

**United States Agency
for International Development**

**USAID WASH Sector Status
and Trends Framework**

Desk Review: Ethiopia



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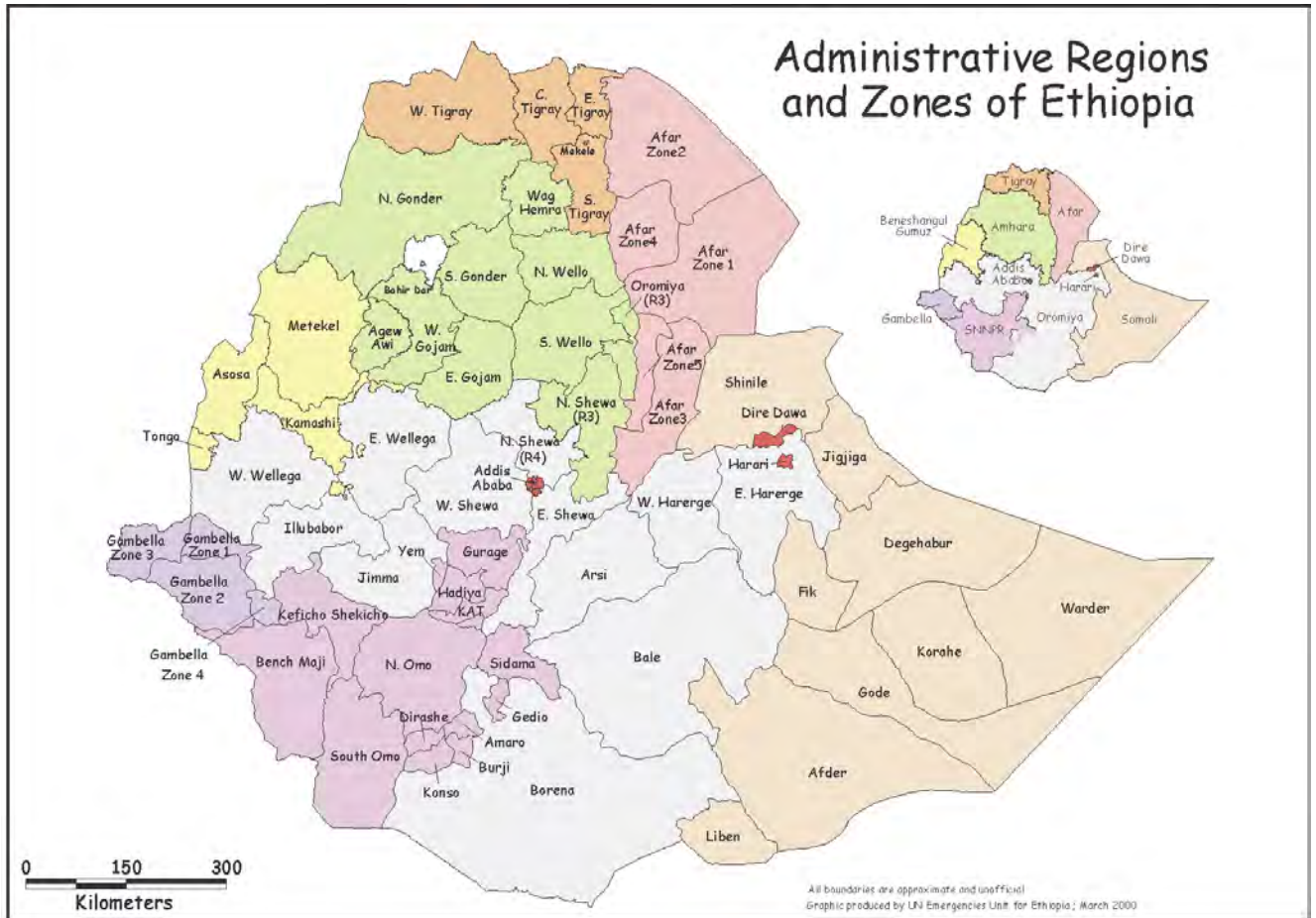
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Acronym

