.

Strategically the project works to ensure establishment of the CMP approach as one of the key implementation modalities in rural water supply implementation. The project works closely with government ministries and bureaus at all levels. Still, there could be even closer integration to the newly established OneWASH structures to ensure that the approach would be programmatically part and parcel of the general WASH sector implementation.

2.2 PROJECT PERFORMANCE AND EFFECTIVENESS

2.2.1 Overall

The COWASH Project and the CMP approach are widely known and appreciated at both national, regional and woreda levels. This has been due to active promotional activities and the commitment and performance of its staff at all levels. The CMP is recognized as an effective approach that maximizes participation and ownership at community level. The CMP approach has been included as one of the implementation modalities in the OneWASH National Program (OWNP).

COWASH's performance is generally very good. Results in supporting improved water supply will be higher than expected in Amhara and Oromia but somewhat lower than the targets in Tigray, SNNPR and BSG. All stakeholders met were very happy with the CMP approach and the results it has achieved.

The tables below summarise some of the key achievements of COWASH against set targets. As comprehensive indicator data is updated annually the latest comprehensive data is from the end of 2006 EFY (July 2014).

Table 2 Key Achievements of COWASH

Indicator	Baseline	Target	Achievement (2006 EFY)
Component 1 indicators	Various	Various	Targets achieved and in many cases superseded
Component 2			
Amhara Water supply Coverage – 1st Year woredas (27)	40.04%	56.64%	61.41%
Amhara 3rd year woredas (13) water supply coverage	58.78%	63.78%	62.46%
Amhara - % of kebeles in target woredas implementing CMP	14.27%	58.4%	62.2%
Amhara number of communal CMP applications	-	3,182	5482
Amhara Number of CMP water points constructed by communities	4,680	8,592	8,592
Tigray – 1st year water supply (2)	51.52%	62.81%	64.12%
Tigray – 2nd year water supply (2)	52.5%	60.1%	60.15%
Tigray – 3rd year water supply (3)	49.82%	54.22%	52.05%
Tigray - % of kebeles in target woredas implementing CMP	0%	48.1%	34.8%
Tigray number of communal CMP applications	0	345	350
Tigray Number of CMP water points constructed by communities	0	345	208
SNNP – 1st year water supply (2)	38.32%	52.9%	49.4%
SNNP – 2nd year water supply (2)	20.4%	29.8%	26%
SNNP – 3rd year water supply (4)	20.8%	24.5%	20.8%
SNNP - % of kebeles in target woredas implementing CMP	0%	26.9%	26.9%
SNNP number of communal CMP applications	-	359	274
SNNP Number of CMP water points constructed by communities	0	359	169
Oromia – 2nd year water supply (5)	54.84%	68.04%	67.26%
Oromia – 3rd year water supply (3)	42.61%	47.33%	46.04%
Oromia - % of kebeles in target woredas implementing CMP	0	35.52%	33.33%
Oromia number of communal CMP applications	0	320	488
Oromia - Number of CMP water points constructed by communities	0	320	451
Benishangul Gumuz is just starting activities			

Table 3 Overall Increase in Water Supply Coverage

Region	Number of Institutional Latrines Constructed in COWASH Woredas from 2004 until end of 2006 EFY											
	HDW				SPD				SW			
	Planned	Constructed	Success in %	Population Served	Planned	Constructed	Success in %	Population Served	Planned	Constructed	Success in %	Population Served
A. Community WS												
Amhara	2,481	3,020	121.7%	754,285	866	804	92.8%	251,506	20	13	65.0%	6,892
Tigray	182	80	44.0%	19,093	161	85	52.8%	17,471	30	36	120.0%	19,800
SNNPR	100	8	8.0%	7,585	387	142	36.7%	34,030	-	-	-	-
Oromia	356	246	69.1%	44,983	143	201	140.6%	36,580	-	-	-	-
Subtotal	3,119	3,354	107.5%	825,946	1,557	1,232	79.1%	339,587	50	49	98.0%	26,692
B. School												
Amhara	138	181	131.2%	50,395	-	6	-	2,087	-	-	-	-
Tigray	20	7	35.0%	2,002	2	1	50.0%	681	8	3	37.5%	858
SNNPR	22	4	18.2%	4,265	7	2	28.6%	1,127	-	-	-	-
Oromia	26	17	65.4%	8,794	-	6	-	4,226	-	-	-	-
Subtotal	206	209	101.5%	65,456	9	15	166.7%	8,121	8	3	37.5%	858
c. Health Institution												
Amhara	126	104	82.5%	5,524	7	2	28.6%	40	7	-	0.0%	-
Tigray	9	-	0.0%	-	1	-	0.0%	-	12	2	16.7%	100
SNNPR	5	1	20.0%	225	3	1	33.3%	220	-	-	-	-
Oromia	21	7	33.3%	1,434	1	1	100.0%	356	-	-	-	-
Subtotal	161	112	69.6%	7,183	12	4	33.3%	616	19	2	10.5%	100
Total Water Points (Community + School + Health Institution)												
Amhara	2,745	3,305	120.4%	810,204	873	812	93.0%	253,633	27	13	48.1%	6,892
Tigray	211	87	41.2%	21,095	164	86	52.4%	18,152	50	41	82.0%	20,758
SNNPR	127	13	10.2%	12,075	397	145	36.5%	35,377	-	-	-	-
Oromia	403	270	67.0%	55,211	144	208	144.4%	41,162	-	-	-	-
Total	**3,486**	**3,675**	**105%**	**898,585**	**1,578**	**1,251**	**79%**	**348,324**	**77**	**54**	**70%**	**27,650**

Table 4 Institutional Sanitation (source: COWASH progress reports)

New institutional latrines (school and health) Planned vs constructed from 2004 until end of 2006 EFY												
Region	Number of Institutional Latrines Constructed in COWASH Woredas											
	2004			2005			2006			Cumulative 2004-2006		
	Planned	Constructed	Success in %	Planned	Constructed	Success in %	Planned	Constructed	Success in %	Planned	Constructed	Success in %
A. School												
Amhara	14	3	21.4%	27	12	44.4%	13	30	230.8%	54	45	83.3%
Tigray				2	8	400.0%	20	14	70.0%	22	22	100.0%
SNNPR				3	3	100.0%	3	2	66.7%	6	5	83.3%
Oromia				5	0	0.0%	4	3	75.0%	9	3	33.3%
BSG												
Subtotal				37	23	62.2%	40	49	122.5%	91	75	82.4%
B. Health Institution												
Amhara				27	6	22.2%	13	21	161.5%	40	27	67.5%
Tigray				3	2	66.7%	5	4	80.0%	8	6	75.0%
SNNPR				1	0	0.0%	0	0	#DIV/0!	1	0	0.0%
Oromia				5	0	0.0%	5	3	60.0%	10	3	30.0%
BSG												
Subtotal				36	8	22.2%	23	28	121.7%	59	36	61.0%
Total Institutional latrines (School + Health Institution)												
Amhara	14	3	21.4%	54	18	33.3%	26	51	196.2%	94	72	76.6%
Tigray	0	0		5	10	200.0%	25	18	72.0%	30	28	93.3%
SNNPR	0	0		4	3	75.0%	3	2	66.7%	7	5	71.4%
Oromia	0	0		10	0	0.0%	9	6	66.7%	19	6	31.6%
BSG	0	0		0	0		0			0		
Grand total	**14**	**3**	**21.4%**	**73**	**31**	**42.5%**	**63**	**77**	**122.2%**	**150**	**111**	**74.0%**

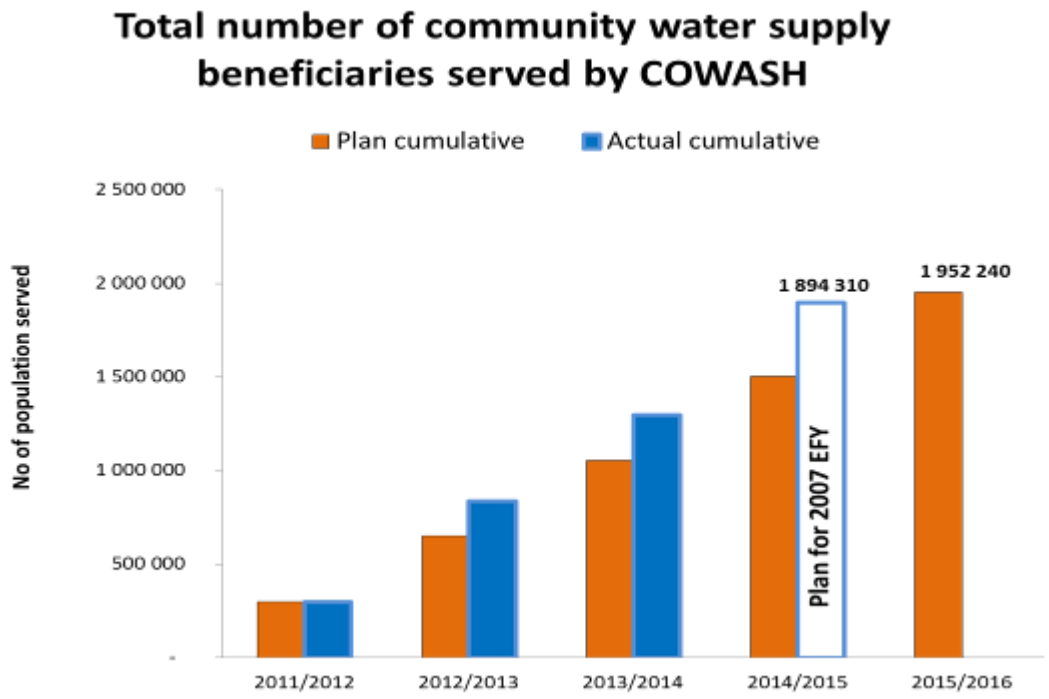


Figure 3 Community water supply beneficiaries (Source COWASH)

During the first 3 quarters of the EFY 2007 (2014/2015 the four regions (Amhara, Tigray, SNNPR and Oromia) have constructed a total of 1,297 water points (1,267 communal and 30 institutional) over the nine months. This accounts 50.7% of the plan for 2007 EFY. The 1,267 new community water points are benefiting some 270,757 rural people in the COWASH kebeles. The institutional water points are serving 15,493 students and teachers and 21 health extension workers and some clients of the institutions.

In total the project has constructed 6,331 water points (5,148 in Amhara, 238 in Tigray, 313 in SNNPR and 632 in Oromia) by March 2015. Of this, majority of them (6,007 or 94.9%) were built by communities themselves and 324 by institutions (264 for schools and 60 for health institutions) with financial and technical support of COWASH. The 6,007 communal water points are benefiting more than 1,465,151 rural people in the COWASH/CMP kebeles of the four regions. Over 105,380 students and teachers and 12,989 staff and clients of health facilities are benefiting from the institutional water points.

Sanitation and hygiene work is led by the health sector, and even in CMP woredas this is aligned with the sectoral development plan and is an integral part of the rural health extension program. In CMP woredas, however, there is additional support from COWASH to carry out sanitation and hygiene work by the woreda health office and the Health Extension Workers (HEWs). The performance and results of the sanitation and hygiene component have not been as good as the water supply- related results. As said, the community level sanitation and hygiene work is trusted to the health sector in line with the inter-sectoral agreements and strategies. In principle the health sector has good structures and mandate for this work and their health extension workers worn in the village level being ideally placed for S&H promotion. In practice, though, the health extension workers have a large number of other duties and priorities and the S&H are easily sidelined as more addtiona issues to cover. Also their own 16 point S&H promotion packet is too wide to make effective behaviour change communication.

There are many ODF-declared kebeles in COWASH working areas, but the sustainability of ODF is questionable in many places. In Tigray Region, the previous ODF communities visited a number of households had already gone back to not using a latrine as the temporary poorly constructed latrines had collapsed. In Amhara the situation was a bit better, and the health sector (HEWs and health centre/post staff) were more active in promotion. The actual use of latrine facilities was also an issue, and hand washing with soap is not yet widely practiced.

The institutional WASH situation is quite poor in all regions visited, and many schools and health posts don't have adequate water supply and/or proper latrines for boys and girls. The health and education sectors have a number of their own sectoral programs (The Ministry of Education, for example, has 22 bilateral developmental programs and work with 939 NGOs and do not place much emphasis on WASH issues. Schools often collect money from parents for improving WASH and also for the O&M of WASH facilities.

2.2.2 Effectiveness

COWASH has been effective in increasing rural water and sanitation coverage targets through implementation of the CMP approach through in building local capacity for CMP implementation at woreda and WASHCO level for water point construction. There are increased regional budgets for implementing the CMP approach, and the CMP approach is recognized and included in OWNP.

There is still a need to increase commitment to and use of the CMP approach by sectoral ministries and regional bureaus. In Amhara, zonal support is well organized, but this is not the case in other regions. In Amhara planned results will be surpassed, and the capacity of woredas to implement water points has been increased substantially from around 20-30 to around 60-80 per woreda per year. The construction period for water points is normally 3-4 months.

Most applications for support from communities are processed, and support is usually provided given within a year in Amhara and Oromia. In Tigray there was often a longer time from application to support. BSG and SNNPR have not been as effective in implementation. Due to the delayed release of funds there is a large backlog of applications in SNNPR, especially from schools and health institutions. There is, however large variation between CMP woredas in effectiveness. Procurement of vehicles for the RSU has been delayed in BSG and SNNPR, which has negatively affected the effectiveness of RSU staff.

In some cases the budget disbursement from region to Woredas was delayed and had delayed the implementation. Often the woreda work plans are also delayed leading to delay in budget disbursement. In many regions there have been issues regarding reduced or no disbursement of the operational support funds to woredas reducing the effectiveness of implementation, monitoring and follow-up.

CMPwas seen as a highly effective implementation modality for rural water supply by all the stakeholders interviewed. Below are some data analysis of the development of project effectiveness and comparisons to other modalities of rural WASH implementation.

The World Bank Water Supply and Sanitation Programme (WSB) Study[2] evaluated the CDF (former name of CMP) in 2009-2010 and found that:

2 WSP 2010 – Mainstreaming the Community Development Fund Financing Mechanism – Final Evaluation Report.

The RWSEP implementation rate has increased by up to a factor of 5 (from an average of 200 water points per year (1994-2003) increasing steadily, from 2003, to over 1000 water points per year in 2008/9). This equates to an average of over 70 schemes per CDF-Woreda per year.

Thus the rate of implementation increased rapidly after the adoption of CMP and the quality and service of the constructed schemes was still found to be at similar or higher levels than the water schemes constructed by other actors through other modalities. The higher level of community management, participation and supervision during construction and ownership for O&M after the construction can explain this high efficiency combined with quality construction and sustainability.

This trend of increased effectiveness and speed of construction and reaching new beneficiaries can be seen also in ***Figure 4*** below as well as the one above in Chapter 2.2.1.

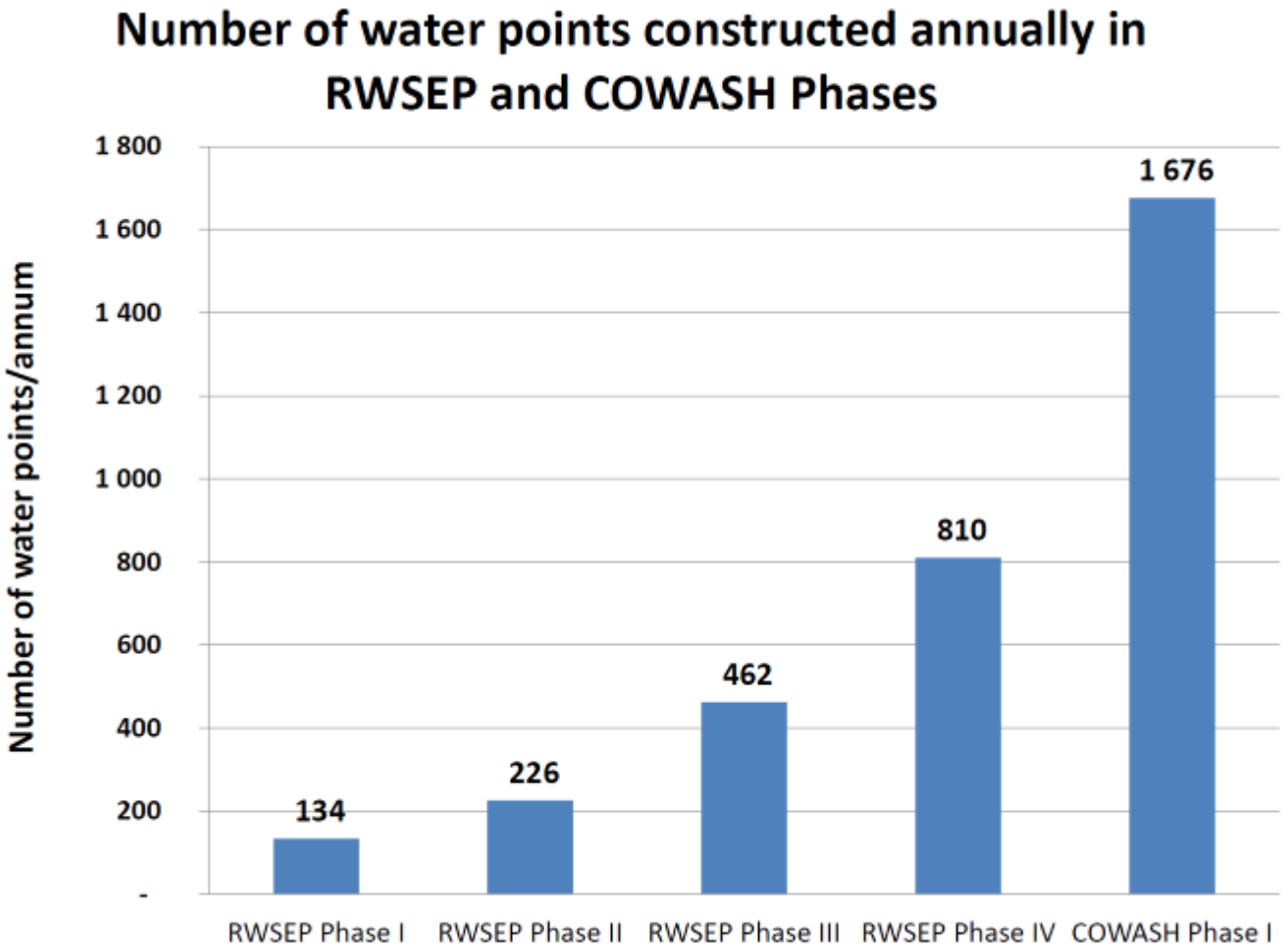


Figure 4 Annual construction of water points by RWSEP and COWASH (Source COWASH)

2.2.3 Component 1: Strengthening federal capacity to implement CMP projects alongside support to establishing OWNP

Capacity is developed at federal level by supporting the relevant ministries, i.e. MOWIE, FMOH, MOE and BOFED) in development of strategies, guidelines, and manuals by means of technical assistance and specific training and workshops for key personnel in related ministries and directorates.

However, it is less clear if the relevant ministries are at present able or willing to promote and support the implementation of the CMP approach on their own, in spite of receiving considerable inputs and information on the CMP approach during the project period. While there is certainly a high degree of awareness and knowledge of the CMP approach, in particular MOWIE and to a lesser extent in FMOH, actual capacity and commitment to implement the CMP approach outside its project (COWASH) mold is still seen to be limited.

The inclusion of the CMP approach as an implementation modality in OWNP provides an important opportunity to scale up and replicate CMP outside so-called "COWASH" woredas. An important challenge for COWASH during the remaining period is to support the regions where it operates to implement the CMP approach in other woredas using resources from the CWA, MDF, the regions' own funds, and other sources.

2.2.4 Component 2: Establishing and strengthening capacity in regions to scale-up implementation of CMP

Capacity development is a focus for COWASH's implementation approach at all levels. The effectiveness of capacity building by COWASH is considered as very good by all stakeholders met and also by the Training Impact Research[3] commissioned by the Project to evaluate the impact of training and capacity development in Amhara and Tigray regions.

- Capacity is developed at federal level through supporting the relevant ministries in development of manuals and guidelines, technical assistance and specific training and conference and workshops for key personnel in related ministries and directorates.
- At regional level capacity is developed both through specific training and capacity development and through continuous technical assistance and on-the-job guidance through the RSUs and COWASH FTAT. Specific capacity development at regional, zonal and woreda levels includes orientation on the CMP approach and CMP management training, Training of Trainers (ToT) and training in Financial Management.
- Zonal and woreda-level staff receive similar support as that received by the regions, but woreda officials are more directly involved in planning and implementation and thus have more need and opportunities for on-the-job learning. Kebele WASH teams also receive support, but their capacity and actual performance varies widely. Zonal WASH teams were found to be generally weak.
- At community level capacity development focuses on the WASH committee (WASHCO) and key kebele representatives, health extension workers, artisans etc. Training is provided in two packages, as follows:
    - One at the start of scheme implementation focusing on CMP procedure and management of the implementation as well as sanitation and hygiene promotion
    - One towards the end of the construction phase focusing on O&M and the roles and responsibility of WASHCOs after implementation is completed. There is also training for health staff at the local level for sanitation and hygiene promotion and technical water supply construction and O&M training for artisans and O&M for tap stand/hand pump caretakers/attendants.
- Additionally, so-called physical capacity building is provided for government offices at regional and woreda levels. This includes office equipment such as computers, photocopiers, printers and digital cameras as well as motorbikes for supervision and monitoring etc. This support was very highly appreciated, and the equipment and motorbikes were observed to be in use in the places visited by the MTE.

3 Lisan Mgmt consultancy/COWASH 2014 – Training Impact Research

- Also, recently GPS devices and water quality test kits and related training in water point mapping have been provided to woreda offices. With more specialized equipment, the issue of institutional ownership and sustainability of use and impact is more urgent. The MTE believes that the equipment will most probably be used as long as project support is present, but there is a risk of their not being used after the project if there is no clear institutional home and accountability for using such equipment also after and beyond project interventions like the COWASH; such as regular monitoring of water quality or water point mapping and GPS data collection and processing. At present, there is still a lack of clarity on the institutional roles and responsibilities both for water quality testing and monitoring as well as mapping and GIS.

The training impact study referred to above also found that the capacity is developed most efficiently at WASHCO and woreda levels, which seems justified by the fact that people at these levels are actively involved in project implementation and thus have the most interest as well as more opportunities for internalizing the new skills and knowledge provided. The effectiveness of capacity building was found to be generally lower at regional, zonal and kebele levels. Similar findings were made by the MTE, even though there was significant variation, especially in regional and zonal capacity.

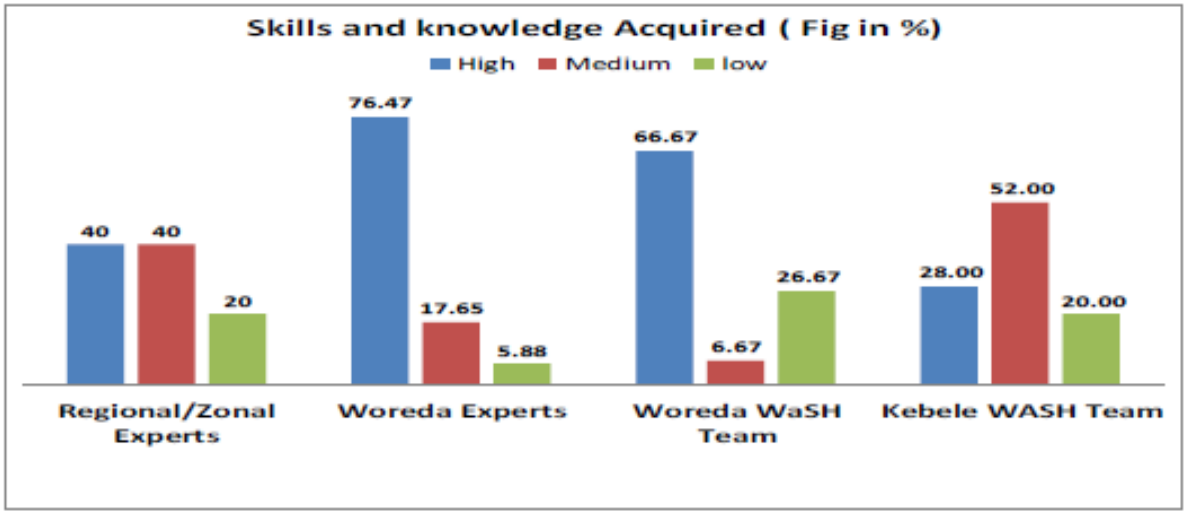


Figure 5 Effectiveness of the COWASH provided training and capacity development (Source: Training Impact Research 2014)

A serious constraint which reduces the effectiveness of capacity building is high staff turnover at all levels of government, but particularly at regional and woreda levels. There is therefore a need for regular retraining and refresher training for the new personnel. Also, in many regions, zones and woredas visited some government staff that are members in COWASH's coordination structures and implementation activities were new and had not yet received training on the CMP approach or were fully aware of their duties regarding implementation of the COWASH project. RSUs and woreda technical advisors are doing most of the monitoring, support and reporting, some of which could possibly be done by their government counterpart staff. This situation is further exacerbated by the high staff turnover and lack of government officials who are trained and fully aware of the CMP approach and COWASH implementation procedures.

Another concern regarding capacity development is the uniformity (content, duration and participants) and quality of the capacity development provided. The planned mode of provision of capacity development support is based on Training-of-Trainers (ToT) with training cascading downwards. This is a good approach for covering a large area in a

relatively short time and for motivating related government agencies and officials for capacity development.

A concern with this approach is that is not possible for project staff to oversee all or even most of the training being provided at woreda level, and in many cases the planned training has been modified or shortened by the trained trainers. Also, the quality of training content delivered is a concern for the MTE, as many of the trained trainers are not experienced trainers, and the effectiveness of training can vary widely. A course in communication and training methodology was provided for FTAT and RSU staff in 2013 to ensure that they have training skills, and efforts to improve the quality of training are also necessary for ToT participants as well.

The effectiveness of support from Embassy of Finland to the FTAT and from the FTAT to RSUs was seen as generally good, which still allowed the project and RSUs to operate in a flexible manner. The RSU support to woredas was generally effective, but especially in Amhara Region there can be a more hands-off approach to ensure that institutional capacity and ownership of the regional, zonal and woreda offices for CMP implementation is internalized so that they rely less on project support.

An issue raised on several occasions is DSA and other incentives that are lower in COWASH when compared to other donors and projects. This issue was claimed to demotivate people from participating in training conducted at the regional level where accommodation costs are relatively high. It was claimed that participation in activities by other organizations/projects that offer higher compensation was given priority over COWASH activities. It was reported that this issue was also partly responsible for a reduction of time used for training at lower levels (i.e. training given by ToT trainees) and resulted in a reduction in time for conducting training.

2.3 PROJECT EFFICIENCY

By and large, the project has been efficient in terms of fund utilization and timely delivery of results in Amhara and Oromia regions. Most of the planned targets have been achieved during the implementation period particularly in Amhara region. Community water supply schemes of the project focused on spring development and hand dug wells fitted with hand pumps. Ordinarily these are low-cost, affordable technologies. On the whole 3,936 water supply schemes constructed to serve 1.2 million people until the end of the second quarter of 2007EFY 67.9% is hand dug, 26.1% developed spring and 1.2% being shallow well.

COWASH employed high community contribution to optimize the use of available resources and reduce the cost per beneficiary while keeping the same level of outcomes. Community contribution is in terms of unskilled labour, local materials provision, road construction, venue provision for drilling crews. This is reportedly estimated to reach up to 30% of the cost in for low technologies in case of Amhara.

Apart from building local capacity and enhancing ownership, the use of Woreda offices and their technical personnel to undertake capacity building training to the WASHCOs was a commendable approach to reduce cost.

As the speed and efficiency of the water supply implementation through CMP has increased the per capita costs have gone down considerably as shown in Figure 6 below. The figures are made as comparable as possible for the figure but there are some TA support components for sanitation and environmental projects in RWSEP explaining some of the difference but the trend is clearly decreasing cost per capita.