AfDB	African Development Bank
AMCOW	African Ministers Council on Water
BoFED	Bureau of Finance and Economic Development
CLTS	Community-led Total Sanitation
CMP	community management project
CCRDA	Consortium of Christian Relief and Development Associations
CSO	civil society organization
CWA	consolidated WASH account
DAG	Development Assistance Group
DFID	UK Department for International Development
DHS	Demographic and Health Survey
DWA	Dutch WASH Alliance
EU	European Union
FLAWS	Forum for Learning on Water and Sanitation
GDP	Gross Domestic Product
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
HEW	Health Extension Worker
HEP	Health Extension program
HSDP	Health Sector Development Plan
JICA	Japan International Cooperation Agency
JMP	Joint Monitoring Programme
JTR	joint technical reviews
MDG	Millennium Development Goal
MoE	Ministry of Education
M&E	Monitoring and Evaluation
MoFED	Ministry of Finance and Economic Development
MoH	Ministry of Health
MOU	Memorandum of Understanding
MoWE	Ministry of Water and Energy (prior to 2013)
MoWIE	Ministry of Water Irrigation and Energy (2013-present)
MSF	Multi-stakeholder Forum
MWA	Millennium Water Alliance
NGO	Non-governmental organization
NHSTF	National Hygiene and Sanitation Task Force
NWCO	National WASH Coordinating Office
NWI	National WASH Inventory
NWSC	National WASH Steering Committee
NWTT	National Water Technical Team
ODF	Open Defecation Free

OWNP	One WASH National Program
RWSC	Regional WASH Steering Committee
SAP	Strategic Action Plan
SM	Sanitation Marketing
SNNPR	Southern nations and Nationality
TVETC	Technical and Vocational Education Training Centre
UAP	Universal Access Programmed
UNICEF	United Nations Children’s Fund
USAID	US Agency for International Development
USD	United States Dollar
WASH	water, sanitation, and hygiene
WASHCO	water, sanitation, and hygiene committee
WEM	WASH Ethiopia Movement
WHO	World Health Organization
WIF	WASH Implementation Framework
WoFED	Woreda Office of Finance and Economic Development
WTWG	Water Technical Working Group
ZoFED	Zonal Office of Finance and Economic Development

Map of Ethiopia



1.0 Introduction

This Desk Review is submitted as part of the Sector Landscaping Assessment (Task 1) of USAID's Water IQC II Quick Response Task Order.

2.0 Objectives

The objectives of the Desk Review:

- To document current conditions in Ethiopia's water, sanitation, and hygiene (WASH) sector to inform future USAID programming decisions; and
- To identify gaps in knowledge and weaknesses in the WASH sector. This information can be subsequently used by USAID to identify areas for further investigation under Task 1 of the Sector Trends contract. The outputs of these future investigations will be used to inform USAID Ethiopia Missions strategies

The primary audience of this Desk Review is USAID/Ethiopia Mission. This desk review represents the first step in the overall Sector Assessment which is produced for the Mission, USAID Washington's Water Office, and the Global Water Coordinator in USAID Washington's Economic Growth, Education, and Environment Bureau. The final report will also be shared with USAID's Global Health/Environmental Health Team and Water Advisors for Regional Bureaus, current and future project implementers, and other WASH stakeholders in Ethiopia as guided by the Mission.

3.0 WASH Sector Overview

Ethiopia has made significant progress towards the Millennium Development Goal (MDG) targets for access to and use of water from improved sources. The latest figures from the Joint Monitoring Program estimated coverage to improved water sources to be 49% (WHO/UNICEF, 2013), however the Ministry of Water and Energy (MoWE) cites a higher figure of 52%. The MoWE figure is based upon the National WASH Inventory which uses a different methodological approach, definitions for improved sources, and incorporates data from different sources (Butterworth et al., 2013). Regardless of which estimate is used, it is likely that the target of 57% coverage will be reached by 2015. Although there has been clear progress in overall coverage, there are still large inequalities throughout the country. Table 1 shows the coverage figures from both the JMP and MoWE, disaggregated by rural and urban areas.