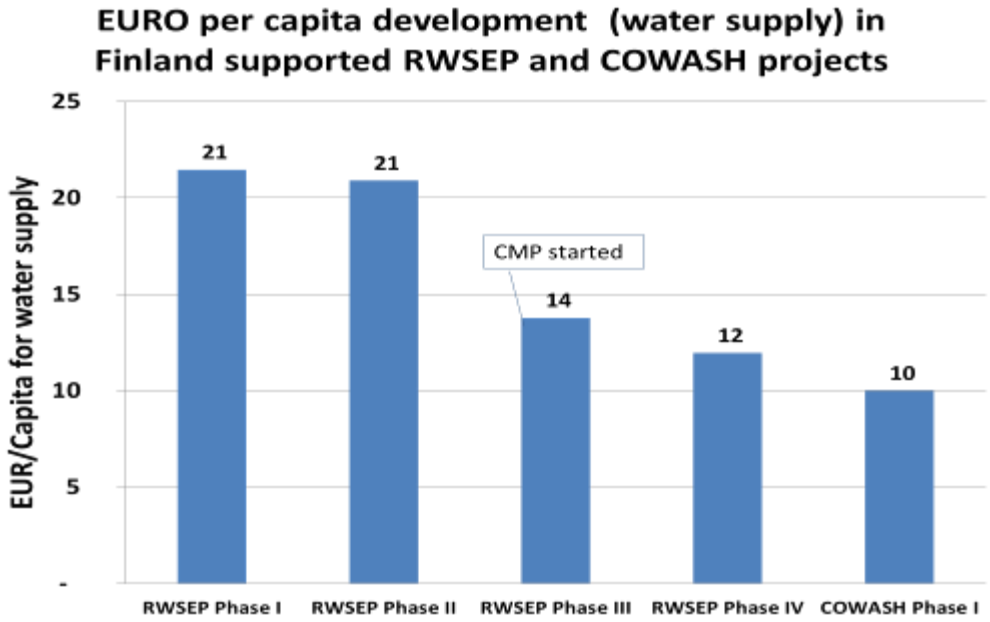


Figure 6 Per capita cost of water supply projects in RWSEP and COWASH (including TA and capacity development) Source: COWASH

It is difficult to find comparable data for per capita costs but considerable work on this was done for the OWNP program document preparation as realistic calculations were needed for the costs of overall WASH financing needed. The OWNP team compared both actual historical unit rates and the unit rates given by the different regions. There are considerable differences between the unit rates reported by regions and unit rates based on historical data as shown below. These figures include technical supervision but not capacity development and TA.

Table 5 Unit rates and per capita costs of water supply

No.	Scheme type	Average Regional unit rate (USD)	Historical unit rate (USD)	Average Regional per capita unit rate (USD)	Average per capita historical unit rate(USD)
1	Household Dug well with Rope Pump	616	403	103	67
2	Community Dug well with Rope Pump	1,135	1,135	15	15
3	Dug well with Hand pump	3,601	3,601	13	13
4	Spring at a spot	11,210	6,000	32	17
5	Spring with piped system	121,880	121,880	30	30
6	Shallow Borehole with Hand pump	54,504	10,000	109	20
7	Shallow Borehole with submersible pump	199,191	35,000	133	23
8	Deep Borehole with Piped Scheme	273,241	100,000	78	29
9	Multi Village piped scheme	1,586,499	175,000	317	35
10	RPS -Surface water with treatment	1,418,813	1,250,000	38	34
11	Cistern	42,039	7,500	420	75
12	Mini dam	610,809	1,150,000	17	31
13	Hafir Dam/Birka	302,743	40,000	80	80
14	Other	89,323	65,000	112	81

(source: OWNP Program Document 2013)

OWNP determined the per capita cost of the different schemes, *based on the complexity of the technology* and also the unit cost per scheme type. The unit cost is calculated by considering the historical unit cost of different past projects, including government and donor-financed. A price escalation of 2.5 percent price was taken into account in establishing 2013 unit costs. Based on this analysis and consultations the historical unit rates were used for the financial needs calculations for meeting the national targets. The same rates are used by the World Bank for planning their current support to the WASH sector through CWA[4]

These unit costs of 13 and 17 USD per capita for the main technologies used in the COWASH (dug well with hand pump and the spring at the spot) are higher than the ones for COWASH even when the capacity building and TA components are included (COWASH current average around 10 EUR. However, these OWNP figures do not include such extensive TA and capacity building components and the efficiency of the COWASH

[4] World Bank 2014: Project Appraisal Document – Water Supply Sanitation and Hygiene Project

implementation is even more evident if we compare to the pure investment costs of the COWASH project implementation below. The supervision costs would of course raise these figures a bit, but not very considerably.

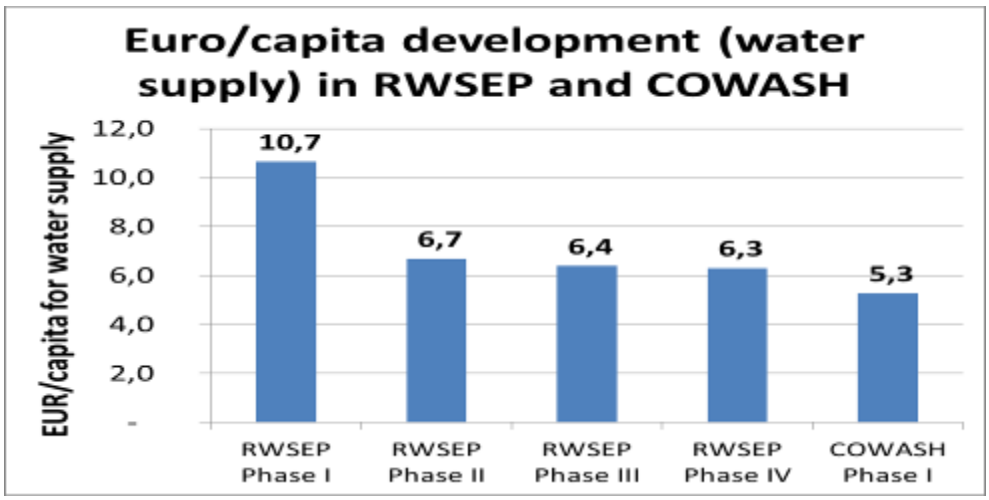


Figure 7 Unit rates and per capita costs of water supply (only investment costs) Source: COWASH

These figures support the stakeholder view that COWASH – CMP implementation and especially the investment costs are considerably lower than in other rural water supply implementation modalities. Even 2-3 times lower investment costs with maintained good quality and sustainability (as reported also by the WSP 2011) show that the CMP is a very efficient rural WASH implementation approach and should be promoted for wider use.

2.3.1 Human Resources

The FTAT and RSUs are generally well staffed, with the exception of Oromia Region where the financial specialist position was vacant. The water supply component is especially well-supported and efficiently implemented in most regions. Regions where efficient implementation is not yet reached are Benishangul Gumuz, where implementation was only recently started, and SNNPR, where there are delays in receiving woreda and zonal budget allocations as well as reporting and procurement of vehicles and high staff turnover at regional level.

COWASH has only recently engaged additional staff for cross-cutting issues and communication, and now there is more consistent and focussed work on these matters. The cross-cutting issues are handled by a Finnish JPO and a national staff member with a focus on environment and climate change. Rural sanitation and hygiene promotion is the primary responsibility of the health sector, and the FTAT has no sanitation or hygiene specialists on its staff.

Support to and coordination with the health sector could be improved. There is a need for more effective engagement with the health sector at federal and regional levels to, among other things, develop effective procedures for verifying ODF status and post-ODF follow up to ensure the sustainability of ODF status at household and kebele levels.

There are regional differences in RSU capacity and staffing. Amhara, with 40 woredas being assisted by COWASH, has a larger and more capable team than the other four regions. The FTAT supports RSUs as needed and also as planned support and capacity development missions and meetings. The Amhara RSU was found to have been most efficient in supporting implementation of project activities in terms of results. This is

largely due to the long history of support using similar approaches and the high capacity and understanding on the part of government counterparts in Amhara Region.

2.3.2 Institutional WASH

The institutional water supply, sanitation and hygiene situation in the project area is still quite poor, with only around 10–40% of schools and health facilities having access to water supply and sanitation facilities. The figures are even lower for institutions having proper latrines separately for men and women or boys and girls. Support to institutional WASH improvement has in general been appreciated by the health and education sectors. In some cases there have been issues with not completing institutional latrines due to gaps in funding when a new fiscal year starts. This is largely due to poor coordination and communication between the different sector offices at the woreda level. Another issue is the large gap between the number of applications for institutional water supply and sanitation facilities and the actual number of these facilities that are being implemented.

A key issue related to the institutional WASH is that the education and health sectors seem to lack proper commitment and resources to improve school and health institution WASH on a larger scale. There is limited or no contribution from education and health sector budgets for improving WASH facilities, and they mostly rely on the external donors, projects and the parents/community to support the construction of institutional WASH facilities. Positively the regional health and education bureaus have started allocating funds for institutional latrines in some of the project regions but a more clear commitment is needed also at federal level to support institutional WASH through the sector budgets.

Another key challenge related to this is that the education sector is not allocating funds for latrine maintenance and cleaning or maintaining water points at schools. Schools rely heavily on support from parents/PTAs. This is a serious hindrance for the sustainability of WASH facilities at schools.

2.4 BUDGETING, BUDGET CONTROL, UTILIZATION and FINANCIAL REPORTING

2.4.1 Fund Flow

Funds will be allocated for the regional COWASH programs annually The RSUs at regional level in consultation with the beneficiary woredas are responsible for budget planning, budgeting, accounting and financial reporting, monitoring, tracking of physical progress, preparing financial and physical reports. The RSU has a financial expert to help with day-to-day duties. As was agreed on the fund flow GoF transfers to the respective regional BoFED an advance of equivalent to 6 months (in new regions) or 3 months (in "old" regions) estimated expenditure of the implementation plan which is replenished based on actual expenditure:

- Actual expenditures since last replenishment
- Plus: projected expenditures for over the next six months according to annual program
- Less: amount previously transferred.

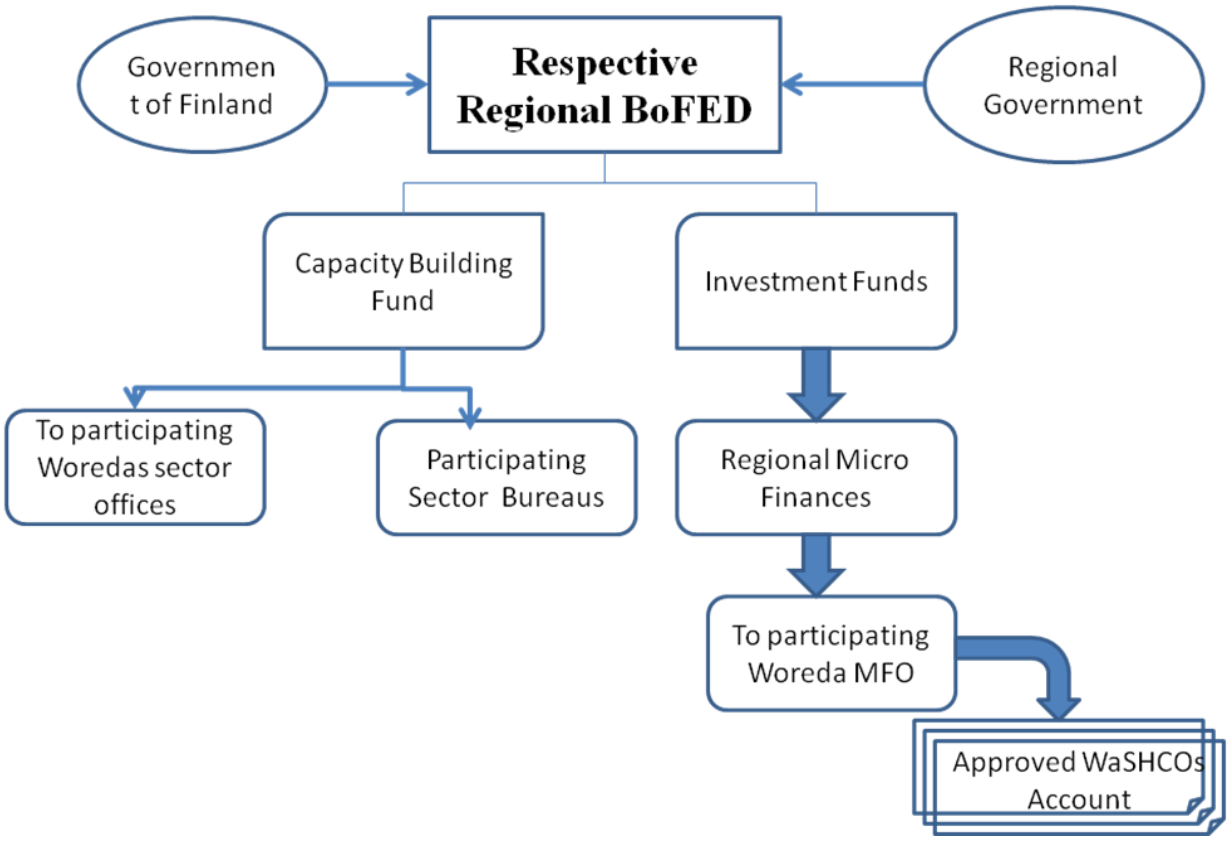


Figure 8 COWASH Fund Flows

2.4.1 Finnish Budget allocation and utilization

Until the end of 2006 Ethiopian fiscal year about 66% of the fund from the total 252,280,908 Birr budged by the Government of Finland for the program had been utilized, with Amhara and Oromia region using about 70% of their funds. Both Tigray and SNNP using their budget allocated about 54% and 46% respectively as shown in Table 7 On the other hand, as shown in Table 8 below, the use of allocated budget for operational budget is higher in Tigray, about 88% and also has the highest expenditure percentage for RSU. In all cases the use of budget for physical and human capacity building is low.

Table 6 RSU expenditure as % of the cumulative budget used by year for selected regions

EFY	Region		
	Amhara	Tigray	SNNPR
2004	3.00%	31.36%	4.30%
2005	4.06%	36.18%	4.59%
2006	4.73%	4.83%	5.29%

Table 7 COWASH Component 2 Government of Allocated Budget and Utilization 2004 - 2006 EFY

Region	Year 2004 EC			Year 2005 EC			Year 2006 EC			Cumulative Year 2004-2006 EC		
	Allocated	Utilized	%	Allocated	Utilized	%	Allocated	Utilized	%	Allocated	Utilized	%
Amhara	59,573,347	48,578,152	81.5	65,046,755	58,579,353	90.1	61,668,049	23,526,398	38.2	186,288,151	130,683,904	70.2
Oromia				9,351,717	5,770,779	61.7	10,161,104	7,777,974	76.5	19,512,821	13,548,753	69.4
SNNP	4,621,310	3,472,470	75.1	6,304,267	3,679,799	58.4	11,483,844	3,275,550	28.5	22,409,421	10,427,819	46.5
Tigray	3,419,540	1,640,179	48.0	10,334,369	4,942,391	47.8	10,316,606	6,483,633	62.8	24,070,515	13,066,203	54.3
Total	**67,614,197**	**53,690,801**	**79.4**	**91,037,108**	**72,972,322**	**80.2**	**93,629,603**	**41,063,555**	**43.9**	**252,280,908**	**167,726,679**	**66.5**

Table 8 COWASH Component 2 Government of Ethiopia Allocated Budget and Utilization 2004-2006 EFY

Region	Year 2004 EC			Year 2005 EC			Year 2006 EC			Cumulative Year 2004-2006 EC		
Amhara	20,537,000	16,777,206	81.7%	35,228,798	31,874,884	90.5%	74,119,971	54,238,972	73.2%	129,885,769	102,891,061	79.2%
Oromia	-	-		10,553,549	6,050,161	57.3%	20,869,323	12,022,079	57.6%	31,422,872	18,072,240	57.5%
SNNP	2,559,304	765,688	29.9%	7,791,302	3,719,270	47.7%	20,553,154	4,569,738	22.2%	30,903,760	9,054,696	29.3%
Tigray	2,427,352	67,585	2.8%	14,127,300	1,765,285	12.5%	30,111,271	16,485,934	54.8%	46,665,923	18,318,804	39.3%
Total	25,523,656	17,610,479	69.0%	67,700,949	43,409,600	64.1%	145,653,719	87,316,723	59.9%	238,878,324	148,336,802	62.1%

Table 9 COWASH Component 2 Government of Finland Fund Utilization by Category from 2004 - 2006 EFY

Region	Cost Category	Year (EFY)			Cumulative
		2004	2005	2006	
Amhara	**Total**	82%	90%	38%	70%
	Investment	-	-	74%	74%
	Human Capacity Building	-	-	25%	25%
	Physical Capacity Building	-	-	32%	32%
	Operational Cost	-	-	77%	77%
Tigray	**Total**	48%	48%	63%	54%
	Investment	-	-	-	-
	Human Capacity Building	46%	26%	46%	38%
	Physical Capacity Building	32%	62%	72%	60%
	Operational Cost	84%	78%	96%	89%
SNNPR	**Total**	75%	58%	29%	47%
	Investment	-	-	-	-
	Human Capacity Building	40%	49%	26%	34%
	Physical Capacity Building	92%	77%	27%	65%
	Operational Cost	25%	54%	37%	41%
Oromia	**Total**	-	62%	77%	69%
	Investment	-	-	-	-
	Human Capacity Building	-	82%	69%	74%
	Physical Capacity Building	-	45%	97%	67%
	Operational Cost	-	48%	54%	50%
BSG	**Total**	-	-	-	-
	Investment	-	-	-	-
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	-	-
	Operational Cost	-	-	-	-
Total		**79%**	**80%**	**44%**	**66%**

2.4.3 GoE budget allocation and utilization

As shown in Table *10* below, the Government of Ethiopia has allocated until the end of 2006 EFY Birr 238,878,324, of which about 62% has been utilized, again with Amhara leading in utilization of about 80% of what had been allocated, followed by Oromia which used 58% of its budget. Both Tigray and SNNPR used about 40% and 30% of their allocated budget respectively, as shown in**Error! Reference source not found.** below. On the other hand SNNPR is the region using the least of its investment budget; 31%, followed by Tigray using 37%.

Table 10 COWASH Component 2 Government of Ethiopia Fund Utilization by Category from 2004 - 2006 EFY

Region	Cost Category	Year (EFY)			Cumulative
		2004	2005	2006	
Amhara	**Total**	82%	90%	73%	79%
	Investment	-	-	76%	76%
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	-	-
	Operational Cost	-	-	33%	33%
Tigray	**Total**	3%	12%	55%	39%
	Investment	2%	11%	52%	37%
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	-	-
	Operational Cost	10%	86%	95%	88%
SNNPR	**Total**	30%	48%	22%	29%
	Investment	35%	47%	23%	31%
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	7%	7%
	Operational Cost	4%	66%	29%	31%
Oromia	**Total**	-	57%	58%	58%
	Investment	-	57%	56%	57%
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	-	-
	Operational Cost	-	58%	67%	64%
BSG	**Total**	-	-	-	-
	Investment	-	-	-	-
	Human Capacity Building	-	-	-	-
	Physical Capacity Building	-	-	-	-
	Operational Cost	-	-	-	-
Total		**69%**	**64%**	**60%**	**62%**

4.3 Community contributions, ownership and commitment

Prior to construction approval users are expected to open an account in the microfinance and deposit at least 1,000Birr, an initial deposit. In addition a minimum of 15% of contribution is expected from users in labour and kind during construction. Communities' contributions in Amhara Region are reported to be as much as 30% of construction costs.

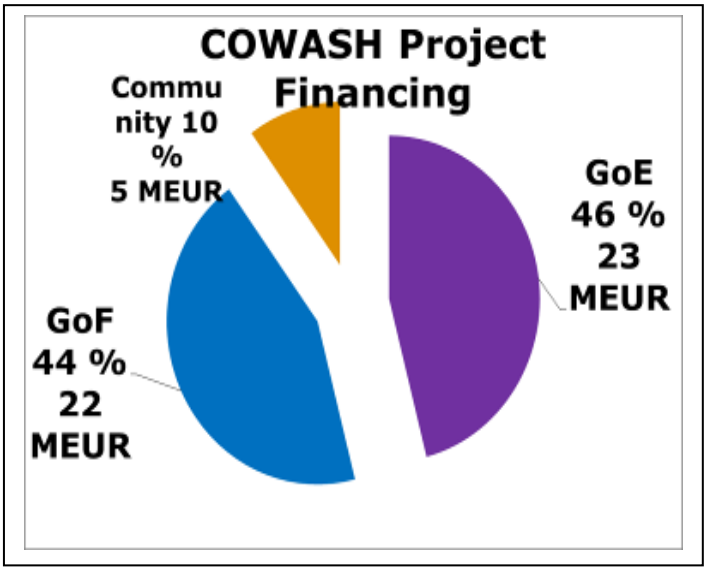


Figure 9 COWASH Project Financing

The above chart shows the breakdown of project costs. It is reported by COWASH that about 26% of the total TA budget is used for capacity building activities, which may seem high and is a large portion of the GoF contribution, but can be justified by improved operation and maintenance of completed facilities, higher community contributions to construction, reduced costs and long-term sustainability of completed facilities. The community contributions are actually varying from around 20% to over 30% of the investment costs of water point construction.

It is also noteworthy that funds and in-kind contributions for construction of community water supplies are provided by GoE and communities, which also improves the efficiency of financing.

2.5 PROJECT DESIGN, MANAGEMENT AND IMPLEMENTATION

2.5.1 Project Design

The COWASH Project design consists of two units operating at federal and regional levels, i.e. the FTAT at federal level and RSUs at regional level. This organization corresponds to the project's two main components, with one of the FTAT's main purposes being to support the strengthening of federal capacity to implement CMP projects alongside support to establishing OWNP. The RSUs at regional level are intended to address the second objective, i.e. establishing and strengthening capacity in the regions to scale up the implementation of CMP. It follows from this that a broad indicator of success at federal level is the capacity of the four participating ministries (MOWIE, FMOH, MOE and MOFED) to plan and implement CMP projects and to support the establishment of OWNP. Likewise, an indicator of achievement of RSUs is the capacity of regions to scale up implementation of CMP.

Another project design feature is the placement of a technical supervisor at woreda level to support the construction of water supply and sanitation facilities as well as planning, monitoring and to assist woreda staff in physical and financial reporting.

Steering committees have been established to exercise oversight and as a platform for coordination at the federal and regional levels. Thus, an important indicator of the effectiveness of their performance is the degree and effectiveness of coordination at federal and regional levels. The MTE found that this varied widely across regions and bureaus and that there is no single solution to improving coordination. However, the MTE believes that having a dedicated budget line in the relevant ministries and bureaus for CMP activities will be an important step in the right direction.

2.5.2 Management

Results-based management (RBM) is a management strategy that focuses more on results (as opposed to budget and activities) to improve decision-making, learning, and accountability.

The logical framework of the COWASH does not include qualitative outcome or wider impact level targets. Emphasis is solely on achieving the quantitative access targets set even at the overall objective and even more so at the project purpose level. Components include results, objectively verifiable indicators, sources of verification and assumptions. However, at the level of results there are no quantitative or qualitative indicators or targets. Outputs include well-defined activity-based quantitative indicators.

Baseline data has been collected at the regional and woreda levels. Data shown in the reports follows the quantitative perspective of the logical framework. It includes the socio-economic aspects (e.g. number of people) and overview of the situation regarding water supply and sanitation quantitatively. Baselines will give basis for assessing the improvements in the coverage, but does not provide qualitative outcome or impact baseline information.

COWASH also prepares results-based reports in addition to output-based reports. As these are linked to the quantitative objective and purpose of COWASH, they mainly deal with increases in coverage. Similarly, regarding capacity development, reporting is activity-based.

OneWASH has wider objectives defined at impact level which are related to improved health and well-being. As the M&E system development is just starting, the MTE team does not have information on how impact and qualitative indicators will be included in OWNP's M&E system.

2.5.3 Monitoring and Reporting

The COWASH M&E system is based on a large number of indicators, and there have been problems in receiving complete and accurate data from woredas in a timely manner. M&E for Component 1 contains some 25 indicators which are all compiled and analysed by the FTAT.

For Component 2 the M&E system is based on reporting from woredas upwards to zonal level or directly to regional water bureaus and finally reports are compiled at regional level by the RSUs. The data collection and reporting is very time consuming, as there are 47 indicators for Component 2, many of which are further divided into sub-indicators. Data collection in COWASH is done in line with the National WASH Inventory data definitions using standard monitoring formats prepared by the project. The procedure for data collection is shown in Figure 10 below.

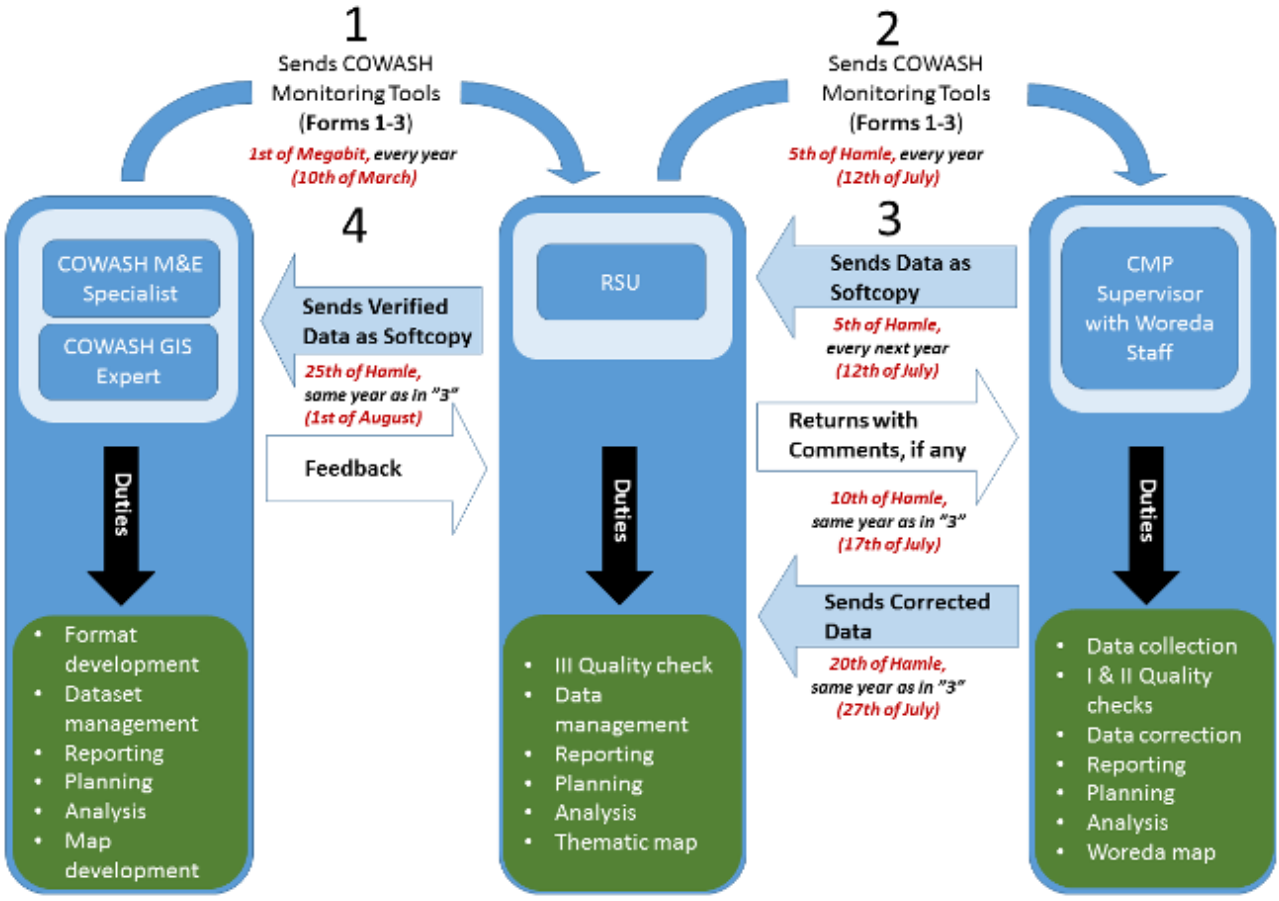


Figure 10 Monitoring and data collection system

There is also been support for GPS and GIS applications for water point mapping which has been supported to improve the effectiveness of data collection and to support woreda level planning. These activities and related training provided are appreciated by the local officials involved, but it is a matter of concern that there is as yet no clear institutional home for such water point mapping data, even though the GIS unit at MOWIE has been involved to some degree.

As mentioned above, the main issues with data collection are receiving data late or only partially from woredas, as well as lack of clarity on whether data from the other sectors should be reported and compiles. Data validation and feedback are used to ensure the accuracy and validity of the collected data.

COWASH reporting is currently cumbersome and time consuming, as the project is preparing monthly reports (not mandatory), quarterly technical and financial reports as well as outcome-based reports to both governments. In addition a results-based report to the Finnish government and annual reports are also prepared. Data is collected at community and kebele levels and reported from woredas to regions (via zones) and then to federal level where all the reports are compiled and finalized. There is a validation and feedback procedure to ensure the completeness and accuracy of the data as shown in the Figure 10 above and as described in the COWASH M&E Framework. The FTAT as well as RSUs use a lot of time and effort for this complex reporting. Reporting is presently done by project staff at various levels, and such reporting is not possible for government officials at different levels to carry out, as they have many other duties to perform.

2.6 HUMAN RIGHTS BASED APPROACH (HRBA) AND CROSS-CUTTING OBJECTIVES

2.6.1 Human Rights Based Approach (HRBA)

The GOE is a signatory to many human rights conventions. However, human rights as a concept is sensitive in Ethiopia and mainly linked to social equity and inclusion. In sensitive situations the application of HRBA needs to be closely related to the development benefits and outcomes and what already exists.

COWASH is essentially a capacity development project and investment funds come from the federal level to the Regions as block grants based on a distribution formula. According to the KIIs, social equity is promoted in the distribution formula by placing emphasis on emerging Regions. As COWASH is not in control of the investment funds, they are not in a position to directly influence social equity aspects. For example, in Amhara Region, woredas are divided into CMP and OneWASH/CWA woredas but it is not clear to the MTE team what has been the basis for this division. According to the FTAT, promotion of social equity is left to communities who use their own mechanisms on how to address vulnerable groups in case they cannot contribute funds, materials or labour. According to the KIIs and FDHs, the use of water seems to be affordable for the majority of users. Currently, there is no clear evidence base on how this system works and whether discrimination of certain groups takes place.

In the CMP approach, accountability and transparency are in-built. A unique feature is that the accountability structure is closest to the final beneficiaries/users with an exceptional element of fund management by communities. In the KIIs, it was mentioned several times, that attitudes at different levels are changing. Before it was not believed and expected that communities themselves could be at the core of water point construction, including money management. Use of CMP approach has proven otherwise. WASHCOs are accountable to the community for the water point construction process, including money management through MFIs and savings for O&M. Artisans, as private sector actors, are responsible to WASHCOs for the construction.

In order to enhance accountability and transparency further, COWASH is planning on systematizing a social accountability (public audit) as part of the CMP approach. The basic principle is that when a water supply is inaugurated, WASHCOs report to the community how much has been collected and how much spent. A question still remains regarding what happens after inauguration of the scheme. How and will WASHCOs continue the public audit.

A social accountability guideline for COWASH is under development. The draft report was prepared and commented on by the FTAT, and it will be finalized by July 2015 to be used for the 2008 EFY COWASH implementation. The guidelines will introduce a practice of annual community meetings and social accountability (public audit) will be included as a new module in the regular CMP trainings.

The OWNP PD gives a relatively limited explanation of how the HRBA, even though enabling environment/good governance and social inclusion are defined as a program pillar. Regional and social disparities are to be reduced by targeting low coverage and access areas according to NWI, and some hot spot areas. Regarding CWA, the community-based accountability structure related to money management would not be possible, and thereby the most empowering factor of the communities would be lost.

2.6.2 Other Cross-Cutting Objectives (CCOs)

In COWASH, the following are treated as cross-cutting issues: gender, disability, vulnerability, climate change, environment protection, water safety planning, and supply

chain development including financing water supply construction through credit. However, the supply chain development using credit has not been carried out In this section, focus is on the cross-cutting issues defined in the 2013 DPP: gender and women's rights; environment and climate change; and social equity.

Cross-cutting indicators for COWASH project are being drafted and will also be finalized by July 2015. Then baseline data is planned to be collected early in 2008 EFY to measure the performance of COWASH in addressing cross-cutting issues. However, this can be carried out to test the indicators rather than as a full-fledged baseline data collection exercise. The challenge is that these indicators should be included in GTP II and OneWASH by GoE, otherwise it will be only for COWASH's use.

Awareness-raising on crosscutting issues for WASH has been made for region, zonal and Woreda WASH implementing sector office's staff when CMP management training has been given for these target group for BSG and Oromia CMP management training.

2.6.3 Gender in COWASH and the CMP approach

The original COWASH Project Document (2010) did not provide a specific guideline on gender mainstreaming and did not recommend any gender-oriented TA staff recruitment. The duration of the preparation did not allow a much-needed gender assessment to be carried out, and it was included as a task to be carried out during the Inception Phase.

The revised PD has several references to gender/women/girls. In its strategy and approach section it is stated that COWASH assists WASH implementers at all levels in (i)ensuring that the gender equality and other crosscutting issues are mainstreamed into WASH intervention processes, capacity building, institutionalization, technical designs and that men and women have equal access to resources; (ii) effective and appropriate approaches, tools (e.g. social audit) and guidelines to identify and verify the impacts of the crosscutting issues of WASH interventions will be developed; (iii) mainstreaming of crosscutting issues into existing manuals and guidelines; (iv) a need to mainstream the CMP into the new Design and Construction Manuals for primary school WASH and Health Institution WASH facilities is specifically mentioned, and to ensure that designs are gender sensitive; (v) CMP implementation and gender equality (Bachelor's thesis); (vi) gender as part of community's capacity development; (vii) in order to support preventive maintenance of WASH facilities, two Pump Attendants and Caretakers, one man and one woman, will be trained for each WASHCO.

At the output level, Output 2.3.3: Sustainability of communal and institutional water schemes in the targeted woredas strengthened a target of having at least 50% women members in all WASHCOs is established. Output 2.1.2: Regions, zones and woredas capacitated to implement rural WASH through CMP, trained WASHCO members for CMP implementation, O&M management, environment, sanitation, hygiene and gender, number of people (disaggregated by sex and type of training) participated in trainings given by region, zone and woreda.

In the revised Project Document, a long-term national post of a Crosscutting Specialist (CCS) in the FTAT was established. The CCS was to take COWASH's crosscutting issues to the next level with the support of a JPO. Signing the COWASH Phase II took longer than expected, and therefore employment of the CCS and JPO was also delayed. Both assumed duties only in November 2014, and there has so far been only a very limited time for them to perform. The responsibilities of the CCS, as defined in the PD, are comprehensive[5], including both strategic and practical tasks.

5 For example, development of crosscutting issues in WASH; evaluation of the impacts of the project at different intervals; advice on crosscutting related matters of One WASH National Program; assist in the

2.6.4 Implementation of Gender Activities

A gender strategy for COWASH was formulated at the early stages of the project. A CMP Gender Step-by-Step Checklist has been also developed by COWASH which could be more widely used as an implementation tool. Step-by-step gender checklist has been summarized into project appraisal report form. Therefore, in each field appraisal conducted during the application process the summary of gender checklist (called gender feasibility checklist) is filled. When the CMP management training is given for woreda staff, gender feasibility checklist is covered in the project field appraisal section. However the step-by-step checklist has not been distributed in those trainings so far.

A requirement to have 50% women as members of WASHCOs in a decision-making position has been applied and joint participatory planning sessions at the beneficiary (WASHCO) level have been a guideline for planning. Study design and pilot data collection for comparative case study has been delayed due to elections. In the case study performance of male and female led WASHCOs are being compared.

COWASH has prepared and implemented planning and reporting formats to allow gender to be easily disaggregated in planning and reporting. In progress reports (e.g. Phase I Completion Report), a need to improve gender disaggregated reporting from the woredas and regions has been identified, as the importance of gender disaggregated reporting is still not well understood in different administrative levels. COWASH collects gender disaggregated data e.g. on the number of female artisans; women participating in trainings; women as WASHCO members; and a number of female beneficiaries of institutional latrines. These are disaggregated by region and indicated in the annual reports of COWASH.

A total of 29,180 women (38.4% of those trained) attended CMP-related trainings, from 2005 EFY to 2006 EFY, in the four project Regions: Amhara, Tigray, SNNPR and Oromia. In the BSG region, 119 female (28.4%% of those trained) participated in CMP-related trainings conducted in the nine months of 2007 EFY.

establishment of crosscutting baseline and monitoring and evaluation system within existing WASH M&E system and ensure that community management of crosscutting issues is assessed; assist in ensuring that the gender equality and other crosscutting issues are mainstreamed into WASH intervention processes, capacity building, institutionalization, technical designs and access to resources; develop effective and appropriate approaches, tools (e.g. social audit) and guidelines to identify and verify the impacts of the crosscutting issues of WASH interventions; assist the targeted woredas to identify successful actors in crosscutting issues and to form joint strategies in mainstreaming crosscutting issues in community management of WASH; assess the training needs and conduct periodically Training of Trainers (ToT) for the project staff as well as for project implementers at regional level; review the existing situation of crosscutting mainstreaming at woreda level and propose strategies on how to accelerate the awareness and skills development in crosscutting capacity building considering that the actual capacity building can be outsourced; prepare training materials for crosscutting issues.

Table 11 Women Participating in CMP-related training at Regional, Zonal and Woreda Levels: 2005 EFY - 2006 EFY

Region	Planned to Train (2005-2006 EFY)	People Trained (2005-2006EFY)		
		Male	Female	Total
Amhara	54,487	36,552	21,961	58,513
Tigray	8,038	2,415	1,863	4,278
SNNPR	10,286	2,422	1,415	3,837
Oromia	12,348	5,441	3,941	9,382
Total	**85,159**	**46,830**	**29,180**	**76,010**
BSG (in 2007 EFY only)	1,951	300	119	419

Regarding training of female artisans, a total of 417 (20.7% of those trained or refreshed) have attended the Water Supply Scheme construction trainings held from 2005 EFY to 2006 EFY through the CMP approach in the four regions (Amhara, Tigray, SNNPR and Oromia).

Table 12 Female Artisans Trained (including refresher training) in Water Supply Scheme Construction with the CMP approach: 2005 EFY–2006 EFY

Region	Planned to Train (2005-2006 EFY)	People Trained (2005-2006 EFY)		
		Male	Female	Total
Amhara	1,631	1,246	351	1,597
Tigray	205	44	5	49
SNNPR	223	68	16	84
Oromia	317	235	45	280
Total	**2,376**	**1,593**	**417**	**2,010**
BSG (in 2007 EFY only)	40	16	0	16

Data from Southern Region (SNNPR) provides an example of women's inclusion in WASHCOs:

22.0% of WASHCOs have 2 women members
63.0% of WASHCOs have 3 women members
85.1% of WASHOCs have 2 or more women members

Promotion of women's participation is largely carried out by means of applying quotas and training. The principle promoted is that each WASHCO should have at least 50% women members and that women should be elected to one or more of the leading positions in the WASHCO. COWASH is also working on encouraging women in leadership positions in WASHCOs, e.g. chairperson. There are a number of WASHCOs which are led by women, particularly in Amhara Region. However, there is no information on the exact number of WASHCOs that are led by women (case study in Amhara Region).

The Phase I Completion Report, as well as FGDs, indicate that cultural barriers still hinder fully realizing this goal, particularly in more conservative areas. In some areas, women's membership exceeds 50%. There are 43–60% women in WASHCOs, and some female chairpersons. Women are generally strongly involved from the planning stage to O&M. Instead of only one pump attendant, one male and one female pump attendant are recruited. In many WASHCOs financial matters are handled by women, and they also deal with the MFIs related to these matters. In Amhara Region an assessment/case study on effectiveness of female-led WASHCOs compared to male-led WASHCOs is currently being carried out. This will provide an indication of whether further emphasis is required for more women-led WASHCOs.

Gender is emphasized when selecting artisans for training. COWASH guidelines emphasize that at least 15% of the artisan trainees, if they are available in a woreda, should be women. According to the KIIs in Amhara and Tigray regions and progress reporting this has been relatively successful in Amhara and Tigray regions, but there are still cultural barriers in other regions. This represents an employment opportunity for women and should be actively promoted. A case study on female artisans and the income they have gained would provide interesting insights to women as technical experts, benefits gained and challenges faced. The results might encourage women also in more culturally restricted areas to consider this option. In Amhara Region about 28% (253 out of 909) of the artisans are women.

Gender training in COWASH is provided at kebele and WASHCO levels. Kebele WASH Teams are trained to be aware of and mainstream gender in COWASH implementation at kebele level, and WASHCO trainings include also training on gender mainstreaming. Kebele and WASHCO level gender trainings are executed by the Woreda Women, Children and Youth Office.

COWASH has been building the capacity of the Woreda Women Affairs Offices through procuring office materials (computers, printers, etc.) and participating in CMP-related trainings. In all the project regions except Amhara, the Woreda Women Affairs Offices have been given emphasis in the same way as the other four WASH sector offices – Water, Health, Education and Finance. In Amhara Region, Woreda Women Affairs Offices have not been allocated funds for physical capacity building as they had already received office equipment from RWSEP.

COWASH aims at raising awareness of gender mainstreaming in training events, gender is incorporated in communication materials such as leaflets and posters, and awards are provided for best performing women from all regions on Women's Day on March 8.

COWASH water point designs are gender sensitive taking into account the needs of water collectors. The design of water points facilitates lifting of the heavy water container on to the back of the collector without help from other community members.

Two important plans have not yet materialized; development of women-youth led supply chain and mainstreaming of gender and inclusion of gender specific sections in the COWASH manuals, guidelines and training materials. The first one deals with increased income-generation opportunities for women, and the second one would ensure a comprehensive mainstreaming of gender is the core functions of COWASH and the CMP approach. The original plan was that the CCS will screen all COWASH manuals and guidelines with gender and cross-cutting sensitive glasses. Unfortunately, due to the delay in signing the Phase II agreement, this could not be carried out.

2.6.5 Gender in OneWASH

The OneWASH Programme Document makes some references to gender but is not gender-sensitive. Also the Directorate of Women's Affairs (DWA) at MOWIE is very disappointed with its gender aspects. OneWASH recognizes the importance of gender equity and mainstreaming as a cross-cutting issue that is related to social inclusion, participation and sustainability of benefits. It requires that the DWA/MOWIE prepares a detailed gender equity strategy and conducts orientation sessions in implementing the gender equity strategy for the regional OneWASH organizations. Other gender-related aspects include planned support to women and youth-led supply chains, construction of latrines at schools for girl students and the use of gender disaggregated indicators to monitor results. The only indicator is percentage of women in WASHCO/Hygiene and Sanitation Community Groups with a target of 50% at decision making position. Gender is not fully mainstreamed, lacks budget and required human resources.

To promote gender equality, the DWA is planning to prepare a detailed gender strategy for the water sector based on the Gender Audit of National WASH which was carried out in 2013[6]. The main findings of the audit indicate that political will exists in all regions as well as the federal ministry to move gender integration forward in the WASH program. Leaders at all levels use their position of power to communicate and demonstrate their support, leadership, and commitment to working toward gender equality in the WASH program. However, at the activity level no strong political will was perceived[7]. Regarding the management for the implementation of gender equality strategy, quite a big number of study respondents (68.16%) believe that the support from the management is low or moderate; and that only 12.8% of the respondents believe that their organization allocate adequate financial budget to support the implementation of gender integration activities within the WASH development process. Only in SNNPR Water, Mines and Energy Bureau and the Federal MOWIE among the study regions have gender section in their organizational structure. Most of them have assigned a focal person to follow up and implement gender integration issues within the WASH program. A very significant number of the WASH staff doesn't know well about the availability of gender sensitive Water and Sanitation policy (about 65%). 16.5% of the respondents do not know even the availability of the policy document.

The findings reveal a large gap in technical capacity. About 40% of respondents believe that the knowledge, ability and skills they have to carry out the practical aspects of gender mainstreaming, is very small. A considerable number of respondents (24.7%) do not know whether gender mainstreaming guidelines and manuals and other awareness raising materials are available. Similarly, about 51% of the WASH staff participated in the study know little about their existence. WASH staff lack the knowledge or skills to carry out gender analysis, which is one of the important tools for gender mainstreaming.

However, the analysis of equal participation of women with men in the different phases of water and sanitation projects showed positive results[8]. However, only 24% of respondents believe that the proportion of women who attained the chairperson position in water and sanitation committees have become equal.

MOU members and the WASH structure which prohibits gender to be mainstreamed in the Most respondents perceived that gender mainstreaming is not included in their job description as one of their tasks or responsibilities and that there is a lack of an effective accountability mechanism, as gender is not mainstreamed in the planning and implementation processes of water and sanitation programs/projects. The organizational culture in general is positive and gender-friendly, apart from resistance in some offices.
The Gender Audit recommends e.g. (i) Continuous awareness program to be carried out so as enhance the awareness of the staffs; (ii) Adequate financial budget to support the implementation of gender integration activities; (iii) Establishment of Gender Affairs Department in Regional Water Bureaus to strengthen the technical support, follow up and implementation of gender mainstreaming strategy by other departments and woreda level

6 The audit used a framework and theory of change called the Gender Integration Framework (GIF), which suggests that transformation can only occur when four organizational dimensions are ready for gender integration: (i) political will; (ii) technical capacity; (iii) accountability; and (iv) organizational culture.
7 National average score as ranked by the WASH staffs and management members is 51.84%; the lowest score, 34.09% by Afar, Amhara 61.1%, Benishangul 50.3%, SNNPR 54.5%, and the federal MOWIE 59.1%.
8 The majority of respondents (68%) believe that men and women are equally consulted (equally involved in the consultative meeting) during problem identification or assessment of specific water and sanitation problems or needs of the rural community. Similarly, about 69.57% of the respondents believe that during implementation, women are being involved with men equally during construction of the water and sanitation schemes undertaken within their villages. With regards to decision making and management of the resources, the findings indicate that 62.0% of respondents perceived the proportion of men and men in the water committees reached the level of gender equality.

implementers; (iv)Continuous capacity building to enhance the knowledge, ability and skills on the theoretical and practical aspects of gender mainstreaming; (v) Development of gender analysis tools and training in their use; (vi) Collection of gender-disaggregated data; (vii) Enhanced efforts to bring women to water committee membership and to a chair person position in water committees; (viii) Gender mainstreaming tasks to be included in job description of all WASH staffs to enhance accountability.

The DWA in MOWIE is not part of the OneWASH structure, and thereby not a member of any Task Force. This limits their participation in strategy development for the WASH sectors. They participate in some Task Forces only on an *ad hoc* basis. At the federal level the DWA is side-lined and has a very limited budget for its operations. As an example, in the National WASH Inventory no gender indicators were included, even though it had been agreed upon.

In practical terms, the DWA expects that the demand for gender inclusion within OneWASH comes from regions and is included in regional plans.

2.7 IMPACTS

2.7.1 Water Supply

Increasing sustainable access to safe water supply and sanitation services at households and institutions and improving hygiene practice of the populations in the targeted woredas in the five regions was the specific objective of the project.

There is an overall increase in access to water supply schemes as shown in the tables in Chapter 2.2.1 above.

Except in Benishangul Gumuz, all the other four regions have constructed safe water supply schemes for communities and institutions. However not all regions had been able to accomplish planned targets, with Amhara leading in performance, accomplished about 120% of its targeted hand dug well, 93% of its spring development and 48% of its shallow well plan until the end of 2006 EFY followed by Oromia Region. SNNPR is the poor performer of the four accomplished 13.4% of its targeted hand dug well and 38.1% of its spring development plan until the end of 2006 EFY.

From 2004 EFY to the second quarter of 2007 EFY the project had completed 3,936 community, 236 school and 59 health facility water points. The quality of the workmanship of all water points visted by the MTE is very good. All water points were operational at the time of the MTE's visit.

A recent case study on the Impact of CMP Water Supply was carried out in Gonji Kolella Woreda of Amhara region by a short term consultant. The focus of the study was on the impact of CMP water supplies on the life of Abunebla and Besanit village. It was found out that the implementation of rural water supply schemes using CMP funding mechanism created sense of ownership and motivation to rural communities in these villages. Farmers are looking to improve their livelihood using the excess water from the improved sources and rope pumps.

This supports the view of the stakeholders and beneficiaries interviewed during the MTE mission that the CMP approach is a good approach of implementation creating strong ownership and thus commitment for system O&M. This has also wider socio-economic impacts as the community members get organised to build and manage the water points and also learn and get familiar with using micro-finance institutions. Often the community members access finance also for their own purposes after the project.

2.7.2 Sanitation

COWASH supported to build latrine facilities in 83 school institutions and 42 health institutions by end of 2014. Except Oromia all the other three regions have performed well and constructed over 70% of their planned institutional latrines. COWASH adopted the existing standard design for schools, and built three blocks of latrine, 2 blocks with 4 seats latrine for the girl and boy students and 1 block with 2 seats for the teachers. These are single pit VIP latrines, with a need for emptying when full. On the other hand if these were modified to double pit latrine designs with discussion and consent with the education and health sector this would have solved the need for emptying the faecal sludge but the cycle of alternative use of pits could have continued indefinitely.

The overall increase in access to sanitation services at institutions level as shown in the Chapter 2.2.1 above. In addition the COWASH project support the health sector in their work for community sanitation and hygiene through capacity building of health extension workers and health institution staff as well as federal level development of sanitation and hygiene related guidelines etc. There have been rapid results in sanitation through the ODF campaigns and many of the kebeles in COWASH working areas (as well as elsewhere) have been declared ODF. However, as mentioned above the sustainability of the community sanitation results is still questionable.

2.7.3 Health and Hygiene

COWASH strengthened the existing CLTSH approach nationally accepted hygiene promotional method by providing finance for CLTSH triggering and hygiene promotion and capacity building of the HEWs and concerned staff. Unlike the water scheme CLTSH is being implemented in the entire Woreda with the aim of increasing ODF woredas and household latrine coverage.

2.7.4 Capacity Development

As analysed above in chapter 2.2.3 the capacity development provided by COWASH project at all levels has had some positive impacts on the skills and capacities of the project related stakeholders.

The highest level of impact is felt at the WASHCO and woreda levels where the people whose capacity is developed have more practical need and opportunities to use the new skills in project implementation and management. At higher levels the capacity is developed but the same officials have multiple duties and may not perceive the need for new skills or have limited opportunity to practically use them. Still, the capacity development was evaluated quite effective at all levels and appreciated by the related organizations and stakeholders.

A key concern related to the effectiveness as well as final impact of the provided capacity development support is the high staff turnover within government institutions at all levels that limits the availability of the trained staff and makes it necessary to train new people and re-train people quite often to have at least the basic understanding of CMP implementation and management present in key institutions.

2.7.5 Other Impacts

Gender

The overall objectives of COWASH related only to achieving quantitative targets in the UAP for rural water sector and sanitation and hygiene in the National Hygiene and Sanitation Strategic Action Plan. Due to its design, there are no impact level objectives set, and accordingly no targets or indicators.

COWASH has been implemented for several years, but it is still early to conclusively assess its long-term impacts, except perhaps in Amhara region. This does not mean that there have been no impacts so far. Although there has not been a rigorous assessment of impact of the project, COWASH has prepared some case studies, which are available on the CMP website, which provide anecdotal information of impacts on women's and children's livelihoods. This can serve as an indication that the project has had a positive impact on women and children's lives. As no rigorous impact assessment has been made, these can still be considered as indications of possible impacts. In discussions with WASHCOs and woreda staff, a number of benefits were mentioned as a result of improved access. These include the improved education, health and socio-economic situation of women and girls. For example:

- Increased girls' school attendance, level of education and literacy rates, as they no longer need to miss school to secure water for their families and have adequate and separate sanitation facilities are reported.
- Improved health for women and girls who no longer have to delay the defecation and urination; reduced child and maternal mortality as a result of access to safe water, sanitation facilities and improved hygiene during child birth.
- Increased dignity and reduced psychological stress for girls and women particularly when symptoms associated with menstruation, pregnancy and childbirth can be managed discreetly.
- Reduced physical injury from constant lifting heavy loads of water.
- Reduced risk of rape, sexual assault, and increased safety as women and girls do not have to go to remote and dangerous places to defecate or to fetch water during the night.
- Increased socio-economic opportunities through increased recognition of women as having skills and knowledge outside the scope of their traditional roles and new employment opportunities (artisans); and strengthened voice for women in their families and communities to negotiate their own needs.

Environment

The possible negative impacts to the environment are not yet fully systematically considered in COWASH supported water point construction. There was, for example, often no drainage of the overflow and spilled water from the reservoir and tap/hand pump. In some cases this has caused considerable erosion around the tap stand and in many cases muddy and untidy conditions around the taps and the reservoir. Further environmental considerations that are taken into account to some extent but need a more systematic approach include possible overuse of water and depletion of the used aquifers, sanitation and water quality links, risks related to overall erosion and forest depletion in the sub-catchment etc.

Climate Risks were also considered in the planned WSPs and to develop this component further COWASH secured UK Department for International Development (DFID) for development of Climate Screening Guidelines already in 2012. The assignment was

implemented by ODI to develop a risk screening approach that can be used to assess climate-related risks to rural water supply in Ethiopia, and to identify steps that can be taken to reduce such risks. The approach considers risks along the 'water chain' from resource, to source end user, and look at how planning for rural water supply might be better integrated with watershed protection and water conservation measures. The overall aim was to enhance the capacity of individuals, organizations and institutions in Ethiopia to plan and implement secure rural water supplies that are robust to existing climate variability and longer term climate change. The project was jointly funded by DFID and COWASH from December 2012 to May 2013.

Drawing on this experience, and taking the existing COWASH field guidelines as a starting point, the team prepared additional guidance on how to increase the resilience of water points, focusing on site selection and 'catchment screening', water point construction, and an assessment of environmental risks. In addition, an area-based approach for assessing the vulnerability of springs, hand dug wells and shallow (drilled) wells to climate variability and change has been developed and applied to Amhara.

The documents produced so far are:

- Catchment sizing tool - field appraisal
- Environmental risk assessment tool
- Geological assessment tool
- Climate Risk Management Tools for the Water, Sanitation and Hygiene Sector

Presently the project is planning to ensure a thorough follow up and technical support for application of the environmental assessment and climate risk screening tool which has been developed to ensure that new water points are resilient to climate change impact and environmental degradation.

The project has now started support for preparation of kebele level Climate Resilient Water Safety Plans (CR-WSP) in a few woredas to ensure that issues related to the environment in the sub-catchment as well as water quality and sustainability are properly taken into account. To apply the CR-WSP more broadly COWASH will provide ToT on Climate Resilient Water Safety Planning (CR-WSP) for regional WASH sector staff during EFY 2008 and follow up and provide technical support for cascading the training to zone, woreda, kebele and WASHCO level. There is also a plan for strengthening and scaling up the implementation of CR-WSP and environmental assessment and climate risk screening tools to help improve the sustainability of water points. Technical assistance is critical for this training.

An environmental assessment and climate risk screening ToT manual for regional experts has been drafted and will be finalized by July 2015. The ToT will be provided in early 2008 EFY for regional participants, and the COWASH project will implement it. The ToT manual is based on the Climate Risk Screening Guideline prepared jointly by COWASH and ODI and financed by DFID. The project will also support the cascading training at zonal and woreda levels.

Watershed management as an activity or component should be included and integrated in COWASH project. For this, Bureau and office of agriculture should be steering committee members of COWASH.

As these important activities for ensuring the environmental appropriateness and sustainability of the COWASH supported schemes are being started so late in the project there are concern regarding the sustainability and institutional ownership of the activities

as well as whether these new activities will distract attention from learning and implementing the core COWASH activities especially in the new and less well performing regions.

2.8 SUSTAINABILITY

2.8.1 Functionality, Quality and Use of Water Supply and Sanitation Facilities

Technical sustainability of water supply schemes depends on the appropriateness of the technologies to local capacities; operation and maintenance requirements; quality of construction works; and availability of maintenance skills, tools and spare parts, among others.

The quality of construction in all visited scheme types is of appropriate standard. The maintenance requirement of all schemes is not beyond local capacities provided WASHCOs and trained technicians remain committed, and spare parts and woreda support are available. For each water scheme, a Water, Sanitation and Hygiene Committee (WASHComs) composed of 5 to 7 members, including 3-4 (up to 40%) women were formed prior to the starting of any implementation work and trained for in water scheme management. Two caretakers and operators for each scheme were also recruited and trained amongst the user communities and proper technical training was given to caretakers and operators, and maintenance tool kits were also provided for them.

Availability of spare parts in local markets will remain a concern. While taps, fittings and the like, are available in woreda centres, spare parts for hand pumps and main pipelines are either not available or expensive.

A further consideration relevant to sustainability is policy support and institutional responsibilities. In this respect, the project has been fully in line with the national sector policies and institutional framework. The integration of hygiene and sanitation promotion with the health extension program of the government also proved to be effective in guaranteeing the continuity of initiatives. Whilst CLTSH certainly helps people onto the bottom steps of the sanitation ladder, sustainable use is linked to people upgrading their own facilities.

A study of the sustainability of CMP schemes in Amhara Region (Hurst and Moges, n.d.) found that CMP schemes were more sustainable in two ways: (1) governance and operation and maintenance and (2) community opinion. CMP schemes use a participatory framework where the community has ownership and investment even in the planning phases. CMP schemes were found to be better maintained at least partly due to the training of WASHCOs and scheme attendants/caretakers.

Community members tended to have a more positive view of CMP schemes because they are seen as being better managed and made use of a participatory planning and implementation process.

Regarding water quality, the sustainability of water points was not correlated with contamination at the household level. Even though CMP schemes had higher access to women, even protected sources had high contamination at the household level. This finding suggests that there is unhygienic storage and handling of water at the household level.