Ethiopia is one of the least urbanized countries in the world with 83% of the population living in rural areas where access to public services is considerably lower than in urban areas. Although 56% of the overall population requires more than 30 minutes round trip to obtain drinking water (DHS, 2011), according to JMP figures, less than one percent of the population in rural areas accesses water through piped schemes with household connections (WHO/UNICEF, 2013). Functioning WASH services are not only more likely to be located in urban areas but also more likely to be found in the more developed regions (MoWE, 2013). Emerging regions and regions with large populations of pastoralist and ethnic minority populations (e.g. Afar, Somali, Gambella, Benshangul-Gumuz and parts of Oromia and SNNPR) have significantly lower

WASH coverage. In addition, there are issues of seasonality of access and equity of access with vulnerable groups having greatest challenges to access (e.g. women, elderly, disabled, HIV) (MoWE, 2013).

Table 1 Use of drinking water sources in Ethiopia expressed as a percent. Data is presented from the Joint Monitoring Program (WHO/UNICEF, 2013) and from the National WASH Inventory conducted by the Government of Ethiopia (MoWE, 2012). The MDG target is to have 57% coverage and the Growth and Transformation Plan (GTP) target is to have 98.5% coverage, both by the year 2015. This corresponds to the values seen in the “Total Improved (%)” columns, row for “Overall”.

Area	Population (%)	National WASH Inventory	Joint Monitoring Program Estimates (WHO/UNICEF, 2013)				
			Improved Sources			Unimproved Sources	
		Total Improved (%)	Total Improved (%)	Piped on Premises (%)	Other Improved (%)	Total Unimproved (%)	Surface Water (%)
Rural	83	49	39	1	38	41	20
Urban	17	75	97	49	48	3	0
Overall	100	52	49	9	40	34	17

Water quality studies conducted by the WHO have concluded that access to safe drinking water is considerably lower than the JMP figures presented in Table 1 might suggest. A Rapid Assessment of Drinking Water Quality (RADWQ) study found that only 68% of water samples taken from improved water sources in Ethiopia met the national water quality standards. Compliance varied significantly by technology. Utility piped supplies had the highest number of compliant samples (80%) followed by boreholes (66%), protected dug wells (55%), and protected springs (44%) (Tadesse et al., 2010).

The RADWQ study identified microbial contamination as the principal water quality concern and nationwide studies have shown that less than 10% of Ethiopian’s treat their drinking water prior to consumption (DHS, 2011). The same study found that over 70% of households visited had unsanitary water storage containers, used the water storage container for other activities (e.g. bathing, washing), and did not control animals from accessing these containers (DHS, 2011). In addition to microbial contamination, chemical contamination, particularly fluoride, poses a threat to public health. The main geographic areas affected by excessive fluoride concentrations in drinking-water were the East Shewa Zone and some areas in the Somali Region. (Tadesse et al., 2010). Considering the impacts of chemical and microbial water quality found in the RADWQ study, the WHO estimates that the JMP figure for overall access to safe drinking water should be reduced by approximately 11% (Tadesse et al., 2010).

Water quality is exacerbated by the low coverage to improved sanitation throughout the country. Table 2 provides a summary of the current access to improved sanitation. Although the percent of population practicing open defecation has declined from 93% in 1990 to 45% in 2011 (WHO/UNICEF, 2013) there still is a high risk to water source contamination and also human health through this practice. Sanitary inspections conducted as part of the RADWQ found that one fifth of the 1,815 water supplies in the study were at high risk for contamination (Tadesse et al., 2010). The risk was highest for lower service level technologies; protected springs had a 47% risk of contamination verses utility pipe supplies with only a 6.7% risk.

The National WASH Inventory statistics for sanitation coverage value significantly from those of the JMP. This has to do with the criteria used to define improved sanitation facilities. According to the statistics for

overall coverage, the MDG target will be achieved. However, the target established by the GoE under the Growth and Transformation Plan is for universal coverage. Under the Sanitation Strategic Action Plan (SAP) the GoE would like to achieve 82% ODF, 84% overall access to improved sanitation by 2015.