2.8.2 Operation and Maintenance (O&M)

The operation and maintenance (O&M) of water points is the responsibility of the community represented by the WASH Committee (WASHCO) and technically supported by trained caretakers and pump attendants. The committees are trained in O&M, and money is collected before starting construction (at least 1,000 Birr). Regular O&M fund collection is to be continued after construction has been completed. In water schemes visited by the MTE this collection was systematically done (even though the amounts were usually small) and in many cases the community guards the water point or additional guards have been hired to make sure that the water point is not misused. The sense of ownership facilitated by the CMP approach and full involvement of community in planning and construction seems to improve their commitment to the O&M.

However, there are still O&M issues which require technical support and spare parts which in many cases are difficult to obtain. Issues related to this include the fact that caretakers are trained during implementation of the scheme, but in many cases do not have much work for at least a few years afterwards, leading to a loss of interest and probably forgetting some of the knowledge and skills acquired during the initial training.

Another issue related to O&M of the water supply schemes is the lack of a clearly defined mechanism for receiving technical and financial support from the government. The focus is often in building new water schemes rather than repairing or rehabilitating existing ones. Spare parts supply, or the lack of it, is another key issue for proper and efficient O&M. The spare parts may not be available, even at the woreda centre. Recently, there have been some developments for systematizing the support mechanism and spare parts supply through the procurement and supply of spare parts by government. Initiatives to improve O&M include the following:

- The Tigray Regional Water Bureau has started a system where they (with piloting support by SNV) train technical O&M persons at kebele level (TVET graduates) who can support WASHCOs. There is a further support team at woreda, zone and regional levels in the bureau offices for larger repairs. Additionally, the regional bureau has a fund for spare parts and is establishing a spare parts supply system where a regional revolving fund office procures spare parts in bulk. Spare parts shops are established in each woreda that can supply spare parts at a reasonable price. Through this system the Water Bureau has reduced non-functionality from 6.3% to 3.1% in 9 months.
- In Amhara Region a spare parts supply and demand studies is being conducted by local government with some support from COWASH.
- A draft O&M Strategic Framework has been prepared by COWASH and presented at a national level workshop held in Addis Ababa in April 2015.
- The FinnWASH project has supported the establishment of spare parts stores in five woredas in the Metekel zone in Benishangul Gumuz.

2.8.3 Environmental Sustainability

Environmental sustainability has been considered in the COWASH project by checking/addressing the environmental sustainability issues by using environmental feasibility checklists during field appraisal time of each water scheme development activities. In addition the projects has developed and started piloting the Climate Resilient Water Safety Planning (CR-WSP) methodology that is a comprehensive approach taking into account the whole sub-watershed and both environmental and water quality concerns. The plans will include doable actions at local level to counteract the possible threats to technical and environmental sustainability, hygiene and sanitation as well as other risks to water quality in the system and the area and households served by the water point.

Considerations related to environmental sustainability of the schemes are, as described in the draft Climate Risk Screening Description:

- **Choice of water point technology:** Certain types of technologies are less resilient than others (e.g. hand dug wells (HDW) may be less resilient than shallow drilled wells or boreholes) (Bartram and Howard, 2010). It should be noted that the most resilient technology may not be cost-effective and is often attributed as 'redundant' or 'overdesigned' (Malawi report: Richard Carter Ltd). Generally the technology type is not to be considered as the only or even the main factor for sustainability and must be considered on a case-by-case basis.
- **Siting water points** that take account of the availability of water resources. Sites that tap aquifers with reasonably high (specific yield or porosity) and where there is adequate seasonal replenishment of the aquifer will be more resilient. In their comprehensive work in Ethiopia (MacDonald et al) and other parts of Africa (MacDonald et al.,) determined vulnerability to climate change of aquifers factoring two parameters as an indicator of a resilient resources base. These are specific storage of aquifers and mean annual rainfall over the aquifers. On the other hand (Kebede 2013) argues that the specific storage of an aquifer should be considered in isolation if resilience of the groundwater resources base is to be determined because rainfall is a climate dependent parameter.
- **Geological considerations**: In addition to its role in determining water availability in an aquifer, geology influences water point construction by affecting 'digability', stability of the well wall during digging, well design (such as lining requirement) and the periodic requirement for dredging and cleaning, etc.

For environmental sustainability there should be a balance between recharge to the aquifer and discharge from the aquifer, whether natural or from pumped abstractions. If discharges and abstractions exceed recharge for long periods of time, groundwater levels will inevitably decline fall, and this will lead to the drying up of springs and/or the failure of water points.

Climate Risk Screening outlines the methodologies for site selection, estimation of aquifer recharge and catchment size, assessment of geological conditions and environmental risks related to the scheme site. To reduce risk the recommendation is to plan for the use of maximum 10% of the recharge. This is of course not always possible but the climate change and environmental degradation related risks increase rapidly as the demand and use of water increases as portion of the recharge capacity. Watershed protection and soil conservation activities are important to reduce erosion and increase infiltration in the watershed to ultimately retain more water and increase aquifer levels.

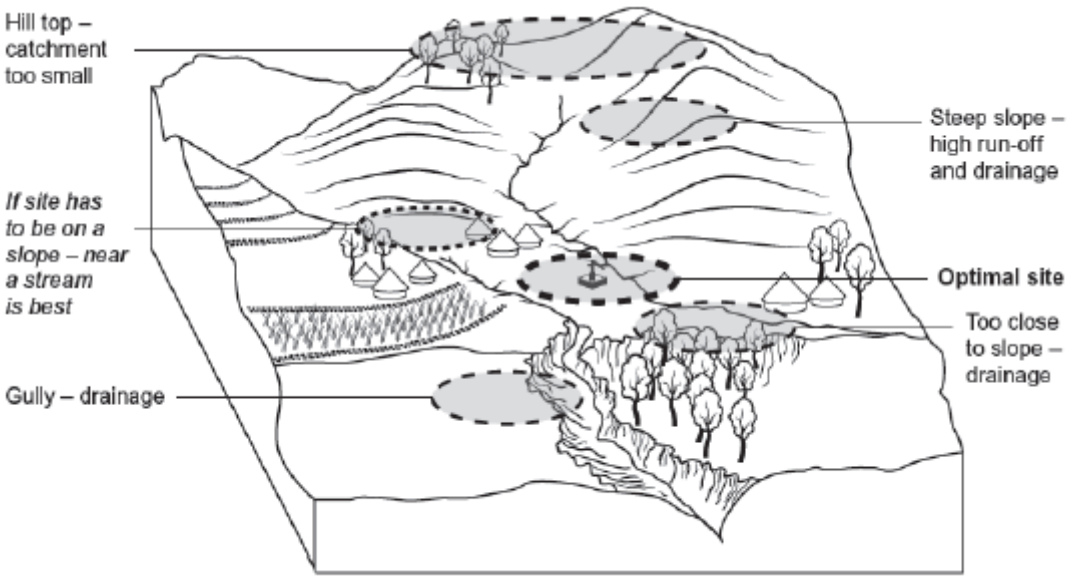


Figure 11 Watershed planning issues

Institutional capacity and commitment for CMP implementation varies from region to region. Amhara Region, with its long history of Finnish support, has the highest capacity and commitment for the future scaled-up implementation of CMP without the level of project support provided at present.

The other regions are relatively new to CMP and have only started implementation a few years ago. Present capacity varies from the relatively high capacity of Tigray (where the issue is more in fully committing to all aspects of CMP including community procurement – the strong local government in Tigray handles procurement for COWASH activities in Tigray) to lower capacity and efficiency in SNNP. Implementation in BSG Region is just starting and capacity is still being built, even though some commitment and capacity is present from the FinnWASH project. Oromia has expressed its commitment and interest to expand the CMP approach, but the capacity is still weak and continued external support is needed.

2.8.4 Risks to Sustainability

The MTE has identified the following risks to long-term sustainability of benefits from COWASH:

1. Capacity at all levels, especially at zonal, woreda and kebele levels, is not sufficient to maintain the level of participation, training and support to WASHCOs in the management and maintenance of completed water supply and sanitation facilities. This risk is exacerbated by frequent staff turnover, especially at regional and woreda levels.
2. Operation and maintenance arrangements and the supply chain for spare parts and repair services for completed water supplies are not effective in the long term.
3. The CMP approach receives lower priority from regional and woreda governments than the WMP in using the funds outside the COWASH project areas. CMP is seen as a good approach but may not be implemented without the project support.
4. Procurement for construction of water supplies is delegated upward from WASHCOs to woredas or even to regional level mainly for construction of boreholes and in some cases for other types of systems (Tigray).

5. The health and education ministries and bureaus do not allocate sufficient funds to operate and maintain institutional WASH facilities
6. ODF status is not sustainable and many households return to open defecation.
7. Competition from the larger size of funds from other sources such as the CWA and MDF diverts regional and woreda priorities and resources from supporting and following up on COWASH activities.
8. Over time, due to population growth and density, communities will come to demand a higher level of service than can be provided by the technologies that COWASH presently supports.
9. Climate change and irregular rainfall could affect the yields of springs and shallow wells over the long term.

2.9 FinnWASH Project

The FinnWASH Project in Benishangul Gumuz is scheduled to end in October 2015. The project has made significant achievements in increasing water supply and sanitation coverage and strengthening local organizations and community management in the five woredas since its inception in 2009.

There is a need to build more capacity for piped scheme management, finalization of water safety plan implementation for the Ali Springs piped scheme that is supplying water for the entire woreda, and building the management capacity of the WASHCOs and water users association. After October 2015 it is estimated that there will be a remaining technical assistance budget of around €50,000 and investment funds of some 8-10 million ETB that has already been transferred to the five FinnWASH woredas in Metekel Zone. There is a need for limited technical support, particularly for Ali Spring piped scheme and for completing other commitments left over for the Ethiopian Fiscal Year 2008 (2015/2016).

Decisions regarding detailed arrangements for the closing of FinnWASH will be made at a Board Meeting to be held in June 2015.

3. LESSONS LEARNED

The following potential lessons have been identified by the MTE as emerging from the implementation experience of COWASH to date:

1. Regional variations in administrative traditions and practices, capacity and resources require a differentiated approach from the Project.
2. Refresher training and reorientation is required when there is frequent turnover of government staff, especially at regional and woreda levels.
3. Lack of adequate budgetary allocations by the ministries of health and education for water supply and sanitation activities at schools and health institutions limit the effectiveness of the project's work with the health and education sectors.
4. The preference for construction of new water supply facilities over rehabilitation/repair of existing facilities can affect the efficiency of investments.
5. Institutional latrines should have a double offset or divided pit to allow one pit to dry out and be emptied while the other pit is in use.
6. Wells located in high fluoride areas in SNNPR and Oromia should be tested for fluoride to eliminate this possible health risk.

7. The replication and scaling up of the CMP approach has been constrained by its being perceived as belonging to the COWASH Project.

The WASH sector in Ethiopia is undergoing rapid development, which requires that strategies, plans and activities of its development partners also change to adapt to the new realities.

4. CONCLUSIONS

4.1 RELEVANCE

The objectives, activities and outputs of COWASH are generally relevant to the needs of the rural population in the five regions, but to increase relevance further there are issues to be solved related to full incorporation of CMP in OneWASH and particularly using the CWA as a funding modality. In order to keep the CMP approach intact and maximize benefits based on its comparative advantage, the only funding modality is through Channel 2. This will slightly decrease the relevance of CMP as an approach in the sector. For enhancing relevance of the support, it is important for Finland to be part of further development of the OneWASH, including CWA, which requires funding also through CWA. That would also improve harmonization with the other CWA partners, since the CWA partners acting in collectively should be able to exert greater influence on GOE than a single donor acting alone.

4.2 PROJECT PERFORMANCE AND EFFECTIVENESS

Overall project performance is very good and implementation is progressing as planned. Solid approach has been developed with comparative advantages to other modalities in rural WASH, and support to the CMP development and further integration to the OneWASH should also be included in the future support. There is still a need to increase commitment to and use of the CMP approach by sectoral ministries and regional bureaus.

In the future phase of assistance from July 2016 there should be a shift towards a more programmatic approach with reduced role for the TA staff with government officials taking the lead in CMP planning, implementation and reporting. To make this possible the reporting procedures should be simplified and streamlined with the regular government reporting systems at different levels. The indicators should be in line with what is commonly reporting in the sector and by the water bureaus and the number of followed indicators could be reduced to ensure efficient and complete reporting from woredas to upper levels.

The mapping and GPS/GIS components are interesting and appreciated at local levels but there should be clarity from the federal level regarding the institutional home and linkage to the NWI and the upcoming national M&E system before such activities are implemented more broadly.

Regarding capacity development, there is a need to improve the quality of training provided particularly at lower levels as well as ensuring uniform length, content and appropriate participants is required for further improving effectiveness of the provided training and capacity development support. Incentives for trainers should be provided (regional and woreda officials) in line with the coming MOFED guidelines to ensure the quality of training and the commitment of trainers. Also an inventory of capable trainers should be kept at regional level.

There are regional disparities in effectiveness. Amhara Region is strong enough to work with limited support and there should be shift towards a more programmatic approach allowing the local government to take the lead. In Tigray, SNNP and Oromia there is still a

need for more promotion and capacity building and experience sharing within and between regions to convince local government on all aspects of CMP (including community procurement). In BSG activities have not properly started yet.

There have been delays in transfer of investment and operational funds to woredas which has affected effectiveness, project implementation, follow-up and monitoring. There should be clear directions from the central level Steering Committee for regions to transfer the investment as well as operational support funds to woredas in a timely manner to facilitate efficient and effective project implementation, follow-up and monitoring.

There is a need for more effective engagement with the health sector at federal and regional levels to develop effective procedures for verifying ODF status and post-ODF follow up to ensure the sustainability of ODF status at household and kebele levels. In sanitation and hygiene (S&H), focus on a more strategic (e.g. to ensure that the Environmental Health and Sanitation Strategy which is being revised will be comprehensive and supportive of sustainable S&H) and active role further to CLTSH in supporting and capacitating the health sector at different levels for post-ODF follow-up and hygiene promotion and these activities given due importance in the health sector implementation plans and monitoring of the health workers performance.. In addition while Community-led Total Sanitation and Hygiene (CLTSH) helps households to get on the bottom step of the sanitation ladder, sustainable use is linked to people upgrading their facilities.

4.3 EFFICIENCY AND VALUE FOR MONEY

Community procurement, supervision and a high level of participation as core aspects of the CMP have shown to improve efficiency and reduce the cost of construction effectiveness and efficiency, and should therefore be further promoted.

The FTAT and RSUs were generally well-resourced, except for SNNPR and BSG regions, where procurement of vehicles has affected the mobility and effectiveness of RSU staff. In Oromia, the financial specialist position is vacant. Taking into consideration the need for focusing more on sanitation and hygiene, it is notable that FTAT has no sanitation or hygiene specialists on its staff. There are significant differences in the RSU's support needs across regions. For example, BSG as a new COWASH region needs more support, capacity building and supervision than for example, Amhara.

4.4 PROJECT DESIGN, MANAGEMENT AND IMPLEMENTATION

The MTE finds that the project design does not sufficiently follow the RBM principles and the focus is solely on performance related to quantitative targets set and reporting is according to quantitative results. The MTE thinks that the RBM objective and result areas should not be changed for the remaining one year. However, in the absence of indicators for outcomes and impact and qualitative aspects of performance, COWASH should try to find evidence-base and report accordingly, even indicating "weak indications" of outcomes and impact and qualitative aspects of the performance. The planning of continuation needs to focus more on RBM, outcomes and impact.

Lack of clarity and overlapping roles and responsibilities can reduce efficiency and effectiveness. Government staff can become dependent on RSUs.

The effectiveness of coordination with MOU signatories varies over time, at federal level and within regions and woredas. COWASH should not devote a large amount of the remaining time and effort on trying to improve coordination. If Finland contributes to OWNP through the CWA, OWNPs coordination arrangements will also apply to future Finnish assistance to the WASH sector, which are expected to be more effective due to the increased leverage the CWA partners will have.

The MSF is a valuable forum for the exchange of experience and achievements in the WASH sector that also includes WASH NGOs.

Coordination and harmonization within the water sector and among the related sectors should be further strengthened, and the sectors should take clear responsibility for their areas related to WASH. Cross-sectoral coordination platforms and Steering Committees at different levels should be further strengthened and formalized with decisions from the GoE sectors. The structures are almost in place but need to be strengthened and activated.

4.5 HRBA AND CCOs

COWASH CMP has several unique elements which support HRBA. Enhancing the evidence base on the functioning of the systems (together with targeted actions) e.g. regarding promotion of social equity (community coping mechanisms) and accountability (public audit) is required to provide the required justification of incorporating these mechanism in the CMP. Providing the evidence base might facilitate incorporation of these elements more broadly, particularly in the OneWASH. Using the CWA as a funding channel for future support, the most empowering factor which increases accountability and transparency, community/ WASHCO money management, would be lost. Providing evidence base for benefits of the HRBA and CCOs might facilitate incorporation of these elements more broadly, particularly in the OneWASH.

Gender

COWASH has taken clear steps towards promoting gender equality, however, due to delays in the recruitment of the CCS and JPO, some planned tasks have not been implemented. A solid base exists, and notifiable results have already been achieved at the level of WASHCOs, pump attendants and artisans in implementation of the CMP.

Due to delays, COWASH support in promoting gender in strategic sector development has been less. At the moment, and for the last year of the Phase II, there are opportunities to enhance influence at the strategic level which should continue in a future phase of support. Updating the OneWASH PD by the end of 2015; the OneWASH M&E support consultancy; and carrying out a new gender audit are initiatives where COWASH should proactively provide gender support.

Without gender expertise within COWASH also in the future, the promotion of gender equality will remain at the level of quotas. The current gender expertise (mainly allocated to JPO) could be strengthened with short-term consultancies, particularly for strategic interventions in the sector.

Currently gender does not have its own budget, which does not allow full-fledged planning, budgeting, targeted actions, support at implementation and M&E. This is to be addressed during the planning of future support.

Environment

Water Safety Plans are a comprehensive approach that should be promoted. COWASH has also been working to provide training on climate risk screening and implement it. It is important tool to ensure the environmental and climate sustainability of the COWASH project activities these activities should not divert attention from implementation of water supply and sanitation facilities, especially in SNNPR and BSG regions. However, there is a need to critically consider whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions.

High fluoride concentrations in drinking water cam have long-term health impacts such as fluorosis, discoloration of teeth and brittleness of bones.

4.6 IMPACT

Some 1,194,394 people in rural areas in the COWASH regions have received access to improved water supplies and 235 schools and 59 health institutions have benefitted from improved sanitation facilities.

4.7 SUSTAINABILITY

Operation and Maintenance systems are still under development in Ethiopia both for ensuring systematic technical and financial support for O&M when needed and for the spare part supply and availability. There have been some recent developments in this area, both by the COWASH developing an O&M Strategic Framework and some of the regions starting to implement systems for improving the O&M support and spare parts supply. These systems should be agreed on more broadly in the sector and best practices identified but it is also good to leave some room for regional flexibility as the contexts and capacities vary from region to region.

Environmental sustainability and climate change related risks and reliance are well covered in the Climate Risk Screening procedures and the CR-WSP developed for the project. These approaches should be gradually taken into broad use and promoted for other WASH sector agencies as well. However, as the approaches are still being developed and tested so late in the project these new activities should be implemented only where they will not distract attention from learning and implementing the core COWASH activities. This means that there must be critical consideration regarding whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions.

Specific technical issues to consider in all schemes include proper drainage of the overflow and spillage water from the water point site – a good design for this was seen in some cases where the overflow was directed to a cattle trough. Such productive use of the overflow and spillage water should be considered for all schemes.

Institutional capacity and commitment to CMP implementation of counterpart organization at different levels is built by the COWASH but is still not very high in the new regions where CMP implementation has been started only during COWASH implementation. In Amhara the capacity and commitment is there and a more hands off approach allowing the local government to fully take the lead could be first started in Amhara. Recurrent operational costs should be the responsibility of GoE units.

For improved institutional sustainability even more responsibility should be given to woreda, zone and regional government in supporting project implementation with the RSU and FTAT taking a more clearly advisory role with less involvement in reporting and supervision and less direct support in conducting activities.

4.8 SPECIAL ISSUE: FinnWASH

There is a need to build more capacity for piped scheme management, finalization of water safety plan implementation for the Ali Springs piped scheme that is supplying water for the entire woreda, and building the management capacity of the WASHCOs and water users association. There is a need for limited technical support, particularly for Ali Spring piped scheme and for completing other commitments left over for the Ethiopian Fiscal Year 2008 (2015/2016).

5. RECOMMENDATIONS

Following are the main recommendations from the MTE categorized by main evaluation theme:

5.1 RELEVANCE

- Future Finnish support should consider a two-track approach: (i) through the CWA; and (ii) bilateral assistance to support the scaling up of the CMP approach, but through a programmatic rather than project-based approach.
- The Embassy of Finland should hold further discussions with MOFED on CWA as a modality to enable use of CMP approach (MFI or commercial banks, WASHCO financial management and cash transactions)
- Future support beyond June 2016: further test the applicability of the CMP approach to higher-level technologies (e.g. deep boreholes and pipe schemes) and for sanitation in peri-urban areas.

5.2 PERFORMANCE AND EFFECTIVENESS

- Promotion of CMP approach should be at the core of Finland's future support, including promoting CMP at all levels and work to ensure that the ministries and bureaus commit to CMP implementation on their own (also during remaining period). Move to more programmatic approach is required in the future support.
- No major changes should be made during the remaining period of the Phase II. Focus should be on completing the planned activities. COWASH should focus on preparation of manuals, networking, stakeholder workshops, and woreda level capacity building.

Water supply

- Water supply work should continue with the same approach, but with more emphasis on supporting institutional WASH. Institutional latrines fill up quickly so double-pit latrines should be considered.

Sanitation and hygiene

- In sanitation and hygiene (S&H), the Project could take a more strategic (e.g. to ensure that the Environmental Health and Sanitation Strategy which is being revised will be comprehensive and supportive of sustainable S&H) and active role further to CLTSH in supporting and capacitating the health sector at different levels for post-ODF follow-up and hygiene promotion. In addition while Community-led Total Sanitation and Hygiene (CLTSH) helps households to get on the bottom step of the sanitation ladder, sustainable use is linked to people upgrading their facilities. It is therefore recommended to work in the supply chain for the sanitation ladder through the health sector, also at the federal level to ensure that they give due priority to these issues.
- Capacity development for sanitation and hygiene (S&H) promotion in the water, health and education sector as well as for WASHCOs and communities should be systematic and well planned to ensure effective and sustainable S&H promotion.
- In discussions with GoE, the Embassy could also stress sanitation and hygiene issues as well as institutional WASH with the health and education sectors to promote further commitment and resources for this work. The Embassy could use

the Finnish support in Education sector and especially in inclusive education as an entry point to discuss school WASH issues with the Ministry of Education as a key intervention to ensure especially adolescent girls retention in schools. For health sector the development partner coordination groups could be used as entry points to start discussions for further commitment and leadership from the Health sector for both community and health institution WASH improvement.

Capacity development:

- Further develop the training: (i) the planned length and content of trainings should include enough time for practical demonstration and practice to ensure internalization of the new approached and methods; (ii) training methodology courses should be arranged and the guidance and monitoring of delivered training further improved.
- Guidance for induction of new staff in cases of staff turnover should be provided to ensure at least a basic understanding of the CMP and the project and their roles and responsibilities.
- Copies of training materials and other supportive materials could be provided to WASHCOs to ensure that they can also self-refresh the issues learned as well as have some learning materials for new WASHCO members in times of change of WASHCO composition.

RSU support

- Future support: In Amhara the main support could be specific capacity development (technical, S&H, WSP etc.) and monitoring and TA only when specifically needed; In Tigray, SNNP, Oromia and BSG more capacity development and experience sharing between communities and local government for CMP internalization.

5.3 EFFICIENCY

- Ensure that community procurement, high level of participation and supervision of the CMP approach are supported in the future support. The approach is shown to be very efficient and should be promoted for wider application by GOE and other agencies also outside the Finland supported programme.
- Particular emphasis should be given to supporting implementation in BSG and SNNPR.
- More focus on supporting health sector on sanitation and hygiene aspects in the future support.
- New water points should not be sited within 500 meters of existing water points. In preparing work plans for FY 2016, more emphasis should be placed on rehabilitation and repair of existing water points where they exist.

5.4 PROJECT DESIGN, MANAGEMENT AND IMPLEMENTATION

- Advisory roles should be stressed for RSU staff and technical advisers at woreda level. External support can be reduced or withdrawn when counterparts have sufficient capacity to work on their own.
- Incorporate RBM in the design of the future support.
- Collect evidence-base for outcomes and impact as feasible, and report on results particularly in the Phase II Completion Report.

- Data collection and water point mapping should continue to be coordinated and linked with the planned updating of the National WASH Inventory and with the work of the M&E support consultants currently working with OWNP in the MOWIE.
- The water point mapping component should also be aligned with what is planned in NWI and should not be an additional burden for woredas, since a little over a year of current project remains.
- The Embassy of Finland should stress the importance to other sector stakeholders that a Multi-stakeholder Forum be held by November 2015.
- During the period to July 2016, COWASH should through a dialogue with government and other partners, identify ways and means to mainstream and scale up application of the CMP approach in other woredas in the same five regions at a level and with resources that can be provided from other resources available to the regions and woredas. This also means finding ways to incorporate the positive features of the CMP approach in WMP and self-supply modalities.

5.5 HRBA and CCOs

General

- Proactively support inclusion of indicators for CCOs of WASH in GTP II and OneWASH (DFID supported M&E consultancy), and contribute to performance measurement accordingly.
- Support implementation of social accountability through training, technical support, and other resources. Carry out training for RSU members to include disability and inclusiveness into the projects designs, appraisal, promotion, and implementation and monitoring.
- Focus on systematizing the elements in the approach which have not gained sufficient attention due to delays: evidence base for impact; social accountability (public audit) and providing comprehensive gender disaggregated data and reporting on it, particularly in the Phase II Completion Reports (include qualitative aspects).

Gender

- Strategic gender mainstreaming and targeted support in both the sector development and Finland's support. In the continuation of future support, ensure targeted planning and budgeting, targeted actions, M&E (qualitative and quantitative indicators, also at outcome and impact levels). Ensure required gender expertise.
- Proactively support OneWASH PD updating to address the gaps in the document regarding gender mainstreaming and women/girls targeted actions, budget, human resources; gender M&E indicator development (DFID-funded)
- Gender support needs of Regions to be addressed in the future support, particularly during planning to go beyond quotas, and supporting them with budget for the gender mainstreaming training, and technical support activities.

Environment

- Critically consider whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions.
- Incorporate the CR-WSP including the Climate Risk Screening tools in the Finland's future support and work to ensure application of similar approaches more broadly in the sector. Watershed management as an activity could be included in future

Finnish support. For this, bureaus and offices of agriculture could become steering committee members.

- Ensure that a surface runoff drain upstream of spring capping structures is built, and proper drainage from water points, including springs, both for overflow and excess water from the taps.
- Test shallow and hand dug wells located in or near areas shown to have high fluoride concentrations to determine if there is a risk from high fluoride concentrations. This activity could be carried out in collaboration with the JICA water chemist at the SNNRP Water Resources Bureau in Hawassa, SNNPR.

5.6 IMPACT

- The project should have increased focus on addressing the backlog of institutional water supply and sanitation in the remaining period.
- In the remaining period and future support, strategic focus to incorporate and measure impact and outcome indicators (both qualitative and quantitative) systematically (OneWASH)

5.7 SUSTAINABILITY

- In the future support FTAT should take advisory role and the RSUs to be integrated with OneWASH PMUs and work in an advisory rather than direct project management role.
- From FY 2016, running costs for vehicles and operating costs for equipment should be budgeted for in the bureaus' and woredas' own budgets.
- A systematic approach to O&M support and spare parts supply chain should be developed and implemented with proper flexibility for regional variation.
- Focus on post-ODF-support and constant follow up S&H is needed in future support.
- Incorporate the CR-WSP in Finland's future support and work to ensure application of similar approaches more broadly in the sector. Critically consider whether these approaches can be introduced during the last year of the project especially in the new and less well performing regions.
- WASHCO legalization issues to be solved and legalization promoted.

5.8 SPECIAL ISSUE: THE FinnWASH PROJECT

The FinnWASH Project in Benishangul Gumuz is ending**,** so a full Technical and Financial Completion Report is to be prepared by October 2015. No further commitments to additional physical implementation activities should be started by the project in the Ethiopian FY 2008. All data and mapping files should be transferred to COWASH for safekeeping. The FinnWASH website should be maintained and linked to the existing CMP website.

Preliminary discussions with the FinnWASH and COWASH teams indicate that there are at least 2 options to complete the remaining activities and use the investment funds transferred to the region and woredas (there will be leftover funds from FY 2007).

A. After October 2015, the COWASH project will take over and manage/supervise the remaining FinnWASH activities for the Ethiopian Fiscal Year 2008 (2015/2016) under their umbrella. The remaining TA budget will be used to retain the services of 2 FinnWASH staff members under COWASH until July 2016 and provide technical and managerial support services to ensure smooth implementation and operation of

the remaining activities and proper physical and financial reporting. There may be legal and contractual difficulties in transferring the TA budget from FinnWASH to COWASH.

B. After October 2015, the COWASH project will take over and manage/supervise the remaining FinnWASH activities for the Ethiopian Fiscal Year 2008 (2015/2016) under their umbrella. The remaining TA budget will not be utilized but part of the remaining investment budget will be used to strengthen the BSG RSU to provide technical and managerial support services to ensure smooth implementation and operation of the remaining activities and proper physical and financial reporting. Part of the investment budget needs to be used for technical assistance to ensure that the RSU can support the activities in the remote woredas of Metekel zone.

C. The remaining activities will be handled by the region and woredas with only reporting to COWASH. The remaining TA budget will not be used. This option will reduce the effectiveness of implementation and reporting. Possibly the planned activities will not be completed in 2015/2016.

D. The remaining investment budget will be transferred from the FinnWASH woredas to support implementation of COWASH activities in the COWASH working woredas. There is no need for additional staff and the remaining TA budget is not needed. There might be difficulty in getting the money if it sent to woredas. Might be negative experience for the FinnWASH woredas and beneficiaries. There should be no plan for FY 2008 prepared for the FinnWASH woredas in this case.

ANNEXES

ANNEX 1 TERMS OF REFERENCE

3.2.2015

COMMUNITY-LED ACCELERATED WASH (COWASH) PROJECT

TERMS OF REFERENCE FOR MID TERM EVALUATION OF THE COWASH PROJECT AND PLANNING OF FUTURE FINNISH SUPPORT TO WATER SECTOR

BACKGROUND

Finland and Ethiopia have long term cooperation in water sector development that started in already 1990s. The cooperation has produced impressive results in Ethiopia including over 12.500 water points benefitting approximately three million people. Support to water sector will be also in the future one of the key modalities of Finnish support to Ethiopia's development. In short, the following principles are applied for Finnish support:

- Support shall be provided under the umbrella of Ethiopia's WASH sector program "One WASH National Program (OWNP)"
- Strong emphasis on human rights through channeling the support to the Community Managed Project (CMP) approach
- Strong capacity building approach including carefully targeted technical assistance (TA) at federal and regional levels in areas where TA may provide strong value added
- Active participation in aid coordination under the OWNP to ensure well-coordinated and harmonized support

Altogether the WASH (water supply, sanitation and hygiene) sector in Ethiopia is developing rapidly and is heading towards sector wide approach whereby several important policy, coordination and implementation mechanisms have been developed during recent years. Such policies include, for instance, rural and urban water access plans (UAPs), WASH Implementation Framework (WIF) and the WASH sector programme **One WASH National Program (OWNP)**. The OWNP is the main instrument for achieving the goals set out for WASH sector in Ethiopia's poverty reduction strategy of the "*Growth and Transformation Plan 7/2010 – 6/2015 (GTP)*".

The bilateral Community-Led Accelerated WASH (COWASH) Project was established with the aim to serve as a transition programme towards Finland's OWNP support. COWASH's overall objective is to achieve universal access to WASH in the rural areas of Ethiopia. The purpose of the Project is to support the acceleration of the UAP's rural water and sanitation targets attainment through the establishment of an enabling environment and implementation of CMP interventions in selected rural areas of Ethiopia.

The first phase of component I (support to federal level) of COWASH was implemented during July 2011 – September 2014, and the present second phase covers the period of October 2014 – June 2016. The first phase of component I (support to regional level) ended in June 2013 and the second phase covers the period of July 2013 – June 2016. The implementation strategy of COWASH is based on Community Managed Project (CMP) approach, originally developed within the former Rural Water Supply and Environment Programme in Amhara Region (RWSEP). When the CMP approach is applied, communities are fully responsible for the water supply development process, through planning, financial management, construction management and maintenance management. The key feature of CMP funding mechanism is

that it transfers funds and project management responsibilities for physical construction or rehabilitation directly to communities or relevant institutions such as schools and health facilities. The transfer of investment funds (grant) is carried through regional micro finance institutions (MFIs). Also the operation and maintenance (O&M) funds as saved in the MFIs by the WASH Committees (WASHCOs). Altogether, the CMP approach is one of the key modalities for rural water supply defined in the OWNP and WIF.

COWASH Project has two components as follows:

Component 1 focuses on strengthening the capacity at the federal level to implement community managed projects and supports the establishment of the OWNP. The expected results of the component 1 are:

a) Community Managed Project (CMP) approach scaled up at national level;
b) CMP implementation capacity at the federal and regional levels developed; and
c) Development and implementation of OWNP supported.

Ministry of Water, Irrigation and Energy (MoWIE) has the responsibility of the COWASH implementation at the federal level. To support MoWIE's work, a Federal Technical Assistance Team (FTAT) has been established in the MoWIE. The Ministry for Foreign Affairs of Finland (MFA) funds FTAT through a contract with a TA consultant, Ramboll Finland Oy, who currently implements this technical assistance part of the Program in consortium with Niras Finland Oy.

Component 2 focuses on establishing and strengthening the capacity of regions to scale up the implementation of community managed projects. The Project covers five regions: Amhara, Tigray, Oromia, Benishangul-Gumuz, and Southern Nations, Nationalities and People's Regional National State (SNNPR). Expected results of the component 2 are:

a) Target regions, zones and woredas capable to plan, manage, monitor and implement rural WASH interventions using CMP approach;
b) Financial and procurement services delivered for CMP interventions at all levels in the selected regions; and
c) Sustainable community and institutional access to safe water, sanitation and hygiene in the target woredas increased. Practical implementation of the component II is done by the woredas and communities. This is supported through the technical assistance provided through the Regional Support Unit established at the Regional Water Bureau and employed by the Water Bureau from the GoF contribution to the region with the technical support of FTAT.

The Finnish support is channelled in two ways to COWASH: for component 2 by channelling funds directly to the regions, to their Bureaus of Finance and Economic Development (BOFED), and for component 1 by covering the costs of the Federal Technical Assistance Team (FTAT) through a contract with the TA consultant. Finland supports COWASH with 22 million euros during 2011-2016. Ethiopia is committed to support COWASH with 23 million euros and the communities are expected to contribute approximately 5 million euros.

SCOPE OF THE TOR

The consultancy covered by this Terms of Reference (TOR) includes two parts: A) Mid-term Evaluation of the COWASH Project, and B) Preparation of the draft Project Document for Finland’s future support to OWNP. The work is described in the following chapters. The schedule and resourcing of the total assignment is described in part C.

PART A: MID-TERM EVALUATION

1. OBJECTIVES OF THE MID TERM EVALUATION (MTE)

The objective of the MTE is to assess the progress of the COWASH Project[1], its potential to achieve its targets, and based on the findings, to make recommendations for the remaining time of phase II of COWASH. The MTE shall cover the whole period of COWASH, i.e. phases I and II.

The findings will also form the basis for the preparation of the draft Project Document for Finland's future support to the Ethiopian WASH sector, as explained in part B of this TOR (PLANNING).

Altogether, the Mid-term Evaluation is expected to:

- Analyze the policy/strategy and institutional developments in the sector and their impact on COWASH
- Present an analysis of how COWASH has achieved its targets so far: What have been the greatest achievements and potential best practices? What have been the biggest challenges & lessons learnt? Could COWASH tackle the challenges more efficiently, and if so, how?
- Analyze how well the CMP approach is understood by the different partners at different levels (federal, region, zone, woreda, community) and what are their views and experiences on the approach
- Analyze how well the CMP approach has been integrated to the OWNP so far
- Analyze what type of support is needed in short and longer term to strengthen the integration of CMP approach to OWNP
- Analyze the kind of support the federal level and the Regional States most likely need for further development and strengthening of the CMP approach after COWASH has ended and Finland has moved to the OWNP support.

Moreover, the MTE is expected to:

- Provide answers to the specific questions presented in this term of reference in chapter 2. (Issues to be addressed in the review).

As a specific issue, the MTE shall analyze what role COWASH should play in ensuring the continuation of CMP implementation in the five FinnWASH-BG woredas after the completion of the FinnWASH-BG project in 2015.

The results of the MTE will be utilized for further improving the implementation of COWASH, and for identifying needs and possibilities for the Finland's future support to the Ethiopian WASH sector within the framework of OWNP.

The competent authorities are the Ministry of Finance and Economic Development in Ethiopia (MoFED) and the Ministry for Foreign Affairs of Finland (MFA). Other key stakeholders include the National WASH Steering Committee (NWSC) which is the highest decision making body of

[1] See present Project Document at http://www.cmpethiopia.org/media/coWASH_pd_sep_30_2013

COWASH and provides overall guidance for its implementation. Other federal-level key user of the MTE is the National WASH Technical Team (NWTT). The main task for NWTT regarding COWASH is to review its annual plans, budgets and reports and make recommendations to the NWSC. The overall responsibility of the implementation at the federal level lies with the Ministry for Water, Irrigation and Energy (MoWIE).

Highest decision making in each Regional State falls under the Regional WASH Steering Committee (RWSC) and the Regional WASH technical team which supports its work. In the regions, the responsibility for the implementation lies with the Bureaus of Finance and Economic Development and the Water Bureaus, in association with regional WASH partners of the Bureau of Health and Bureau of Education.

2 ISSUES TO BE ADDRESSED IN THE EVALUATION

2.1 Human Rights Based Approach and Cross-cutting objectives

Finnish development co-operation has a strong focus on human rights and cross-cutting objectives of gender equality, reduction of inequality and climate sustainability. The MTE should study specifically the following questions:

- How well are different right-holders represented in COWASH? Who benefits first and foremost from COWASH? Who is possibly left behind and why?
- Are there clear accountability relationships between the different stakeholders trusted with the project implementation?
- How the Project has succeeded to incorporate the HRBA and cross-cutting objectives in its implementation? What are the most relevant ways of mainstreaming HRBA in water and WASH sector programs in current rural Ethiopia? Should there be a particular emphasis on some of the cross-cutting objectives?

2.2 Relevance

Relevance concerns whether the results, purpose and overall objectives of a project are in line with the needs and aspirations of the beneficiaries, and with the policy environment of the project. The MTE should review specifically the following questions:

- Is the Project consistent with the needs, priorities and possibilities of the final beneficiaries and other stakeholders?
- Is the project relevant to the GoE policy, strategy & priorities as well as to the GoF development cooperation policies
- Have any policy/strategy changes occurred, and if yes, how should the Project respond to these?

2.3 Efficiency and value for money

The efficiency of a project is defined by how well the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness. Comparison should be made against what was planned. The MTE should specifically review:

- Are the FTAT and RSUs appropriately resourced and able to support efficiently the COWASH implementation? Are there any differences between the regions regarding the RSU's support needs from FTAT and on how the RSUs are resourced and functioning? Have the different RSU arrangements had an impact on the efficiency?
- How does the efficiency (e.g. in terms of unit costs per capita of safe water and sanitation provision) of the CMP approach compare with the other key implementation methodologies described in the OWNP[2] and with international references, and does the efficiency differ between supported regions? In case of major differences, what are their causes?

2.4 Effectiveness

Effectiveness describes if the results have furthered the achievement of the purpose of a project, or are expected to do so in the future. The MTE will specifically analyze the following:

- How well is the Project on track to reach its targeted purpose, results and outputs, both quantitatively and qualitatively? In case of deviations to the plans, what are the causes and implications, what corrective measures are proposed?
- Have any needs emerged for additional or revised results and outputs?
- Are there any regional disparities in the effectiveness? Why?

2.5 Impact

Impact describes how a project has succeeded in the attainment of its overall objective. In this regard, the specific evaluation questions are the following:

- What impact the Project is making towards achieving the universal access to WASH and are there any indications on wider health and socio-economic impacts?
- Who have benefitted from the achievements and are there any groups who have not benefitted? If yes, why not?
- Have any unexpected or negative impacts occurred (e.g. social or environmental)?

2.6 Sustainability

Sustainability can be described as the degree to which the benefits produced by a project continue after the external support has come to an end. MTE is asked to review:

- To what extent the communities and its various groups have ownership of the construction and maintenance activities of the water supply systems and sanitation facilities? Do the communities have sufficient capacities (human, technical, institutional and financial) for long-term operation and maintenance? Are the supportive roles of WASH authorities clear and do they provide the necessary support for the communities?

[2] The assessment could be done at woreda level through selection of at least 6 representative woredas, two with CMP, two with WMP and two with NGO approach implementation. For WMP, comparison may be made with woredas supported by the former WB WASH project. In case possible, the comparative assessment should include also rough assessments on effectiveness, impact and sustainability.

- Are there any geographical disparities in the sustainability of the project? What are the causes for disparities and how to address them?
- Concerning the technologies adopted for construction: Have the sustainability aspects of the chosen technology (such as durability, easy to operate, spare parts available) been considered adequately? What types of solutions have worked best and seem most sustainable?
- Has the environmental sustainability been considered adequately?[3]
- Financial sustainability. What are the mechanisms designed/used to ensure availability of funds for operation, maintenance and future re-investment?

2.7 Programme Design, Management and Implementation

MTE shall analyze:

- How well have the planning, monitoring and reporting procedures of COWASH adopted the Results Based Management (RBM) approach, both at national and regional levels? Do the M&E mechanisms and indicators enable quantitative and well as qualitative assessment of impact, effectiveness and efficiency? How could the procedures be further harmonized towards OWNP's related mechanisms while maintaining a strong RBM-focus?
- Are the roles and responsibilities of institutional bodies such as the National WASH Steering Committee, National WASH Technical Team (NWTT), Regional WASH Steering Committee (RWSC), Regional WASH technical team as well as Zonal and Woreda WASH teams and WASHCOs clear to all? If not, what should be done to improve the situation?
- Are the institutional arrangements regarding the RSUs clear and efficient, what challenges the RSUs have faced and how to address the challenges, how is the performance of RSUs monitored/evaluated?
- Has the coordination with other development programs functioned well? If not, what should be done to improve the coordination?
- How successful has COWASH been in disseminating its experiences and developed best practices? Has it reached relevant stakeholders at all levels, have the methods and channels been effective?

2.8 Concept Note for possible future Finnish support to OWNP

Based on the findings, the MTE will also elaborate an initial proposal for the continuation of Finnish support to the OWNP after COWASH has come into its end (June 2016). The proposal shall be formulated into an initial Concept Note. A basic template for a Concept Note is presented in MFA's Manual for Bilateral Programmes.

3. EVALUATION METHODOLOGY

[3] Environmental sustainability covers land use, watershed management, source protection (pollution, siltation, flooding, etc.), and preparedness for possible climate change –related impacts (especially impacts on water availability).

The MTE should be implemented as a participatory, open and transparent process for all stakeholders including the final beneficiaries. The evaluation team should base their observations, analysis and recommendations on relevant documentation, interviews and other relevant methods. The Consultant will propose the work methods in more detail in the technical tender and they will be finalized in the MTE's Inception Report.

4. REPORTING ON THE MTE

The MTE must provide evidence-based information that is credible, reliable and useful to the implementers and decision-makers involved in the Project. Its conclusions and recommendations shall be formulated so that they will be easily understood by all parties and applicable to the remaining period of Project implementation.

Inception Report

The Inception Report will be prepared within three weeks after commencing the work. During the inception phase, the MTE team shall review the key documents (list of key documents presented in Annex A), have briefing sessions with MFA, Embassy, and MoWIE (with video link to Addis Ababa), interview the project's home office coordinator, and based on the initial findings, elaborate the detailed work methodologies and work plan with a detailed division of labor within the evaluation team, list of major meetings and interviews, detailed evaluation questions linked to the evaluation criteria in an evaluation matrix, and reporting plans including proposals for an initial outline of the MTE Report. The Inception Report is submitted before the field work. In order to be well prepared, the evaluation team shall also review relevant international research on the CMP approach and its application in rural WASH.

MTE Report

The Consultant shall make a presentation of the key findings, conclusions and recommendations at the end of the field visit. It will be presented in the Embassy of Finland in Addis Ababa (with representatives of the key Ethiopian organizations) with a video link to MFA Helsinki. The draft report will be prepared within three weeks after the field mission and will be submitted through MFA for comments. The Final MTE Report shall be prepared within one week after receiving the comments. The commenting is expected to take three weeks.

The MTE Report shall include the following key elements:

- Main Report in accordance with the outline presented in the MFA's Evaluation Manual
- Annex on policy/strategy and institutional developments in the sector
- Concept Note for possible future Finnish support to the OWNP

PART B: PLANNING OF FUTURE FINNISH SUPPORT TO THE OWNP

After decisions are made upon the MTE and key strategic choices for the planning of Finland's future support to the sector, the assignment will continue with drafting of a Project Document for Finland's support to the OWNP. This part of the assignment includes the following tasks:

6. KEY PRINCIPLES FOR PLANNING

The planning for post June 2016 support to the OWNP shall be carried out in accordance with the following general principles:

- Support shall be provided under the framework of OWNP and it will cover a period of three years (7/2016 – 6/2019) with an estimated budget of approximately 13 MEUR.
- The national and regional contribution is expected to be at least equal to the Finnish support (50/50 principle).
- Support will focus especially on further up-scaling and consolidating of the Community Managed Project (CMP) approach.
- The channeling of financial support shall be made through the OWNP mechanisms, such as the Consolidated WASH Account; best practices of COWASH shall be applied as feasible.
- The support shall include a strong capacity building approach with carefully targeted bilateral technical assistance (TA) in areas where TA provides strong value added.
- Finland shall continue active participation in aid coordination under the OWNP to ensure well-coordinated and harmonized support.
- The support shall promote the implementation of Finland's cross-cutting objectives for development cooperation.

Detailed instructions on the scope of planning and key principles to be applied will be given by the competent authorities after the review of the MTE report (including the initial Concept Note).

7. PLANNING PROCESS AND REPORTING

The planning process will utilize the findings of the MTE and be implemented as follows:

- The competent authorities will analyze the findings and recommendations of the MTE (including the Concept Note for future Finnish support), and prepare detailed guidelines upon the scope and strategy for the future support. It is expected that these guidelines will be provided in June 2015.
- Based on the guidelines, the Consultant shall prepare a tentative outline for the Project Document, utilizing the findings of the MTE and proposals included in the initial Concept Note.
- The plans will be further elaborated in a second mission, including additional consultations with key stakeholders in Ethiopia. The initial ideas shall be tested and elaborated through participatory processes.
- In the end of the second mission, the draft plan, including logical framework, shall be presented and reviewed in a review workshop with the key stakeholders.

The final product of the planning process – the draft Project Document (PD) – shall adapt the generic template for a PD presented in MFA's Manual for Bilateral Programmes. As the future support shall be mainly channeled through the OWNP structures, the modalities, operations, together with the Planning, Monitoring and Evaluation structures have already been defined and described in the GOE WASH sector documentation. It is therefore expected that the draft PD shall be a concise document outlining the overall support mechanisms and more specifically the focus and mechanisms for the future TA.

PART C: SCHEDULE, EXPERTISE, BUDGET AND MANDATE

The assignment, combining the two phases, will be carried out with the following schedule and resources.

8. SCHEDULE OF THE ASSIGNMENT

Tentative timetable for the evaluation is as follows:

Schedule	Actions
PART I: MTE	
February	• Tender announcement first week of February 2015
March	• Deadline for submission of tenders first week of March • Tender evaluation • Notification of award decision
March-April	• Signing of contract • Preparatory phase (3 weeks): Desk review and preparations, including a tentative work plan with tentative meeting schedule; briefings at MFA in Helsinki and with home office of the present TA consultant, preparation of the Inception Report. Submission of the Inception Report & fieldwork plan at the end of the preparatory phase. • Submission of comments to the Inception Report (MFA collects and submits the comments)
April	• MTE mission to Ethiopia (estimated for 3 weeks): o Briefings, interviews, consultations and meetings with key stakeholders and beneficiaries at all levels o A debriefing meeting including presentation of the first Draft Report with conclusions and suggested recommendations, will be arranged the end of the field mission
+ three weeks	• Submission of draft MTE Report, including the Concept Note for comments
+ two weeks	• Submission of comments by the relevant authorities
+ one week	• Submission of the Final Report within one week after receiving the comments, **final deadline by 1st of June 2015**
PART II: PLANNING	
August – October 2015 (schedule to be decided after the MTE phase)	• Initial drafting of the Project Document, based on the instructions of the competent authorities, initial Concept Note, and findings of the MTE
	• Planning mission to Ethiopia (estimated for 2 weeks) o Consultations/workshops with key stakeholders
	• Drafting of the PD
	• Commenting by the relevant authorities
	• Finalization of the draft PD, **final deadline by 30th of October 2015**

9. REQUIRED EXPERTISE

The evaluation team can include maximum of 4 members, including international and Ethiopian experts and a Finnish junior expert. The experience of the team should cover the following areas:

Team leader (international)

- Experience as a team leader (TL/CTA) in development cooperation related assignments, preferably both in short-term assignments and in long-term projects/program
- Experience in conducting evaluations of development cooperation projects/programs
- Experience in planning/formulation of development cooperation projects/programs applying results-based management approaches, especially PCM and LFA
- Experience in rural WASH development and in sector-wide WASH programs (SWAPs)

Team as a whole

- Experience (of other team members than TL) in WASH development, especially in approaches relevant to CMP
- Experience in institutional and human resources development
- Experience in integrating human rights based approach into development projects/programs and in mainstreaming of cross-cutting objectives of gender, equity and climate sustainability
- Experience in development of funding and financial planning/management mechanisms relevant to CMP and sector programs
- Experience in participatory M&E, based on results-based management
- Experience in the modalities of Finnish development cooperation

10. BUDGET

The total available budget for this MTE is maximum Euro 115.000 + VAT.

11. MANDATE

The team is entitled and expected to discuss matters relevant to this assignment with pertinent persons and organizations. However, the team is not authorized to make any commitments on behalf of the Government of Ethiopia or Finland.

ANNEX 2 DOCUMENTS CONSULTED

Title	Organisation/Author	Date
Support to Community-Led Accelerated WASH in Ethiopia – Revised Project Document for COWASH, Phase I 6/2011-6/2013; Phase II, 7/2013-6/2016	MOFED, Ethiopia – MFA, Finland	2013
One WASH National Program – A Multi-Sectoral SWAp; Program Document	Federal Democratic Republic of Ethiopia	2013
WASH Implementation Framework – Full Version	Federal Democratic Republic of Ethiopia	2011
Ethiopia Water Supply, Sanitation and Hygiene Monitoring and Evaluation Framework and Manual, version 1.0	Federal Democratic Republic of Ethiopia	2012
Ministry of Water and Energy, Urban Sanitation Universal Access Plan, (USANUP)	MOWE	2011
Ministry of Water and Energy, Urban Water Supply Universal Access Plan, (UWSPUAP) 2011-2015	MIWE	2011
COWASH monthly, quarterly, 6 monthly and annual reports	COWASH	various
Completion Report of the COWASH Phase 1	COWASH	2014
Generic CMP Investment Fund Management Guideline	COWASH	2012
CMP Implementation Manual (OWNP) and Annexes	COWASH	2014
Output-Based Semi-annual Report July-December 2014	COWASH	2015
Human Resources and Physical Capacity Development Strategy in COWASH Project	COWASH	2014
Effective and Sustainable WASH services, Inception Report	COWASH	2012
Support to Community-Led Accelerated WASH In Ethiopia, Revised Project Document for COWASH, Phase I, 6/2011-6/2013, Phase II, 7/2013-6/2016, Final Version	COWASH	2013
Proceedings of the Consensus Building Workshop on Provision of Micro-Finance For Water Supply, Sanitation and Hygiene and Multiple Use Services in Ethiopia	COWASH	2012
Indicator Monitoring Plan - Summary and Update	COWASH	n.d.
WASH Sector Stakeholder Analysis	COWASH	2012
Capacity Development Plan to Accelerate WASH Development in Rural Areas of Ethiopia	COWASH/Ramboll	2012
Country Strategy for Development Cooperation with ETHIOPIA 2014–2017	MFA Finland	
Finland's Development Policy Programme - Government Decision-in-Principle	MFA Finland	2012
Manual for Bilateral Programmes	MFA Finland	
Evaluation Manual	MFA Finland	2013
Guidelines - Implementing the human rights-based approach in Finland's development policy	MFA Finland	
Ethiopia Ministry of Health Part II, Final National Hygiene & Sanitation Strategic Action Plan for Rural, Peri-Urban & Informal Settlements in Ethiopia, 2011–2015, Main Document	FMOH	2011
Operational Plan 2011-2016, Updated December 2014	DFID Ethiopia	2014
Water Supply, Sanitation and Hygiene (WASH) Programme, (One WASH National Programme) – Business Case	DFID Ethiopia	2013
Water Supply, Sanitation and Hygiene Project – Project Appraisal Document (PAD)	World Bank	2014
Water Supply, Sanitation and Hygiene Project - Implementation Status Report	World Bank	2015
Mainstreaming the Community Development Fund Financing Mechanism – Final Evaluation Report	WSP	2010

Title	Organisation/Author	Date
USAID WASH Sector Status and Trends Framework – Desk Review: Ethiopia	Aqua Consult	2014
Strategic Framework for Operation & Maintenance of Rural Water Supply Systems	Demewoz Consultancy	2015
Training Impact Research (Amhara and Tigray)	Lisan Mgmt consultancy/COWASH	2014
Climate Screening Description (draft)	ODI	2013
Evaluation of Sustainability and Health Impacts of Community Managed Projects for Sostu Tirba Kebele,	Matthew W. Hurst, Mamaru Moges,	no date

ANNEX 3 MTE MISSION SCHEDULE

Date	Region	Time	Meeting
Day 1: 20.4.2015 (MONDAY)			
20.4.2015	Addis Ababa	8:30	State Minister, Nuredin requested to attend
		10:00	OWNP Coordinator, Ato Abiy +Nuredin
		11:00	Director of Women's Affairs Directorate – Ms. Lakech
		13:30	Briefing with the Embassy – Tiina and Gezahegn
		16:00	COWASH FTAT
Day 2: 21.4.2015 (TUESDAY)			
21.4.2015	Addis Ababa	8:30	
		9:30	MOFED: Bilateral Directorate, Finland Desk Officer - Ato Zewdu Tamirat
		11:00	DFID
		12:00	Group 1: to Airport
		14:00	Group 1: flight to Assosa (BGRS); This is the flying time, (check in time at Airport will be 2 hours before departure time)
		16:30	Group 1: Visits in Water Bureau and BoFED; organizing next days
		14:00	MOFED: Director of Channel 1 - Ato Getachew Negera
		16:00	Group 2: JICA
		20:00	Group 2: Flight to Mekele at 20:00 (The MTE team shall buy their own tickets) This is the departure time. Check in time will be 2 hours prior to departure time
Day 3: 22.4.2015 (WEDNESDAY)			
22.4.2015	Tigray	9:00-11:00	Tigray stakeholder meeting at BoFED (Bureau Heads, Focal persons, RSU)
		11:00-12:30	Discussion with missed ones, and with UNICEF, PMU, REST, DCSI if missed in stakeholder meeting
		13:30-17:00	Discussion with missed ones, and with UNICEF, PMU, REST, DCSI if missed in stakeholder meeting
		17:00	More discussions with RSU
	BGRS	9:00-11:00	BGRS stakeholder meeting at BoFED (Bureau Heads, Focal persons, RSU)
		11:00-12:30	Discussion with missed ones, and with PMU, BCSI if missed in stakeholder meeting
		13:30-18:00	Discussion with FinnWASH and RSU
Day 4: 23.4.2015 (THURSDAY)			
23.4.2015	Tigray	9:00-10:00	Southern Zone office (Start driving at 7 am from the hotel)
		10:30-12:30	Endamohoni Woreda WASH Team
		13:30----	Visiting COWASH Kebeles and WASHCOS, schools, etc…and discussions at the community level
			Staying overnight in Maicho
	BGRS	9:00-12:00	Meeting with Bambasi Woreda WWT (Start driving at 8 from hotel)
		12:00	Drive back to Assosa