Table 2 Use of sanitation facilities in Ethiopia, expressed as a percentage (WHO/UNICEF, 2013).The 2015 MDG target is to have 63% of the population using an improved sanitation facility, while the Government of Ethiopia has a stated target of 84% (i.e. the “Total Improved (%)” columns, row for “Overall”)

Area	Population (%)	National WASH Inventory	Joint Monitoring Program Estimates (WHO/UNICEF, 2013)			
			Total Improved (%)	Unimproved		
		Shared (%)		Unimproved (%)	Open Defecation (%)	
Rural	83	60%	19	6	22	53
Urban	17	80%	27	42	23	8
Overall	100	63%	21	12	22	45

Diarrheal disease burden in Ethiopia is high (10.9% DALYs) (WHO, 2013). Handwashing with soap is an important prevention mechanism, however in Ethiopia handwashing rates are low. A study done under the Universal Access Program (UAP) found that only 20% of the population practices handwashing with soap or ashes (UAP, 2013). A knowledge, attitudes, and practice study in rural schools showed that most students have adequate knowledge of proper hygiene (52%) and understand the importance of handwashing after defecating (77%), however only 15% of students actually WASH their hands after defecating and of those, few use soap when washing (36%) (Vivas, 2010). Even amongst the health care industry handwashing practices are very poor. A study in hospitals found that only 17% of primary care givers wash their hands with soap after defecation (Federal Ministry of Health Ethiopia 2011a, 2011b). These statistics show that there are significant gains to be made with regard to hygiene practices. The current hygiene target under the Sanitation Action Plan is to achieve 77% of the population practicing handwashing with soap at the critical times and 77% of the population practices household water treatment and safe storage.

3.1 Reform

WASH sector reform began in the early 1990s and has occurred in two general phases. In the first phase the institutional arrangements for basic service provision was deconcentrated to Regional Water Bureaus (RWB) and in 1995, a Ministry of Water Resources was established and charged with policy, coordination, and regulatory functions. The second reform phase, which began in the early 2000s, included the delegation of responsibility for basic service delivery to the *woreda* government through *Woreda* Water Desks which did the investment planning, monitoring, and technical assistance to service providers. Under this arrangement the RWB primarily provided technical support. In urban areas, autonomous utilities were established and in 2003 a National Water Supply and Sanitation Plan was created. Following engagement with international donors, in 2005 the Ethiopian government developed an ambitious plan for universal access to water and sanitation. This plan was modified in 2008 to focus on low-cost technologies and self-supply. In 2010, the GoE enacted a Growth and Transformation Plan (GTP) which included targets of 98.5% water supply and 84% improved sanitation access coverage by the end of year 2015. This requires reaching

an estimated 18 million rural people between 2011-2015 through almost 94,000 new schemes, and almost 58,600 rehabilitated schemes (MoWE, 2011a).

These decentralization processes have been accompanied by a slow shift of sector financial management responsibilities to the ministry and regional bureaus of finance and economic development. This shift has culminated with the efforts to coordinate donor programs under one cross sector national WASH program. This sector wide approach, called the “One WASH Program” incorporates a single systems for planning, budgeting, financial management, and procurement as well as one system for monitoring and evaluation and one nation-wide system for reporting. The One WASH Program, which will be rolled out the summer of 2014, is described in greater detail in Section 4. For a list of the key documents for the Ethiopian WASH sector, including policies, strategies, standards and norms, etc. see Annex A. The following section describes the existing institutional framework of the Ethiopian WASH Sector.

3.2 Institutional Framework

Responsibility for WASH services is currently shared across a number of ministries with the Ministry of Water, Irrigation and Energy (MoWIE)¹ leading on water supply and the Ministry of Health (MoH) leading on sanitation and hygiene. There is a signed memorandum of understanding (MOU) between the MoWIE, MoH, Ministry of Education (MoE), the Ministry of Finance and Economic Development (MoFED). The roles and responsibilities of each ministry as outlined in this MOU are listed in Table 3

Table 3 Ethiopian Institutions and Roles under the WASH Memorandum of Understanding signed in 2005. (Table from Ludi, et al., 2013).