Date	Region	Time	Meeting
		14:00-16:00	Meeting the Assosa Zone WASH Team
		1600:---	Possible other meetings at region level
Day 5: 24.4.2015 (FRIDAY)			
24.4.2015	Tigray	08:00-09:00	Driving to Ofla woreda
		09:00-11:00	Meeting with Ofla Woreda WASH Team
		Afternoon	Visiting COWASH Kebeles, WASHCOs, schools
		Evening	Driving back to Mekelle
	BGRS	08:00-09:00	Driving to Bambasi
		09:00-12:00	Visiting COWASH Kebeles, WAHSCOs and construction sites
		13:00-16:00	Visiting non-COWASH Kebeles
		16:00-17:00	Driving back to Asossa
Day 6: 25.4.2015 (SATURDAY)			
25.4.2015	Tigray	07:30-08:30	Driving to Degua Temben Woreda
		08:30-10:00	Meeting with Degua Temben WWT
		10:00-14:00	Visiting Dequa Temben Tabeas and WASHCOs and schools
		14:00-15:00	Driving back to Mekelle
		15:00-17:00	Visiting South-Eastern Zone
		19:50	Flight back to Addis Ababa; This is departure time
	BGRS	09:00-12:00	Final discussions with FinnWASH
		15:45	Flight back to Addis Ababa; This is departure time
Day 7: 26.4.2015 (SUNDAY)			
26.4.2015.	Amhara		
		17:30	Flight to Amhara; This is the departure time
	SNNP		
		12:30	Flying to Arbaminch; This is departure time
Day 8: 27.4.2015 (MONDAY)			
27.4.2015	Amhara	09:00-11:00	Amhara Stakeholder meeting at BoFED (Bureau Heads, Focal Persons, RSU)

Date	Region	Time	Meeting
		11:00-16:00	Meetings with other stakeholders (UNICEF, ACSI, SNV, ORDA and those missed in morning meeting)
		16:00---	Meeting with RSU
	SNNP	07:30-08:30	Driving to Chencha woreda
		09:00-11:00	Meeting with Chencha Woreda WASH Team
		11:00-15:30	Visiting Kebeles, WASHCOs and schools
		15:30-16:30	Drive to Arbaminch
		17:00-18:00	Meeting Gamogofa Zone WASH Team
Day 9: 28.4.2015 (TUESDAY)			
28.4.2015	Amhara	07:00-09:00	Driving to Debre Tabor
		09:00-11:00	Meeting with South Gondar Zone WASH Team
		11:00-16:00	Visiting COWASH Kebeles and WASHCOS, schools, etc…and discussions at the community level
		16:00---	Meeting CARE project
	SNNP	06:00-09:30	Driving to Hosana
		10:00-12:00	Meeting with Hadia Zone WASH Team
		14:00-15:00	Meeting with Misha Woreda WASH Team
		15:00-19:00	Visiting Kebeles, WASHCOs and schools
Day 10: 29.4.2015 (WEDNESDAY)			
29.4.2015	Amhara	09:00-11:00	Meeting with Farta Woreda WWT
		11:00-15:00	Driving to Woldia
		15:00---	Meeting North Wollo Zone WASH Team
	SNNP	07:30-09:00	Driving to Duna Woreda
		09:30-11:30	Meeting with Duna Woreda WASH Team
		11:30-13:00	Lunch
		13:00-17:00	Visiting Kebeles, WASHCOs and schools
Day 11: 30.4.015 (THURSDAY)			
30.4.2015	Amhara	07:00-09:00	Driving to Meket Woreda
		09:00-11:00	Meeting with Meket Woreda WASH team
		11:00-16:00	Visiting Meket Woreda Kebeles, WASHCOs and schools
		16:00-	Driving to Debra Tabor

Date	Region	Time	Meeting
		18:00	
	SNNP	07:00-11:00	Driving to Hawassa
		13:30-15:30	SNNPR stakeholder meeting at BoFED (Bureau Heads, Focal persons, RSU)
		15:30-17:00	Meeting UNICEF and other stakeholders who were missed and UNICEF, OMO MFI, etc…
		17:00----	Meeting with the RSU
Day 12: 1.5.2015 (FRIDAY; PUBLIC HOLIDAY; LABOR DAY)			
1.5.2015	Amhara	09:00-11:00	Possible other meetings at Farta
		11:00-13:00	Driving to Bahir Dar
		16:45	Flight to Addis Ababa; This is flying time
	SNNP	08:00---	Driving back to Addis Ababa
Day 13: 2.5.2015 (SATURDAY)			
2.5.2015	Addis Ababa		Working on report and debriefing note plus presentation
Day 14: 3.5.2015 (SUNDAY)			
3.5.2015	Addis Ababa		Working on report and debriefing note plus presentation
Day 15: 4.5.2015 (MONDAY)			
4.5.2015	Addis Ababa	8:30	Meeting in the AfDB
		10:00	Meeting with WB
		14:00	UNICEF
	Oromiya (day trips from AA)	06:00-09:00	Driving to Abichugena Woreda
		09:00-11:00	Meeting with the WWT
		11:00-15:00	Visiting Kebeles, WASHCOs and schools
		15:00-18:30	Driving back to Addis Ababa
Day 16: 5.5.2015 (TUESDAY; PATRIOTS' DAY; LOCAL HOLIDAY)			
5.5.2015	Addis Ababa		Working on report and debriefing note plus presentation
Day 17: 6.5.2015 (WEDNESDAY)			

Date	Region	Time	Meeting
6.5.2015	Addis Ababa	8:30	Meetings with Italian Development coop.
		10:30	Meetings with USAID
		14:00	Meetings with SNV
		15:00	Debriefing with FTAT
Day 18: 7.5.2015 (THURSDAY)			
7.5.2015	Addis Ababa	09:30-11:30	Oromia Stakeholder meeting at Water Bureau (Bureau Heads, Focal Persons, RSU)
			Meetings with USAID, AfDB, IDC, French, SNV, JICA, ….
			Meetings with USAID, AfDB, IDC, French, SNV, JICA, ….
		13:00---	Debriefing meeting with the Embassy of Finland
Day 19: 8.5.2015 (FRIDAY)			
8.5.2015	Addis Ababa	Morning	Half a day validation workshop with key stakeholders: COWASH FTAT, Embassy of Finland, NWTT members, BoFED & Water Bureau Heads from all 5 regions, possible other stakeholders
		Afternoon	Meeting regarding FinnWASH (both TLs)

ANNEX 4 PLACES VISITED/PERSONS MET

Date	Position	Organisation/ location
11.3.2015	Desk Officer, Dept of Africa and the Middle East	MFA
19.3.2015	Counsellor, Water, Land Administration, Agricultural Growth. Advisor, Water and Agriculture Desk Officer	Embassy of Finland in Addis Ababa
25.3.2015	Home Office Coordinator	Ramboll Finland
25.3.2015	Home Office Coordinator	Niras
30.3.2015	Advisor, Water Sector	MFA
20.4.2015	State Minister	MoWIE, Addis Ababa
20.4.2015	National WASH Programme Coordinator	MOWIE, Addis Ababa
20.4.2015 + Debriefing 7.5.2015	Counsellor, Water, Land Administration, Agricultural Growth. Advisor, Water and Agriculture Ambassador (7.5.2015)	Embassy of Finland, Addis Ababa
20.4.2015 6.5.2015 + several discussion during the mission	COWASH FTAT Team CTA	COWASH, Addis Ababa
20.4.2015	Senior Programme Officer/ M&E Expert	IRC, Addis Ababa
21.4.2015	Deputy	MOFED, Addis Ababa
21.4.2015	MOFED Channel 1 Director	MOFED, Addis Ababa
21.4.2015	WASH Expert	JICA, Addis Ababa
21.4.2015	FINNWASH Staff and RSU team leader	Benshangul Gumuz Guest House
22.4.2015	Tigray Regional WASH Coordination Team	BOFED, WOFED, Education, Health etc… /Mekele, Tigray
22.4.2015	Head of water supply	Relief Society of Mekele, Tigray
22.4.2015	Bureau Head	Tigray Water Bureau, Mekele

Date	Position	Organisation/ location
22.4.2015	Regional WASH Officer, Tigray	UNICEF, Mekele
22.4.2015	Regional WASH specialist and Capacity Development Specialist, Tigray	SNV, Mekele
22.4.2015	Regional WASH Coordination team and RSU team	BOFED, Assosa, BSG
22.4.2015	Woreda Finance, Health, Water, Agriculture, Education, Women and Youth, Administration, Benshangul Gumuz	Bambesi Woreda Administration office, BSG
22.4.2015	Assosa WASH Zonal Team, Benshangul Gumuz	Water and Mines Zonal office, BSG
23.4.2015	Woreda finance, water, health, education etc,	Woreda WASH Team Endamehoni, Tigray
23.4.2015	Semrat Kebele –WASHCO, Tigray	WASHCO, kebele and community representatives, Tigray
23.4.2015	Semrat Kebele –Temesgen WASHCO, Tigray	WASHCO, kebele and community representatives, Tigray
23.4.2015	Nebar Keshmindo No.1 –CMP WASHCO	WASHCO, kebele and community representatives, BSG
23.4.2015	Mender 47–CMP WASHCO	Kebele and community representatives, BSG
24.4.2015	DECSI sub-branch officials	DECSI, Tigray
24.4.2015	Woreda finance, water, health, education etc	Woreda WASH Team Offla, Tigray
24.4.2015	Tigray, Latt Kebele, Kotakut WASHCO	WASHCO, kebele and community representatives, Tigray
24.4.2015	Tigray Latt Kebele, Graghajan WASHCO (SW)	WASHCO, kebele and community representatives, Tigray
24.4.2015	Mender 48–CMP WASHCO	WASHCO, kebele and community representatives, BSG
24.4.2014	Songa Kebele Non –CMP WASHCO	Kebele and community representatives, BSG
25.4.2015	Dequa Temben Woreda finance, water, health, education etc	WWT, Tigray
25.4.2015	WASHCO members, contractor, kebele wash team, community	WASHCO etc Degua Tember, Tigray

Date	Position	Organisation/ location
25.4.2015	Deputy Administrator	Southern Zone Admin office, Tigray
25.4.2015	Wrap up meeting with RSU team members	FINNWASH office, Assosa, BSG
27.4.2015	Chincha Woreda Education, Women and Youth Affair, finance, Agriculture, Administration, Water, SNNP	Woreda Administration office, SNNP
28.4.2015	South Gondar Zone WASH team (Amhara)	South Gondar Zone WASH team Amhara
28.4.2015	Kebero Washa WASHCO, Farta, Amhara	WASHCO, kebele and community representatives, Amhara
28.4.2015	Tachafer Mafsesha WASHCO, Farta, Amhara	WASHCO, kebele and community representatives, Amhara
28.4.2015	Ata elementary School teachers, Farta, Amhara	Ata elementary School, Amhara
28.4.2015	users, community members, Farta, Amhara	21 years old RWSEP scheme users, Amhara
28.4.2015	Kebele Chairman, Farta, Amhara	Kebele admin / Amhara
28.4.2015	WASH Project Manager	CARE Debre Tabor, Amhara
28.4.2015	Hadiya Zone Administration, Youth and Women Affairs, Education, Finance, Water- SNNP	Zone Administration office, SNNP
28.4.2015	Misha Woreda Administration, Water, Education, Finance - SNNP	Woreda Administration office, SNNP
28.4.2015	Moristo Kebele, Iye community	WASHCO and community representative, SNNP
29.4.2015	Farta Woreda WWT	WWT Farta, Amhara
29.4.2015	Duna Woreda Administration, Youth and Women Affair, Finance, Health	Woreda Administration office, SNNP
29.4.2015	Mande Kebele, Kurchemba WASHCO	WASHCO, kebele and community representatives, SNNP
29.4.2015	Semera Water Point Non CMP WASHCO	Community representatives, SNNP
30.4.2015	Amhara Regional WASH Committee	Regional government agencies, Amhara

Date	Position	Organisation/ location
30.4.2015	Amhara RSU team	RSU, Amhara
30.4.2015	SNNP BoFED & WASH coordinator	Wolaita Sodo town, SNNP
30.4.2015	SNNP RSU team and WASH regional team	RSU, SNNP
4.5.2015	UNICEF WASH Chief	UNICEF, Addis Ababa
4.5.2015	AfDB Taks Manager	AfDB, Addis Ababa
4.5.2015	Abichugena WWT	Woreda level agencies Oromia
4.5.2015	Madida Kebele – Surya WASHCO	WASHCO Omoria
4.5.2015	COWASH HP and School sanitation in schemes	Abichugena, Oromia
4.5.2015	ODA (local NGO) water scheme	Abichugena, Oromia
5.5.2015	Water Supply and Sanitation Specialist & Task Manager	Worldbank, Addis Ababa
6.5.2015	WASH specialist	USAID, Addis Ababa
6.5.2015	Focal Person for WASH in MoE	Ministry of Education, Addis Ababa
6.5.2015	WASH Expert	Italian Cooperation Addis Ababa
6.6.2015	WASH Specialist	SNV Addis Ababa
7.5.2015	Oromia regional WASH team	Regional government agencies
8.5.2015	Stakeholder Workshop	Various key organisations and regional representatives
13.5.2015	Debriefing in MFA, Director of the Unit for Eastern and Western Africa, Horn of Africa Team Leader, Water Sector Advisor, Special Adviser, Ethiopia Desk, Ramboll Home-Office staff	Ministry for Foreign Affairs of Finland, Helsinki
22.5.2015	Ex-Advisor on Water - Embassy of Finland, Addis	over skype

Annex 5 Evaluation Matrix for the MTE

Criteria	Evaluation question related to each criterion in the ToR and more detailed questions (*italics)*	Indicator	Source of data	Methodology
Relevance	Is the Project consistent with the needs, priorities and possibilities of final beneficiaries and other stakeholders?	Degree of consistency	Federal/regional gov't structures, donors and NGOs, beneficiaries, rural WASH satisfaction survey, COWASH M&E	Comparison and triangulation of results from FGD, KII, documents, internal M&E data to needs
	Is the Project relevant to GoE policy, strategy and priorities as well as to GoF development cooperation policies.	Degree of consistency	GOE and GOF policy, downstream and implementation documents, PD, project guidelines	Policy analysis and comparison with KIIs
	Have any policy/strategy changes occurred, and if yes, how should the Project respond to these?	Changes/responses	Federal and regional gov't structures, donors and NGOs, COWASH staff	Policy analysis and comparison with KIIs
	To what extent is COWASH aligned to the Ethiopia's national and local level policies, plans and administrative systems?	Degree of consistency	KIIs and secondary data	Comparison of COWASH policies to Ethiopian policy
	How relevant are best practices & methods (e.g. technology, systems, networking) to beneficiary needs & possibilities of groups/ levels of households, administration, private sector & other partners?	Degree of consistency	KIIs, FDGs, other relevant donor- funded projects	Comparison and triangulation of information on COWASH practices and methods to beneficiary and other stakeholder needs
	How accepted is the consolidated account mechanism and OWNP by stakeholders? In case of differing views, what are the reasons? Is the mechanism operational and how practical is it expected to be?	Degree of acceptance/ categories of reasons and stake-holder views	KIIs (ETI government at all levels, donors, NGOs)	Review of KII data
	Although CMP has been accepted as part of WIF, OWNP and POM - how relevant the CMP approach is in the implementation of OWNP? (for example, UNICEF withdrawal from the CMP implementation).	Degree of acceptance and commitment for CMP implementation/ categories of reasons and stake-holder views	KIIs (ETI government at all levels, donors, NGOs)	Review of KII data
Impact	What impact is the Project making to achieving universal access to WASH and are there indications of wider health and socio-economic impacts?	Access to water and sanitation/health and socio-economic changes	WASH sector progress reports data from regional bureaus (water, health, education)	Assess any change. Assess if COWASH outputs have contributed or attributed to change or potential change.

	Who has benefitted from the achievements and are there any groups who have not benefitted? If yes, why not?	Presence and type of benefits/Reasons for exclusion	KIIs, FDGs, COWASH reports, secondary data/ special studies)	Comparison and triangulation of qualitative and quantitative information
	Have any unexpected or negative impacts occurred (e.g. social or environmental)?	Unplanned/negative impacts	KIIs, FDGs, c COWASH reports, WASH sector reports	Review of results to identify negative impacts and corrective measures
	What is the comparative advantage and acceptability of the CMP approach compared to other approaches in OWNP?	Degree of acceptance	KIIs (Government, donors, NGOs, FGDs with beneficiaries), document review (studies, research)	Comparison to other rural WASH approaches included in OWNP
	Are other positive side-impacts created, especially for vulnerable groups?	Presence and type of side-impacts on vulnerable groups	KIIs, FDGs, specific COWASH reports	Comparison and triangulation of qualitative and quantitative data. Disaggregate data by social equity criteria (i.e. gender, age, income)
	Have appropriate actions been taken to mitigate possible negative impacts?	Type and effect of actions	KIIs, COWASH reports	Comparison and triangulation of qualitative and quantitative information
	How could replication of impact be strengthened?	Extent and degree of replication	KIIs (all levels, all stakeholders), specific COWASH reports	Comparison/triangulation of qualitative and quantitative information
Effectiveness (including aid effectiveness & coordination & complementarity)	Is the Project on track to achieve its purpose, results and outputs, both quantitatively and qualitatively? In case of deviations from plans, what are the causes and implications, what corrective measures are proposed?	Actual vs. planned progress/causes for deviations/corrective actions	Beneficiaries, government structures, project staff, KIIs, FDGs	Comparison and triangulation of results from FGD, KII, document reviews, direct observation, internal M&E data. Review with key stakeholders to explore learning.
	Have any needs emerged for additional or revised results and outputs?	Type of needs/responses	Beneficiaries, government structures, project staff, KIIs, FDGs	Review with key stakeholders.
	Are there regional disparities in project effectiveness? If so, why?	Type and degree of disparities/Reasons	KIIs (all levels), COWASH reporting	Comparison and triangulation of results from KIIs, document reviews, internal M&E data.
	How effective has the transfer of capacity been? Are there more effective ways for capacity development?	Evidence of capacity development	Beneficiaries, government structures, project staff, KIIs, FDGs, private sector, COWASH training impact assessments (3)	Comparison and triangulation of results.

	How are the results/outputs used & by whom?	Type, degree and use of results/outputs	Pertinent government structures, project staff, KIIs	Comparison and triangulation of results.
	What is the balance between physical and qualitative outputs in COWASH and OWNP design?	Relationship between physical and qualitative outputs	COWASH and OWNP PDs, internal progress reports	Document review. Comparison with KII data.
	What (explicit and implicit) assumptions are behind the effective use of the project's results, and have those assumptions held? In case of problems in their usage/usability, what are the reasons & what corrective measures are needed?	Validity of assumptions/reasons/ corrective measures	KIIs, FGDs, internal program documents	Review of assumptions and comparison to fieldwork results.
	How effective is the WASH sector donor coordination and cooperation?	Effectiveness of coordination	KIIs (ETI G, donors, NGOs)	Review of KIIs
	How effective is WASH sector coordination and cooperation between Ministries/Bureaus at different levels (federal/regional)?	Effectiveness of coordination	KIIs (ETI G, donors, NGOs)	Review of KIIs
Efficiency	Are FTAT and RSUs appropriately resourced and able to support efficiently COWASH implementation?	Level of resources (human, financial, technical, time)	KIIs (federal, regional), programme accounts	Review of KIIs
	Are there regional differences in RSU's support needs from FTAT and in how RSUs are resourced and functioning?	Type/level of support needed (human, finan-cial, technical) by region	KIIs (federal, regional), programme accounts	Review of KIIs and comparison between regions.
	Have different RSU arrangements had an impact on the efficiency?	fficiency by RSU characteristics	KIIs (federal, regional)	Review of KIIs and comparison between regions.
	How does efficiency (e.g. in unit costs per capit*a of safe water and sanitation provision) of the CMP approach compare with other implementation modalities in OWNP and with international references, and does efficiency differ between r*egions? If there are major differences, what are their causes?	Unit and per capita costs per output by modality and region/ international reference values/causes	Project accounts	Comparison of costs to other similar initiatives
	How effective have institutional water supply schemes (health; schools) been?	Effectiveness of institutional facilities	COWASH progress reports, project accounts, KIIs	Comparison of costs to similar initiatives
	How effectively and efficiently are resources (financial/human) employed? Are costs justified?	Use of resources/costs	Programme accounts, KIIs, document reviews	Comparison of costs to other similar initiatives
	Do procurement practises promote efficiency?	Efficiency of procurement	KIIs (government at all levels), project staff	Comparative analysis of procurements

	Do O&M arrangements promote efficiency?	Efficiency of O&M	KIIs, project staff, private sector	Direct observation, cost and supply chain analysis
	To what extent and in what ways have beneficiaries participated in planning, monitoring and evaluation?	Type, extent and degree of participation	KIIs (government), FGDs with beneficiaries and communities)	FGDs, KIIs
	Is the share of administrative and management costs justified in relation to implementation costs?	Ratio of management to implementation costs	Programme accounts, KIIs, document reviews	Comparison of costs to other similar initiatives
	Has value-for-money been documented or achieved during implementation?	Evidence of Value for Money	Programme accounts, KIIs, document reviews	Comparison of costs to other similar initiatives
	What are the inputs from partner organisations, including BoFED; does it indicate ownership and commitment?	Inputs/evidence of ownership/commitment	Programme accounts, KIIs, document reviews	Comparison of costs to other similar initiatives
Sustainability	To what extent do communities and its various groups have ownership of the construction and maintenance activities of water supply and sanitation facilities? Do communities have sufficient capacity (human, technical, institutional and financial) for long-term O&M? Are roles of WASH authorities clear and do they provide necessary support to communities?	Extent and degree of ownership/capacity/ clarity of roles/ type/ extent and degree of support	Beneficiaries, pertinent government structures, project staff, documents	FGD, KII, documents review, direct observation
	Has environmental sustainability been considered adequately?	Evidence of treatment of environmental sustain-ability	Beneficiaries, government structures, project staff, documents	FGD, KII, documents review, direct observation
	Technologies: Has sustainability of technologies (e.g. durability, easy to operate, spare parts availability) been considered adequately? What solutions have worked best and seem to be most sustainable?	Evidence of sustain-ability of technologies/ effectiveness of solutions	Beneficiaries, pertinent government structures, project staff, documents	FGD, KII, documents review, direct observation
	Are there geographical disparities in the sustainability of project benefits? What causes the disparities and how to address them?	Type and size of benefits by region/ area/causes/solutions	Beneficiaries, pertinent government structures, project staff, documents	Comparison and triangulation of data from FGD, KIIs, documents review, direct observation.
	Financial sustainability. What are the mechanisms designed/used to ensure availability of funds for operation, maintenance and future reinvestment?	Collection and use of funds for O&M over time/mechanisms		

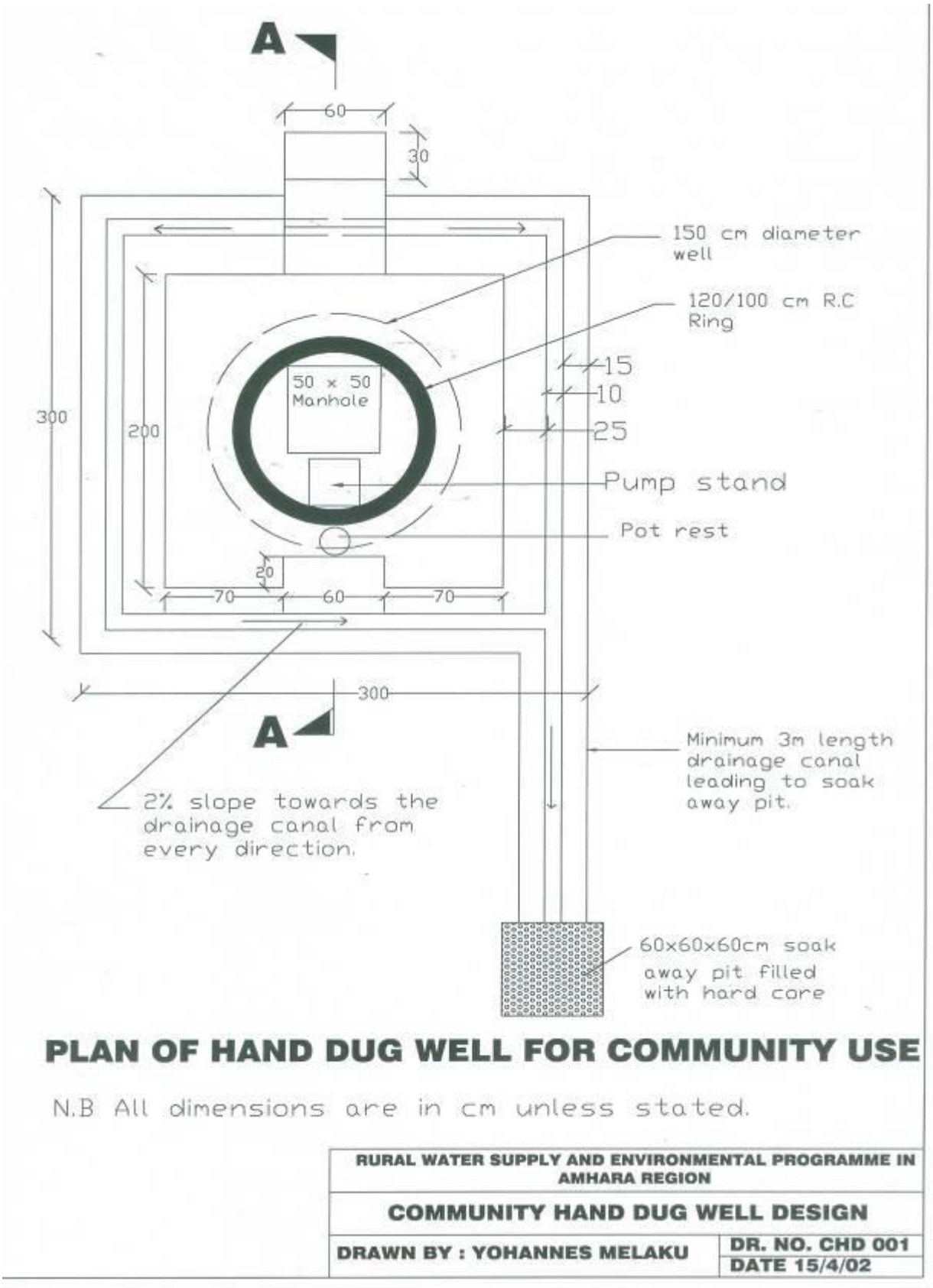
	Sustainability/continuation of FINNWASH? What role COWASH should play in ensuring continuation of CMP implementation in the five FinnWASH-BG woredas after completion of the FinnWASH-BG project in 2015.		ETI and FIN governments, BSG region, COWASH staff, FINNWASH	Analysis of KII data
	Has sustainability been addressed in implementation, are any risks (financial/ economic, institutional, technical, environ-mental, socio-cultural) foreseen? Have sufficient mitigation measures been developed?	Type and degree of risks/type and adequacy of mitigation measures	Beneficiaries, pertinent government structures, project staff, documents	FGD, KII, documents review, direct observation
	BoFED & BoW are already implementing a large number of donor-funded programs, tying up scarce resources. There is also high staff turnover in the BoW. Are there means to ensure institutional support and sustainability?	Capacity/degree of support by agency	Pertinent government structures, KIIs, project staff, documents	FGD, KII, documents review, direct observation
	Does institutional capacity and ownership exist for future replication of the approach? Even without donor support? Capacity of woreda level organisations and smaller states for project implementation?	Capacity/degree of ownership of CMP approach by level and area	Pertinent government structures, KIIs, project staff, documents	FGD, KII, documents review, direct observation
Programme design, management and implementation	How well have planning, monitoring and reporting procedures of COWASH adopted the Results Based Management (RBM) approach, both at national and regional levels? Do M&E mechanisms and indicators enable quantitative and qualitative assessment of impact, effectiveness and efficiency? How can procedures be harmonized with OWNP's mechanisms while maintaining a RBM focus?	Degree of adoption and use of RBM by level/use and effectiveness of M&E data/degree of harmonization	COWASH PD, planning process, M&E and reporting procedures.	Interviews, internal document review and comparison to RBMA
	Are roles and responsibilities of bodies such as the National WASH Steering Committee, National WASH Technical Team (NWTT), Regional WASH Steering Committee (RWSC), Regional WASH technical team and Zonal and Woreda WASH teams and WASHCOs clear to all? If not, what should be done to improve the situation?	Clarity of roles and responsibilities by unit/improvements identified	Program documents, project staff, governance and government structures	Internal KII consultation, document review

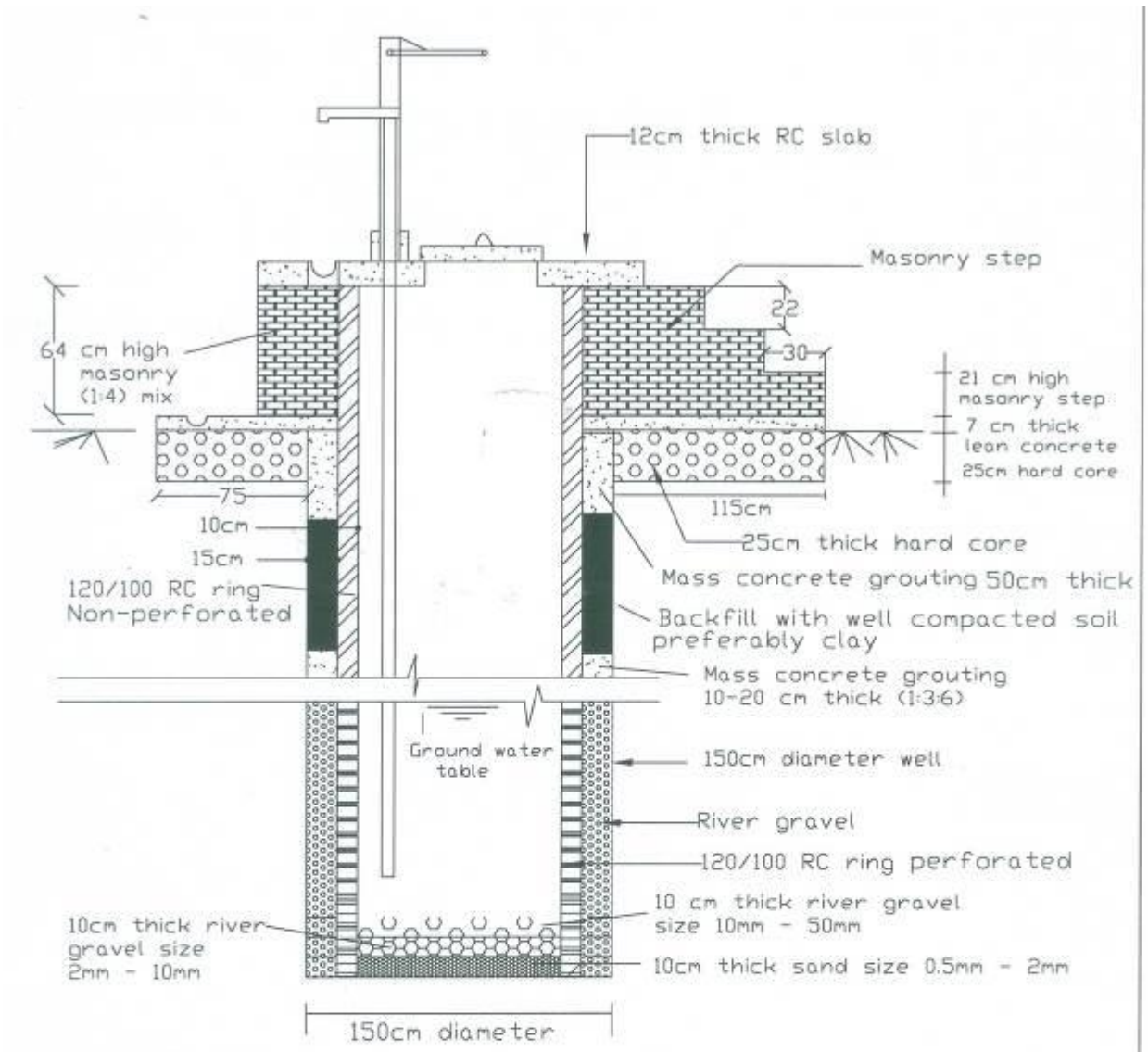
	Are institutional arrangements regarding RSUs clear and efficient, what challenges gave RSUs faced and how to address them. How is RSU performance?	Clarity/efficiency of roles and responsibilities/ challenges/response/ performance	Program documents, project staff, governance and government structures	Internal KII consultation, document review
	Has coordination with other development programs functioned well? If not, what should be done to improve coordination?	Extent/degree of coordination	KIIs (WASH structures), minutes of meetings	Review of KIIs
	How successful has COWASH been in disseminating experiences and developing best practices? Has it reached relevant stakeholders, have methods and channels been effective?	Extent and degree of exposure to messages/ effectiveness of methods and channels	KIIs (government at all levels, donors, pro-jects, NGOs), FDGs	Review of KIIs. Comparison with similar projects.
	How well is COWASH designed to allow involvement of beneficiary communities in annual planning to address their development needs? What is the role of woredas, zones and regions? What improvements in design are needed?	Type. degree and extent of participation by area/improvements	Internal interviews, project documents	Interviews, internal document review, comparison to context
	Are institutional supervisory and technical bodies at the federal, regional and woreda levels; COWASH TA arrangement; Ram-boll/Niras's home office; functioning well? Are their roles and responsibilities clear to their members? If not, what should be improved? Are decisions and recommendations followed?	Degree of functionality /clarity of roles and responsibilities/ improvements/effective-ness of decisions	KII interviews, project documents	Assess KII results to determine role and clarity. Document review. Deter-mine examples of decisions and recommendations being implemented.
	Are decision-making structures & mechanisms clear & efficient; do partners know their mandates & duties? Is management & decision-making transparent & integrated with Ethiopian systems?	Clarity and efficiency/ knowledge of man-dates/transparency/degr ee od integration	KII interviews, project documents	Review clarity of structures, review partners know-ledge, transparency and integration
	Do the project's planning, monitoring & reporting mechanisms apply sufficiently RBM-approaches & do they satisfy both MFA & Ethiopian administrations' needs? If not, how to improve the situation, taking into account both MFA's needs & partner institutions' capacities.	Evidence of RBM used/ degree of satisfaction/ improvements identified	KII interviews, project documents	Review to determine consistency with RBM and degree of organizational needs satisfaction.
	Are TA inputs relevant & justified?	Relevance/relative size of TA	KII interviews, project documents	Interviews, document review, comparison to other interventions

HRBA and Cross-cutting objectives	How well are different right-holders represented in COWASH? Who benefits from COWASH? Who is left out and why?	Degree of representation/type of beneficiaries/extent of and reasons for exclusion	KII interviews, FGDs, project documents and M&E data	Analysis of disaggregated data by social groups (i.e. gender, age, income)
	Are there clear and accountability relationships between project implementers?	Type and extent of relationships	KIIs, WASH structures, FDGs, project documents	Review of project documents, analysis of interview results
	How the project has succeeded to incorporate the HRBA and cross-cutting objectives in its implementation?	Evidence of HRBA and CCOs in project activities	KII interviews, project documents	Comparison to context and MFA and ETI policy and guidance frameworks.
	What are the most relevant ways to mainstream HRBA in WASH programs in Ethiopia? Should there be special emphasis on some cross-cutting objectives?	Extent and effective-ness of HRBA and need for greater emphasis on CCOs	KII interviews, project documents	Analysis of options and comparison to context and MFA and ETI policy frame-works.
	To what extent could the Project apply stronger HRBA in its planning, budgeting, implementation & monitoring?	Extent and degree of HRBA in project pro-cesses	KII interviews, project documents	Analysis of options and comparison to context
	Does the intervention further realization of human rights or is there a risk of adverse consequences?	Type, extent and degree of human rights achieved/negative consequences	KII interviews, project documents, internal M&E data	Analysis of progress and experience with options and comparison to context
	How have duty bearers contributed to protection and promotion of human rights of women, the poor, disabled and excluded impacted?	Presence and degree of protection and pro-motion	KII interviews, project documents	Analysis of progress and experience to date with options and comparison to context
	Whose human rights have been protected and promoted and whose have not? Who has been left behind and why?	Presence and degree of protection	KII interviews, project documents and M&E data	Review of program practices, analysis of gender disaggregated data
	Has COWASH developed capacities of state & non-state duty-bearers to meet their obligations (respect, protect & fulfil rights) & rights-holders, to claim their rights & hold government accountable?	Changes in capacity of duty-bearers	KII interviews state & non-state duty-bearers and rights-holders, project documents	Review of program practices and results to date
	Are gender mainstreaming and targeted actions actively practised (human resources, design, budgeting, implementation, M&E, manuals, research, training and in meeting agendas?	Extent and degree of adoption and practice	KII interviews, project documents	Review of program practices

	How well women and vulnerable groups are meaningfully represented in WASHCOs and other structures? How much have women and vulnerable groups been trained and do they work and have opportunities to work in technical positions (caretakers etc.)?	Degree/type of representation in WASHCOs, Training and technical positions	FDGs, KII interviews, project documents	Review of internal documents, analysis of interview results
	To what extent does COWASH promote climate sustainability? Is there clarity on the climate change vulnerability of beneficiaries? Has this been adequately addressed by the Project and how?	Extent and degree of promotion/Degree and consistency of know-ledge and project response	KII interviews, project documents	Review of internal documents, analysis of interview results
	Have specific objectives and disaggregated indicators been defined for CCOs and are they reflected in practical implementation & monitoring? Does the M&E mechanism provide necessary data for monitoring progress and decision-making on CCOs.	Presence and use of disaggregated indicators /use of M&E data	Project documents, internal interviews	Review of program documents, practical implementation & monitoring

ANNEX 6 TECHNICAL DESIGNS

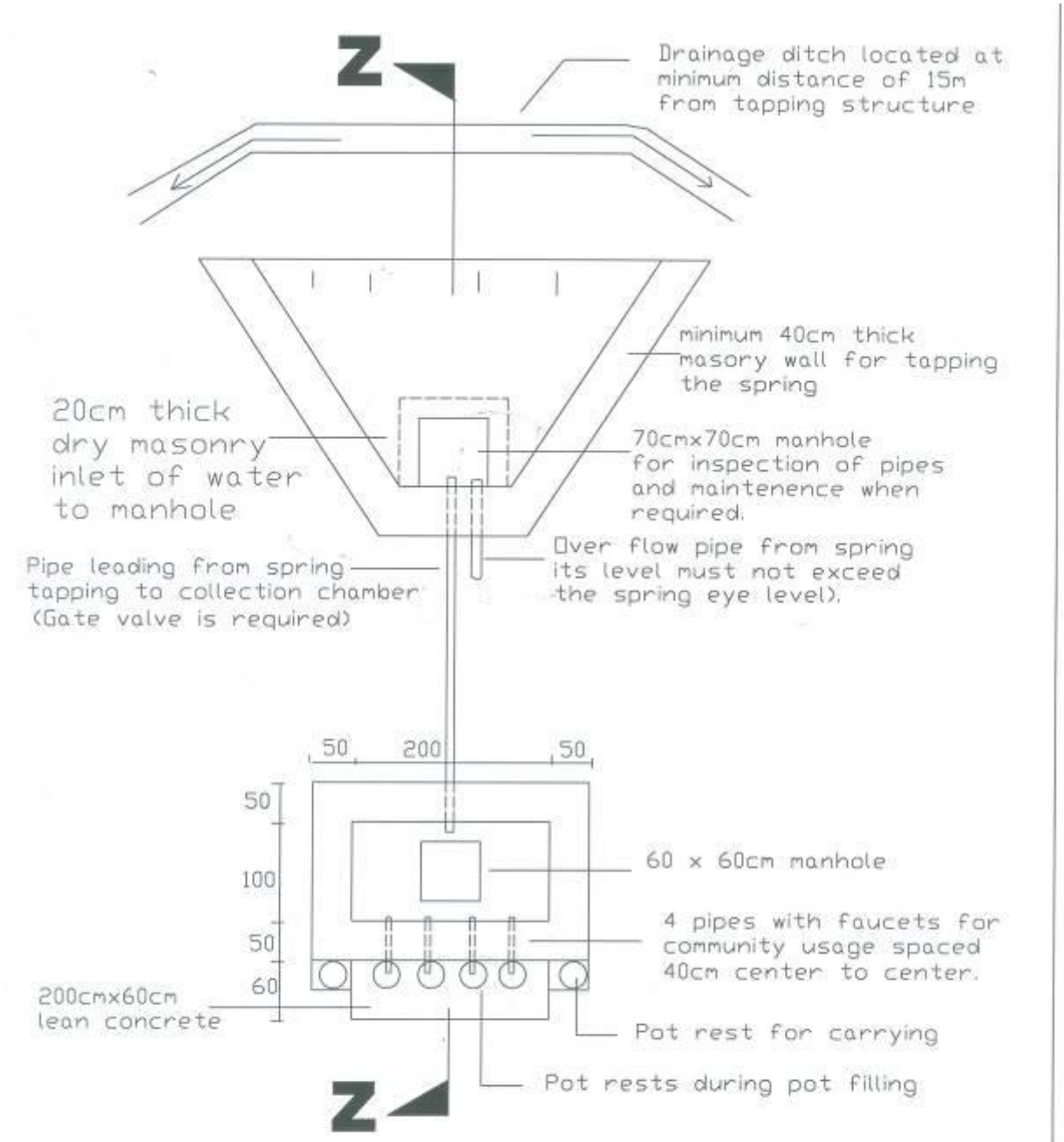




SECTION A-A OF HAND DUG WELL DESIGN FOR COMMUNITY USE

N.B. All dimensions are in cm unless stated otherwise

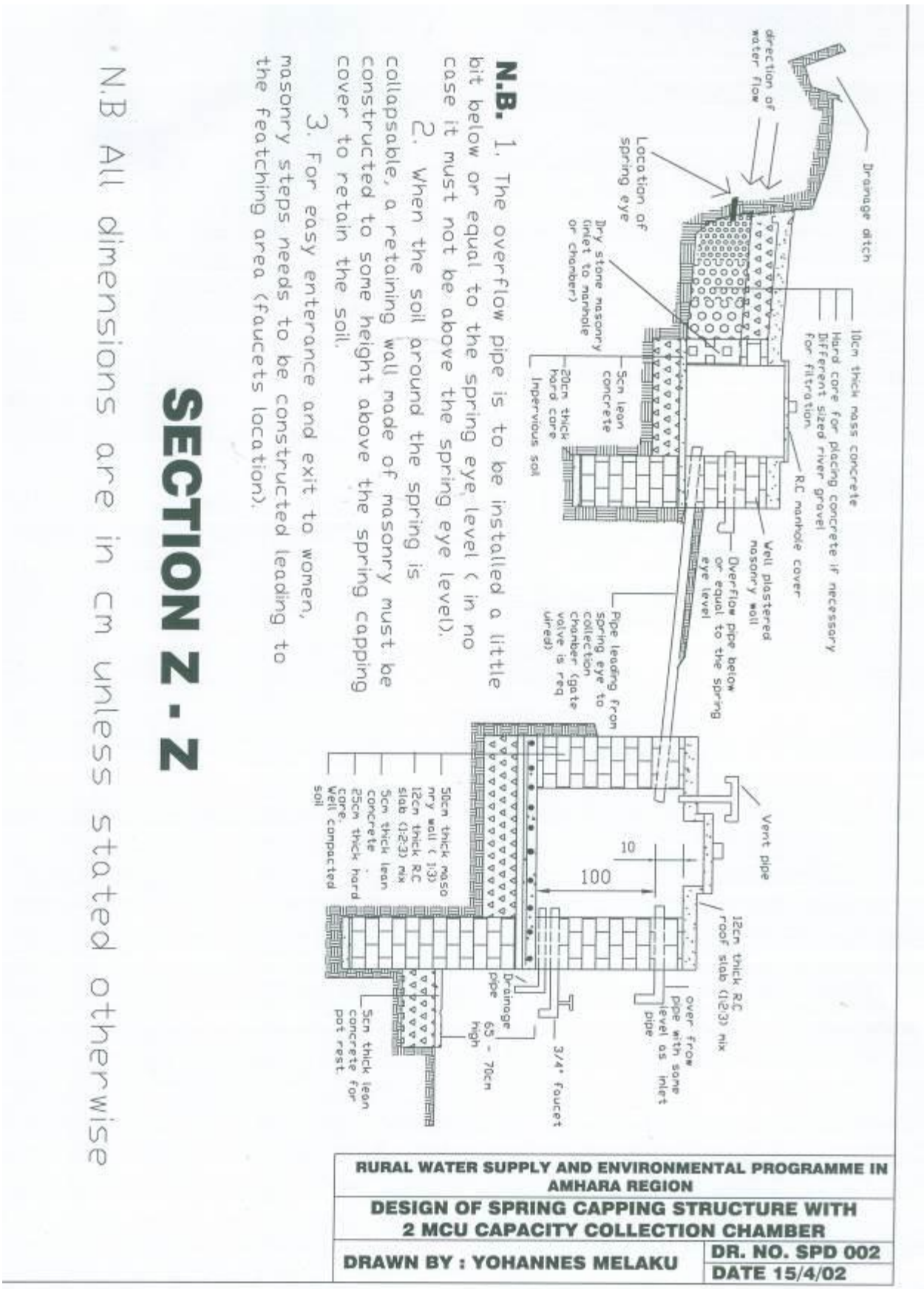
RURAL WATER SUPPLY AND ENVIRONMENTAL PROGRAMME IN AMHARA REGION	
COMMUNITY HAND DUG WELL DESIGN	
DRAWN BY : YOHANNES MELAKU	DR. NO. CHD 002 DATE 15/4/02



PLAN OF SPRING CAPPING STRUCTURE WITH 2 MCU CAPACITY COLLECTION CHAMBER

N.B All dimensions are in cm unless stated otherwise

RURAL WATER SUPPLY AND ENVIRONMENTAL PROGRAMME IN AMHARA REGION	
DESIGN OF SPRING CAPPING STRUCTURE WITH 2 MCU CAPACITY COLLECTION CHAMBER	
DRAWN BY : YOHANNES MELAKU	DR. NO. SPD 001
	DATE 15/4/02



N.B. 1. The overflow pipe is to be installed a little bit below or equal to the spring eye level (in no case it must not be above the spring eye level).

2. When the soil around the spring is collapsable, a retaining wall made of masonry must be constructed to some height above the spring capping cover to retain the soil.

3. For easy enterance and exit to women, masonry steps needs to be constructed leading to the featching area (faucets location).

SECTION Z - Z

N.B All dimensions are in cm unless stated otherwise

RURAL WATER SUPPLY AND ENVIRONMENTAL PROGRAMME IN AMHARA REGION	
DESIGN OF SPRING CAPPING STRUCTURE WITH 2 MCU CAPACITY COLLECTION CHAMBER	
DRAWN BY : YOHANNES MELAKU	DR. NO. SPD 002
	DATE 15/4/02

ANNEX 7 WORKSHOP PRESENTATION

FCG

The Assignment

Part I: Mid-term Evaluation of COWASH Project
(Phase II ends in July 2016)

Part II: Planning the next phase of Finnish assistance to the WASH sector from 2016

Presentation Outline

- Progress and achievements
- Capacity building
- Construction
- Intersectoral coordination
- Challenges
- COWASH, CMP and OneWASH
- New perspectives

FCG

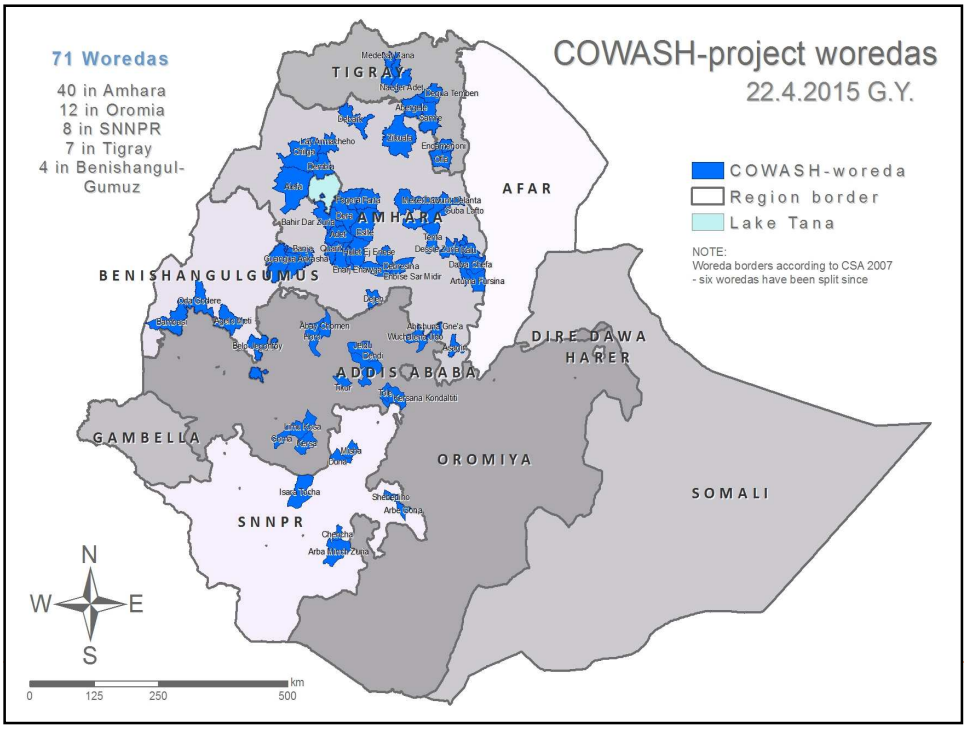
Progress and achievements

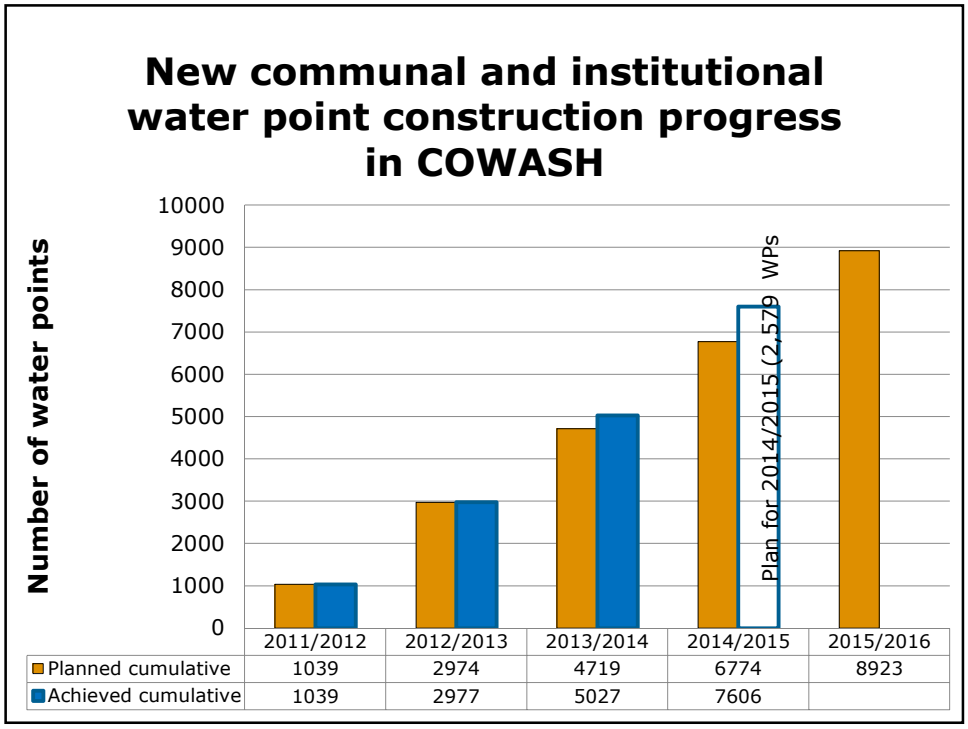
- Project area – 5 regions: Amhara, Tigray, SNNPR, Oromia, and BSG
- Amhara – 40 woredas, 4 174 water points
- Tigray – 7 woredas, 228 water schemes
- SNNPR – 8 woredas, 199 water schemes
- Oromia – 12 woredas, 497 water schemes
- BSG – 4 woredas, 9 water schemes (under constr.)

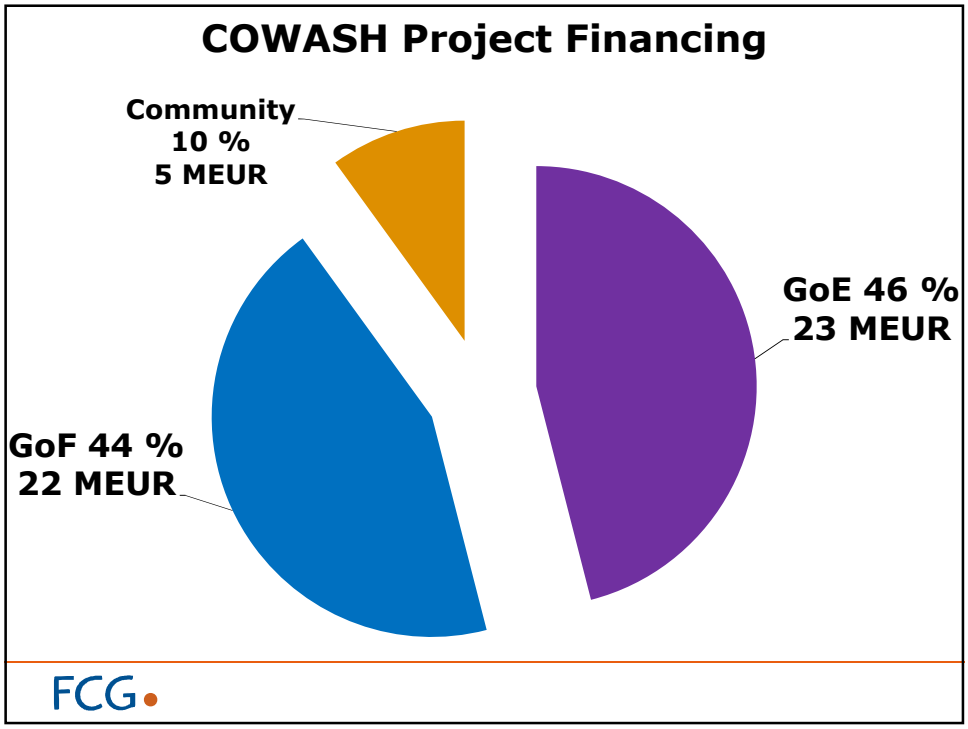
(WP figures by Dec 2014)

- Significant increase in coverage in the intervention woredas
- Succeeded in creating demand for the CMP approach
- Higher ownership and sustainability

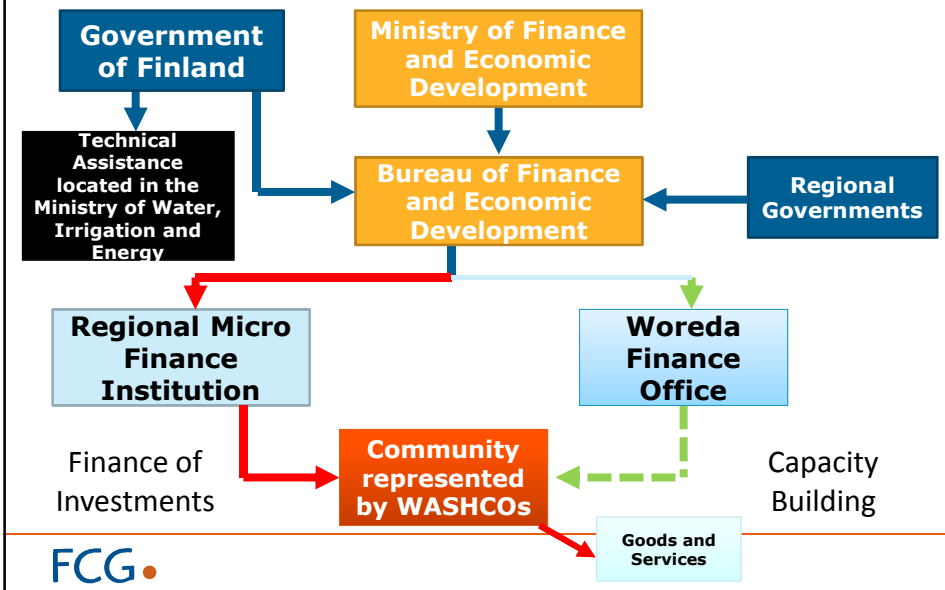
FCG




New communal and institutional water point construction progress in COWASH
Number of water points
10000
9000
8000
7000
6000
5000
4000
3000
2000
1000
0
Plan for 2014/2015 (2,579 WPs
2011/2012
2012/2013
2013/2014
2014/2015
2015/2016
Planned cumulative
1039
2974
4719
6774
8923
Achieved cumulative
1039
2977
5027
7606


COWASH Project Financing
Community
10 %
5 MEUR
GoE 46 %
23 MEUR
GoF 44 %
22 MEUR
FCG

COWASH Fund Flows



FCG

Capacity Building

- Regional Bureaus and Support Units
- Woreda WASH Teams, Technical Advisor
- Kebele WASH Teams
- WASHCOs
  - Caretakers, artisans
- Physical capacity building

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Construction

- Hand-dug wells, on-spot springs, small gravity pipe systems, shallow wells
- Latrines at schools and health posts
- Artisans contracted by WASHCOs

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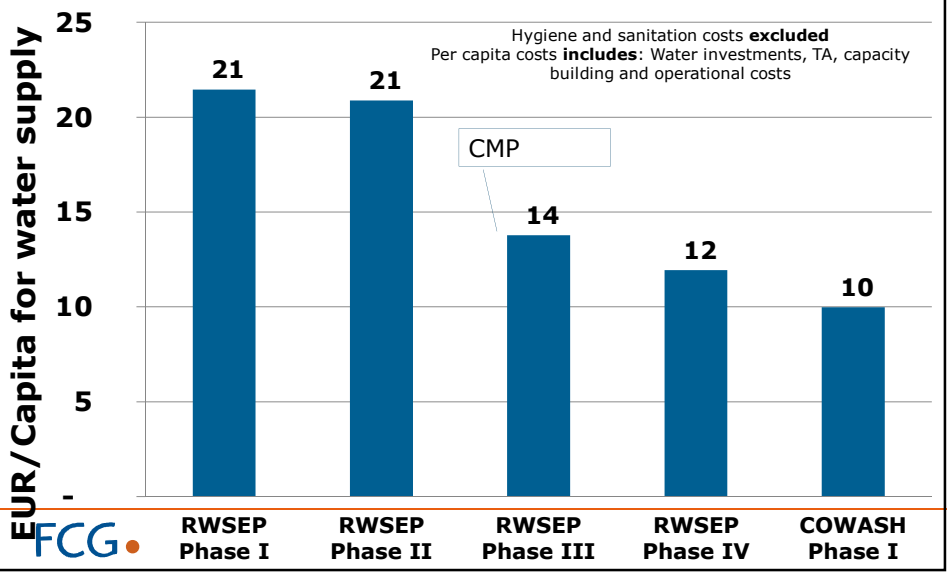
EURO per capita development (water supply) in Finland supported RWSEP and COWASH projects



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Intersectoral Coordination

- Four ministries, bureaus and offices: water, health, education and finance
- The effectiveness of coordination and commitment varies between and within ministries, regions and woredas
- Generally, coordination is relatively more effective with water sector and B/WOFED and less so with health and education sectors

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Challenges

- Intersectoral coordination/commitment
- Issue of equity – (spreading out)
- Delays in fund transfers and procurement
- Demand/applications from kebeles, schools and health facilities
- Harmonization at federal, regional and woreda levels
- Sanitation and Hygiene and sustainability of ODF
- Institutional WASH
- Water quality data
- High staff turnover & reshuffling
- OneWASH funds

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COWASH, CMP and OneWASH

- Since 2011, COWASH has promoted the community management approach (CMP) – CDF since 2003/4
- Time to test the CMP approach for higher technologies and independently from COWASH
- What role can the CMP approach play in WMP, and self-supply?
- Move from project to sector program approach

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New Directions

- Future support can be sector support, continued support in BSG, Tigray, SNNPR and Oromia and strategic technical assistance.
- In Amhara support to transition from project to programmatic support through GoE and CWA funds

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Questions for Discussion

- Strategic Technical Assistance? National/regional?

FCG

Questions for Discussion

- How can the CMP approach be used more broadly in the WASH sector in Ethiopia?
- How can future Finnish assistance best contribute to the future development and effectiveness of the WASH sector in Ethiopia?

FCG

ANNEX 8 DEBRIEFING NOTE

Mid-term Evaluation of the COWASH Project
Debriefing Note
Prepared for Embassy of Finland and
the Ministry for Foreign Affairs of Finland
May 12, 2015

Introduction

The Mid-term Evaluation mission of the COWASH Project took place in Ethiopia from 20 April to 8 May 2015. The Evaluation Team consisted of Dr. Charles Pendley, Team Leader, Ms. Pirkko Poutiainen, Ms. Yemarshet Yemane and Mr. Ilmari Saarilehto.

The Team held discussions with representatives of the Embassy of Finland, the Ministry of Water, Irrigation and Energy (MOWIE), the Ministry of Finance and Economic Development (MOFED) and the COWASH Federal Technical Assistance Team (FTAT) in Addis Ababa. The Team also visited all five regions where the COWASH project is being implemented, *viz*. Amhara, Benishangul Gumuz, Oromia, Southern Nations and Nationalities People's Region (SNNPR) and Tigray. The Team also met a number of development partners; *viz* the World Bank, the African Development Bank, DFID, JICA, USAID, UNICEF, Italian Cooperation, and SNV, who are also implementing WASH projects in Ethiopia.

During its visits to the regions, the Evaluation Team met representatives of the bureaus of water resources, finance and economic development, health, education and women and youth affairs, regional support units (RSUs), zonal woreda and kebele WASH teams, beneficiaries, and others. The Team also visited non-COWASH water points and schools in order to gain a fuller understanding of the water supply and sanitation situation in rural areas of Ethiopia. In Benishangul Gumuz, the Team also met and held discussions with representatives of the FinnWASH project.

In the following sections of this Debriefing Note, the Team presents its preliminary findings and recommendations of particular relevance to the Embassy of Finland and the Ministry for Foreign Affairs of Finland, for whom this Debriefing Note is prepared.

Performance

Findings

The COWASH Project and the CMP approach are widely known and appreciated at both national, regional, woreda and community levels. This has been due to active promotional activities and the commitment and performance of its staff at all levels. The CMP is recognized as an effective approach that maximizes participation, ownership and sustainability at community level. The CMP approach has been included as one of the implementation modalities in the OneWASH National Program (OWNP).

COWASH's performance is generally very good. Results in supporting improved water supply will be higher than expected in Amhara and Oromia but lower than the targets in Tigray, SNNPR and BSG. All stakeholders met were very satisfied with the CMP approach and the results it has achieved. There were suggestions for more direct support for investments or at least for operational costs and some demands from stakeholders at woreda, zone and regional levels for more support for higher technology (shallow and deep boreholes and piped systems) as well as for more focus on institutional WASH.

The institutional WASH situation is quite poor in all regions visited, and many schools and health posts do not have adequate water supply and/or proper latrines for boys and girls. The health and education sectors have a number of their own sectoral programs (The

Ministry of Education, for example, has 22 bilateral developmental programs and work with 939 NGOs and do not place much emphasis on WASH issues. Schools often collect money from parents for improving WASH facilities and also for the O&M of WASH facilities. Sanitation and hygiene is led by the health sector, and even in CMP woredas this is aligned with the sectoral development plan and is an integral part of the rural health extension program. In CMP woredas, however, there is additional support from COWASH to carry out sanitation and hygiene work by the woreda health office and the Health Extension Workers (HEWs).

There are ODF-declared kebeles, but the sustainability of ODF status is questionable in many places. In Tigray Region, the previous ODF communities visited a number of households had already gone back to not using a latrine as the temporary poorly constructed latrines had collapsed. In Amhara the situation was better, and the health sector (HEWs and health center/post staff) were more active in promotion. The actual use of latrine facilities was also an issue, and hand washing with soap is not yet widely practiced.

Recommendation

Water supply work should continue with the same approach, but with more emphasis on supporting institutional WASH. Institutional latrines fill up quickly so double or divided-pit latrines should be used.

In sanitation and hygiene (S&H), the Project could take a more strategic (e.g. to ensure that the Environmental Health and Sanitation Strategy which is being revised will be comprehensive and supportive of sustainable S&H) and active role further to CLTSH in supporting and capacitating the health sector at different levels for post-ODF follow-up and hygiene promotion. In addition while Community-led Total Sanitation and Hygiene (CLTSH) helps households to get on the bottom step of the sanitation ladder, sustainable use is linked to people upgrading their facilities.

It is therefore recommended to work in the supply chain for the sanitation ladder through the health sector, also at the federal level to ensure that they give due priority to these issues.

In discussions with GoE, the Embassy could also stress sanitation and hygiene issues as well as institutional WASH with the health and education sectors to promote further commitment and resources for this work. The Embassy could use the Finnish support in Education sector and especially in inclusive education as an entry point to discuss school WASH issues with the Ministry of Education as a key intervention to ensure especially adolescent girls retention in schools. For health sector the development partner coordination groups could be used as entry points to start discussions for further commitment and leadership from the Health sector for both community and health institution WASH improvement.

Effectiveness

Finding

CMP has been effective in increasing rural water and sanitation coverage targets through implementation of the CMP approach; in building local capacity for CMP implementation at woreda and WASHCO level for water point construction. There is increased GoE and regional budgets for implementing the CMP approach, and the CMP approach is recognized and included in OWNP.

There is still a need to increase commitment to and use of the CMP approach by sectoral ministries and regional bureaus. In Amhara, zonal support is well organized, but this is not

the case in other regions. In Amhara planned results will be surpassed, and the capacity of woredas to implement water points has been increased substantially from around 20-30 to around 60-80 per woreda per year. The construction period for water points is normally 3-4 months.

Most applications for support from communities are processed, and support is usually provided given within a year in Amhara and Oromia. In Tigray there was often a longer time from application to support. BSG and SNNPR have not been as effective in implementation. Due to the delayed release of funds there is a large backlog of applications in SNNPR, especially from schools and health institutions. There is, however large variation between CMP woredas in effectiveness. Procurement of vehicles for the RSU has been delayed in BSG and SNNPR, which has negatively affected the effectiveness of RSU staff.

The effectiveness of capacity building by COWASH is considered good by the stakeholders, but there is staff turnover and reshuffling at all levels of government. There is a constant need for retraining and refresher training. The RSUs are doing a lot of work including other works of the Bureau but not necessarily CMP – some of which could possibly be done by government staff.

The effectiveness of support from Embassy towards the FTAT and FTAT to RSUs was seen good and there was appropriate level of support still allowing the project and RSUs to work with enough flexibility. The RSU support towards the local government was effective but in especially Amhara there could be room for a more hands off approach to ensure that the institutional capacity and ownership of the regional, zonal and woreda governments for CMP implementation is built and they don't rely too much on the project support.

One issue raised is the level of DSA and other incentives that are lower in COWASH compared too many other donors and projects. The lower rates are said to lead to some level of missing the trainings when conducted at regional capital level where accommodation cost is high and also lack of commitment and in some cases selecting to participate for organizations/projects with higher compensation.

In some cases the budget disbursement from region to Woredas was delayed and had delayed the implementation. Often the woreda work plans are also delayed leading to delay in budget disbursement. In many regions there have been issues regarding reduced or no disbursement of the operational support funds to woredas reducing the effectiveness of implementation, monitoring and follow-up.

Recommendation

The current RSU support is quite strong and the local government does not work on CMP on their own at the moment and should be encouraged to do so. The project reporting requirements are strict and a strong RSU is needed to ensure timely reporting of all activities in each region. Especially in Amhara regional, zonal and woreda government agencies are strong enough to work with limited support and there should be shift towards a more programmatic approach allowing the local government to take the lead. In Tigray, SNNP and Oromia there is still a need for more promotion and capacity building and experience sharing within and between regions to convince local government on all aspects of CMP (including community procurement). COWASH has recently started work in BSG, and some activities have not properly started yet.

Capacity development for sanitation and hygiene (S&H) promotion in the water, health and education sector as well as for WASHCOs and communities should be systematic and well planned to ensure effective and sustainable S&H promotion. Issues to be considered are further training in training methodology and incentives for trainers (regional and woreda officials) in line with MOFED guidelines (see below) to ensure the quality of

training and the commitment of trainers. Also an inventory of capable trainers should be kept at regional level.

Copies of training materials and other supportive materials could be provided to WASHCOs to ensure that they can also self-refresh the issues learned.

MOFED is working on harmonizing per diems and incentives – this work should be followed up and harmonized rates implemented. There should be clear directions from the central level Steering Committee for regions to transfer the investment as well as operational support funds to woredas in a timely manner to facilitate efficient and effective project implementation, follow-up and monitoring.

Efficiency

Finding

COWASH is implementing water points efficiently at considerably lower cost per water point than many other modalities working in the same areas (about one-third of the cost in Amhara and Oromiya). Community procurement, supervision and high level of participation are seen to improve efficiency and reduce the cost of construction per water point as well as effectiveness. The project is leveraging GoE funds at all levels especially for investment costs.

The RSUs are generally well resourced with the exception of BSG, but there is a very different need for support in different regions.

In Amhara the RSU is relatively big but there are 40 woredas to support – so still there is limited support per woreda. On the other hand the WASHCO, woreda, zone and region capacity and understanding of CMP is at a high level and there might be scope for scaling down the project support and relying more on the government structures.

In Tigray, implementation started three years ago. While the CMP approach is appreciated, regional bureaus and woredas believe that communities do not have capacity for procurement. Most procurement for works is done by the woreda or region (for higher technology schemes) on behalf of the WASHCO. The WASHCO delegates procurement upwards. The woreda and regional governments are implementing, and the practice is acceptable in some cases, but seems to be more the norm than the exception in Tigray.

In some cases the community did not know the whole cost of the scheme, so there was not full participation in the process. Promotion, experience sharing (from Amhara) and capacity development of both local government and communities is still needed in Tigray to ensure full CMP implementation including community procurement.

In SNNP regional and woreda capacity building is delayed due to lack of vehicles and delayed disbursement of money from regional level. In SNNPR the matching fund comes not only from the region but the major share for implementation comes from zonal and woreda levels. Despite woreda technical advisors recruited by the project to provide technical support for CMP implementing woredas, still progress in implementation is less in SNNPR. Accessibility and lack of artisans and construction material were also reported as causes of delay.

Further to the delay caused in start-up due to the National Nations and Nationalities Day celebration that took place in Assossa and delay in the regional financial proclamation, implementation efficiency in BSG is not yet good due to lack of transport and as training was delayed when the implementation started.

Recommendation

Water point construction efficiency is generally high, except in BSG and SNNPR.
The RSU and their support varies by regions and there are different needs:

1. In Amhara – the CMP is known and strongly implemented. The main support could be specific capacity development (technical, S&H, WSP etc.) and monitoring and TA only when specifically needed.
2. In Tigray, SNNP, Oromiya and BSG – more capacity development and experience sharing between communities and local government is needed for CMP internalization. Specific attention should also be given to financial management (disbursement processes) and S&H as there seems to be very high proportions of ODF households going back to not having latrines and hand washing practice seems close to non-existent.

Cross-cutting themes

Finding

Gender awareness is being promoted in COWASH through support to the Directorate of Women and Youth Affairs in MOWIE and the women's development office at different levels, women members in the WASHCOs and training given to women. There are from 43-60% women members in WASHCOs and some female chairpersons. The women are strongly involved in the project from planning to O&M. In many WASHCOs the financial matters are handled by women**,** and they also visit the MFIs related to these matters.

Technical training is also given to women**,** and there are female caretakers and also artisans – in Amhara about 28% (253 out of 909) of the artisans are women.

Climate – considered in Water Safety Plans (WSPs) are being piloted now in Amhara. Comprehensive approach to watershed and surrounding environment protection, water quality from watershed to consumption, sanitation, etc are included in the WSP. WSPs will also be supported by OWNP, so there is a chance that they will be scaled up.

Among environmental issues to be considered are ensuring that a surface runoff ditch upstream of spring capping structures is built and proper drainage around the water points – both for overflow and the excess water from the taps.

Recommendation

Water Safety Plans are a comprehensive approach that should be promoted, but the time and effort should not divert attention from other implementation work, especially in the newer regions.

The overflow from spring boxes or collection chambers should be either drained properly to avoid erosion and muddy areas around the WP or ideally be used for productive purposes such as for cattle trough like is done in some WPs or for small scale irrigation, etc.

Sustainability

Finding

Studies show that CDF/CMP implemented schemes are highly sustainable in comparison to other approaches. Stakeholders met felt that ownership and commitment of the community and WASHCO for the supervision of construction quality and for O&M and protection of the scheme – in some cases guards are paid to safeguard the water point

and fencing is done properly – are the reasons for the higher sustainability and functionality of the schemes. However, it must also be added that a large number of water supply schemes are relatively new and can therefore not be expected to break down as frequently as older schemes.

At present, there is no clear system for supporting communities for O&M of completed water schemes and no organized spare parts supply, but there are some systems being tested:

- The Tigray regional Water Bureau has started a system where they (with piloting support by SNV) train technical O&M persons at kebele level (TVET graduates) who can support WASHCOs. There is a further support team at woreda, zone and regional levels in the bureau offices for larger repairs. Additionally, the regional bureau has a fund for spare parts and is establishing a spare parts supply system where a regional revolving fund office procures spare parts in bulk. Spare parts shops are established in each woreda that can supply spare parts at a reasonable price. Through this system the Water Bureau has reduced non-functionality from 6.3% to 3.1% in 9 months.
- In Amhara Region a spare parts supply and demand study is being conducted.
- A draft O&M Strategic Framework has been prepared by COWASH and presented at a national level workshop in April 2015.
- The FinnWASH Project has supported the establishment of spare parts stores in five woredas in the Metekel zone in Benishangul Gumuz.
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The sustainability of sanitation and hygiene results and impacts is lower. Some households in previously declared ODF areas are returning to not having a toilet. In Amhara health workers were more active, and there was more real coverage than in communities in Tigray. There is some follow up and re-checking ODF status, but this needs to be strengthened. In Tigray a system involving stages of ODF has been conceived targeting further improvement of latrines, but not much was seen in practice.

Institutional sustainability is a more difficult to ensure and measure. In Amhara capacity has been developed, and local government knows and appreciates the CMP approach very well. In Amhara CMP implementation might continue with minimal support, but they still rely on RSU support for monitoring, supervision and reporting.

In the other regions the regional, zonal and woreda governments still rely on the RSUs for CMP implementation and it is not certain whether they would be able (or willing) to continue implementation without support.

Legalization of WASHCOs is an issue that would enhance institutional sustainability in the sector. There have been some steps towards legalization in some regions (Amhara, BSG, and SNNP) but at the federal level this is not agreed. MOWIE sees it as an important issue for the sector, but it is presently not supported by MOFED. Regions have considerable autonomy, so they can work on this issue independently.

The sustainability and scaling up of the CMP approach comes with ownership and ownership comes with participation. If awareness and acceptance of the CMP approach at federal, regional and woreda level is present, the CMP approach can continue as an implementation modality.

Recommendation

The approach is good in producing sustainable water schemes and should be continued and scaled up by other agencies and government using their own organizations and

resources. Even more emphasis can be given to O&M training to WASHCOs and post-construction follow-up support.

A systematic approach to O&M support and spare parts supply chain should be developed and implemented with proper flexibility for regional variation (The O&M Strategic Framework that has been developed should provide guidance in this and should be coordinated with the work of SNV, WaterAid and others) in the sector based on supply and supply studies and considering the approaches already tested in Tigray.

Post ODF-support and constant follow up S&H is needed to ensure the sustainability of sanitation and hygiene results. Systems are developed by the health sector, but there are still gaps in effective implementation as health extension workers have many duties (they have a 16 point S&H package that includes everything but practically cannot focus enough on these issues as there are many other health issues to cover.)

For improved institutional sustainability even more responsibility should be given to woreda, zone and regional government in supporting project implementation with the RSU and FTAT taking a more clearly advisory role with less involvement in reporting and supervision and less direct support in conducting activities.

The issue of WASHCO legalization may be more easily addressed at regional level than federally. There should also be linkage of water user associations and WASHCOs and reducing establishing parallel committees where this is possible.

Impact

Finding

Water collection times have been reduced in the project areas, and this has given especially women more free time to engage in more productive activities.

Health impacts are more difficult to attribute to the project alone, but it is generally accepted that improved water supply and sanitation have reduced sickness and health-related costs in communities.

Capacity of communities, local technicians and government at different levels has improved, especially in areas where the Project has worked for a long time (Amhara). According to the training impact assessment (2014), capacity has been developed, especially at woreda level, while there are gaps at regional and WASHCO levels.

Sanitation and hygiene is promotion is the responsibility of the health sector. While initial results in ODF status and reported latrine coverage are good, the actual use of toilets, sustainability of ODF status and promotion of hand-WASHing with soap still need to be studied.

Recommendation

The health impacts of the project should be studied properly. More support to Hygiene and Sanitation could be given to ensure proper results and impact of these health sector-led activities.

Systematic training of trainers in training methodologies, management of training and follow-up could improve the effectiveness of the training. Water caretakers could be trained for a cluster of WPs to ensure that they have work and can be compensated to keep up their skills and motivation.

Project Management and Organization

Finding

COWASH management is generally effective as the results show. But possibly there could be more clarity on the roles of the project staff (advisory only) and the local government staff. There could be overlap and duplication of duties between RSU and government staff. COWASH was perceived to be process-oriented which was seen as both good (improving accountability and ownership though clear processes) and bad (cumbersome and sometimes time consuming – in some woredas there were complaints about late budget disbursements).

Regional and woreda governments were also asking for more vehicles, motorbikes or other material support.

Data collection in COWASH is done in line with the National WASH Inventory data definitions. The water point mapping component has been supported to improve the effectiveness of data collection and to support woreda level planning. Issues with data collection are related to receiving data late or only partially from woredas, as well as lack of clarity on whether the other sectors data should be reported. It is a matter of concern that there is as yet no clear institutional home for such mapping data in the sector, even though the GIS unit at MOWIE has been involved to some degree.

Recommendation

Data collection and water point mapping should continue to be coordinated and linked with the planned updating of the National WASH Inventory and with the work of the M&E support consultants currently working with OWNP in the MOWIE. The water point mapping component should also be aligned with what is planned in NWI and should not be an additional burden for woredas, since a little over a year of current project remains.

FinnWASH

Finding

The FinnWASH Project in Benishangul Gumuz is scheduled to end in October 2015. The project has made significant achievements in increasing water supply and sanitation coverage and strengthening institutional and community management arrangements in the project area since its inception in 2009.

There is a need to build more capacity for piped scheme management, finalization of water safety plan implementation for Ali Springs piped scheme that is supplying water for the entire woreda, and building the management capacity of the WASHCOs and the water users association. After October 2015 it is estimated that there will be a remaining technical assistance budget of around €50,000 and investment funds of 8-10 million ETB that has already been transferred to the five FinnWASH woredas in Metekel Zone. There is a need for limited technical support, particularly for Ali Spring piped scheme and for completing other commitments left over for the Ethiopian Fiscal Year 2008 (2015/2016).

Decisions regarding detailed arrangements for the closing will be made at a Board Meeting to be held in June 2015.

Recommendation

The FinnWASH BG project is ending**,** so a full Technical and Financial Completion Report is to be prepared by October 2015. No further commitments to additional physical

implementation activities should be started by the project in the Ethiopian FY 2008. All data and mapping files should be transferred to COWASH for safekeeping. The FinnWASH website should be maintained and linked to the existing CMP website.

Preliminary discussions with the FinnWASH and COWASH teams indicate that there are at least 2 options to complete the remaining activities and use the investment funds transferred to the region and woredas (there will be leftover funds from FY 2007).

- After October 2015, the COWASH project will take over and manage/supervise the remaining FinnWASH activities for the Ethiopian Fiscal Year 2008 (2015/2016) under their umbrella. The remaining TA budget will be used to retain the services of 2 FinnWASH staff members until July 2016 and provide technical and managerial support services to ensure smooth implementation and operation of the remaining activities and proper physical and financial reporting.
- The remaining activities will be handled by the region and woredas – with only reporting to COWASH. The remaining TA budget will be left unused. This option will reduce the effectiveness of implementation and reporting. Possibly the activities will not be completed in 2015/2016.

Coordination/Harmonization/Alignment/SWAp

Finding

Realizing the full impact of the COWASH Project requires effective coordination and resource mobilization between four sectors: water, health, education and finance and economic development. The effectiveness of this coordination varies over time, at federal level and within regions and woredas. Such coordination is usually easier at woreda level, where all sectors are under one Administrator. At federal and regional levels, achieving and maintaining such coordination is often problematic since federal ministries and regional bureaus are at the same level with no clear mandates or authority to coordinate or collaborate. An MOU has been signed between the four ministries at federal level and the four bureaus at regional level, but so far these MOUs have lacked effective follow-up and commitment from the signatories. Regional coordination is found to be stronger in Tigray, Amhara and Benishangul Gumuz and weaker in SNNPR. Cross-sectoral coordination with education and health sectors is still problematic and the real effectiveness of the coordination seems to depend on having interested individuals (in woreda and regional levels).

Resources committed to implementation of the COWASH Project by the health and education ministries and bureaus are insufficient to ensure effective commitment to the COWASH Project. Also, focal persons do not have the authority to make decisions on behalf of their ministries or bureaus and are known to change from time to time due to high staff turnover.

Inter-sectoral coordination is somewhat improved in the OWNP, since this is a larger program that is owned and actively promoted by GoE. There is high-level commitment from GoE and a number of donors, and a larger amount of resources are channelled through the health and education ministries and bureaus. Ministries and bureaus also have a number of other steering committees, task forces and working groups that require time and often consist of the same people.

Recommendation

It is questionable if COWASH should devote a large amount of the remaining time and effort on trying to improve coordination. If Finland contributes to OWNP through the CWA, OWNPs coordination arrangements will also apply to future Finnish assistance to the WASH

sector, which are expected to be more effective due to the increased leverage the CWA partners will have.

Coordination and harmonization within the water sector and among the related sectors should be further strengthened, and the sectors should take clear responsibility for their areas related to WASH. Cross-sectoral coordination platforms and Steering Committees at different levels should be further strengthened and formalized with decisions from the GoE sectors. The structures are getting there (Regional WASH Steering Committees, and Zone and Woreda WASH teams with participation of the health, education, fiancé and sometimes women development and agriculture also) but need to be strengthened and activated.

Finding

To a large extent, the FTAT and RSUs exist as separate and parallel project structures in relation to the ministries and bureaus they support. FTAT and RSU staff typically do not contain health and education specialists, which limits the relevant interaction they can have with health and education authorities.

Recommendation

FTAT and RSU staff should be assigned designated counterparts in the relevant ministries and bureaus that they work with.

For example, communications activities and products should be implemented and issued jointly with the PR and communications unit in MOWIE.

Finding

Currently COWASH is seen by some sector partners as being a well-resourced island amidst a sea of poorly resourced government agencies. In some respects, COWASH as a project is far ahead of the rest of the WASH sector's current state of development, a condition which actually hinders mainstreaming, replicating and scaling up COWASH's achievements and the CMP approach.

Recommendation

During the next 14 months up to July 2016, COWASH should through a dialog with government and other partners, identify ways and means to mainstream and scale up application of the CMP approach in other woredas in the same five regions at a level and with resources that can be provided from other resources available to the regions and woredas. This also means finding ways to incorporate the positive features of the CMP approach in WMP and self-supply modalities.

Finding

Sector coordination has improved over the last years culminating in the development of the OWNP but now as the CWA has started it seems that the donors supporting the CWA are doing their own coordination while overall coordination has been less active. The Multi-sector forum was not held in 2014, but the CWA group had their own review.

The CWA at federal level is fully sectoral budget support=– donor's funds are channelled through the MOFED Channel 1 Coordination Unit, and there is no earmarking possible. Funds are channelled to regions and then to the woreda finance office which is the lowest level to which funds can be channelled according to MOFED. CWA support is thus for woreda managed approach only (though some self-supply projects are supported by

woredas with the funds.) In practice some more flexibility does exist at regional and woreda levels.

CWA is currently supported by the World Bank, the African Development Bank, DIFID and UNICEF with a smaller contribution. JICA, USAID and others will not put money into CWA as it will not be possible to get proper information on the use of their money. Current rules do not allow funds to be earmarked for specific areas or approaches and CMP implementation through CWA seems to be impossible at present. The regions are quite independent, so some flexibility in channelling and use of funds can be exercised at lower levels.

There will be CWA reviews and financial management system of MOFED Channel 1 is used but only as a totality of CWA funds, and it is not possible to track the actual use of funds from a certain donor.

Other

Finding

In some locations visited, it was noted that new water points are being constructed near existing water points that are either already functioning or in disrepair. This will not improve coverage, but will only provide an increased level of service/choice for those already having access.

Recommendation

New water points should not be sited within 500 meters of existing water points. In preparing work plans for FY 2016, more emphasis should be placed on rehabilitation and repair of existing water points where they exist.

Finding

Running costs for vehicles and operating costs for equipment provided by COWASH to regional bureaus and woreda offices are presently at least partly or wholly covered by the Project in Beni Shangul Gumuz.

Recommendation

From FY 2016, these expenses should be budgeted for in the bureaus' and woredas' own budgets.

Finding

High fluoride concentrations in groundwater above 1.5 mg/l have been found in the Rift Valley zones and adjacent escarpments in SNNPR and Oromia regions. Areas with particular risks have been identified and mapped. At least three woredas in SNNPR and Oromia regions where the COWASH project has been operating have been identified as areas with high fluoride concentrations.

Recommendation

The project should test shallow and hand dug wells located in or near areas shown to have high fluoride concentrations to determine if there is a risk from high fluoride concentrations. This activity could be carried out in collaboration with the JICA water chemist at the SNNRP Water Resources Bureau in Hawassa, SNNPR.

Finding

The Multi-stakeholder Forum, an annual WASH sector review which includes all key stakeholders and NGOs, was not held in 2014.

Recommendation

The Embassy of Finland should stress the importance to other sector stakeholders that a Multi-stakeholder Forum be held by November 2015.