Ministry	Role and Responsibilities
Ministry of Water, Irrigation and Energy (MoWIE)	<ul style="list-style-type: none"> • Provision of safe and adequate water for human consumption and domestic use for communities and institutions (e.g. schools, clinics). • Water quality monitoring • Training of water committees, teachers, other management associations
Ministry of Health (MoH)	<ul style="list-style-type: none"> • Provision of water and sanitation facilities in health institutions • Monitoring water quality for consumption before and after scheme commissioning • Support and supervision of Regional Health Bureaus • Support establishment of ‘Health clubs’ in health institutions to promote hygiene and sanitation in the health Institutions
Ministry of Education (MoE)	<ul style="list-style-type: none"> • Water and sanitation provision in schools • Support establishment of WASH clubs in schools • Ensure appropriate WASH curriculum in schools • WASH training for teachers and parent teacher associations • Mobilize school communities to promote hygiene and sanitation
Ministry of Finance and Economic Development (MoFED)	<ul style="list-style-type: none"> • Communicate with WASH sector ministries on the funding programs • Provide updates and ensure timely fund disbursement and settlement • Ensure funding transfers to regions are based on action plans approved by the National WASH Steering committee • Ensure financial reporting from <i>woredas</i> and regions disaggregated for each WASH sub-sector
WASH Development Assistance Group (DAG) ²	<ul style="list-style-type: none"> • Provide representatives to the National WASH Steering and Technical Committees • Organize and participate in the WASH Multi-stakeholder Fora, Joint Sector Review, and other WASH Fora.

¹Formally the Ministry of Water and Energy, the name was changed in late 2013.

² DAG Water Technical Working Group (WTWG) will be part of the upcoming Water sector Working group (WSWG), which is expected to be fully established and functional around June 2014.

	<ul style="list-style-type: none"> • Raise financial, technical, and material support to meet the MDG and GTP targets • Works for the coordination and harmonization of the donor support for the GoE in the water sector.
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Overall, the MoWIE is in charge of policies regarding water provision and the MoH is in charge of policies related to sanitation and hygiene promotion. These policies are enacted with oversight of the Hygiene and Sanitation Task forces which operate at a regional level. These task forces include representative of the MoWIE, MoH, MoE, UNICEF, WHO, WSP and various NGOs. The MoH has adopted a Sanitation and Hygiene Promotion Strategy for reaching the 2015 targets established under the GTP. The MoWIE has de facto responsibility of sewers in urban, while the promotion of on-site sanitation is the responsibility of the MoH. The Sanitation and Hygiene Promotion Strategy has re-focused government resources on the promotion of pro-poor, low-cost practices.

The roles and responsibilities of the Ministries have been further modified under the new One WASH Program. For example the Development Assistance Groups (DAG) described in Table 3 have been replaced with the Water Sector Working Groups. Section 4 describes in detail the changes that are occurring under the ONE WASH.

3.3 Finance

Ethiopia is one of the largest recipients of overall development assistance in sub-Saharan Africa, however the amount of programmable aid per capita USD 32 is lower than the sub-Saharan Africa average of USD 40 (DAG, 2013). In 2012 Ethiopia received USD 3.26 billion in official development assistance, the majority of which comes from OECD-DAC countries and takes the form of grants (81%) versus concession loans (19%) (OECD, 2013). In 2012 approximately 5% of ODA was spent on water and sanitation, while the health (including reproductive health) and education sectors received 21% and 9% respectively (DAG, 2013). The estimated yearly capital expenditures needed to reach the JMP targets are shown, by WASH sub-sector, in Figures 1a-d. Over the past five years, external contributions through grants and loans to capital expenditures have represented nearly twice as much as domestic commitments, however the recent budget estimates suggest that the government will be increases its financing to the sector.

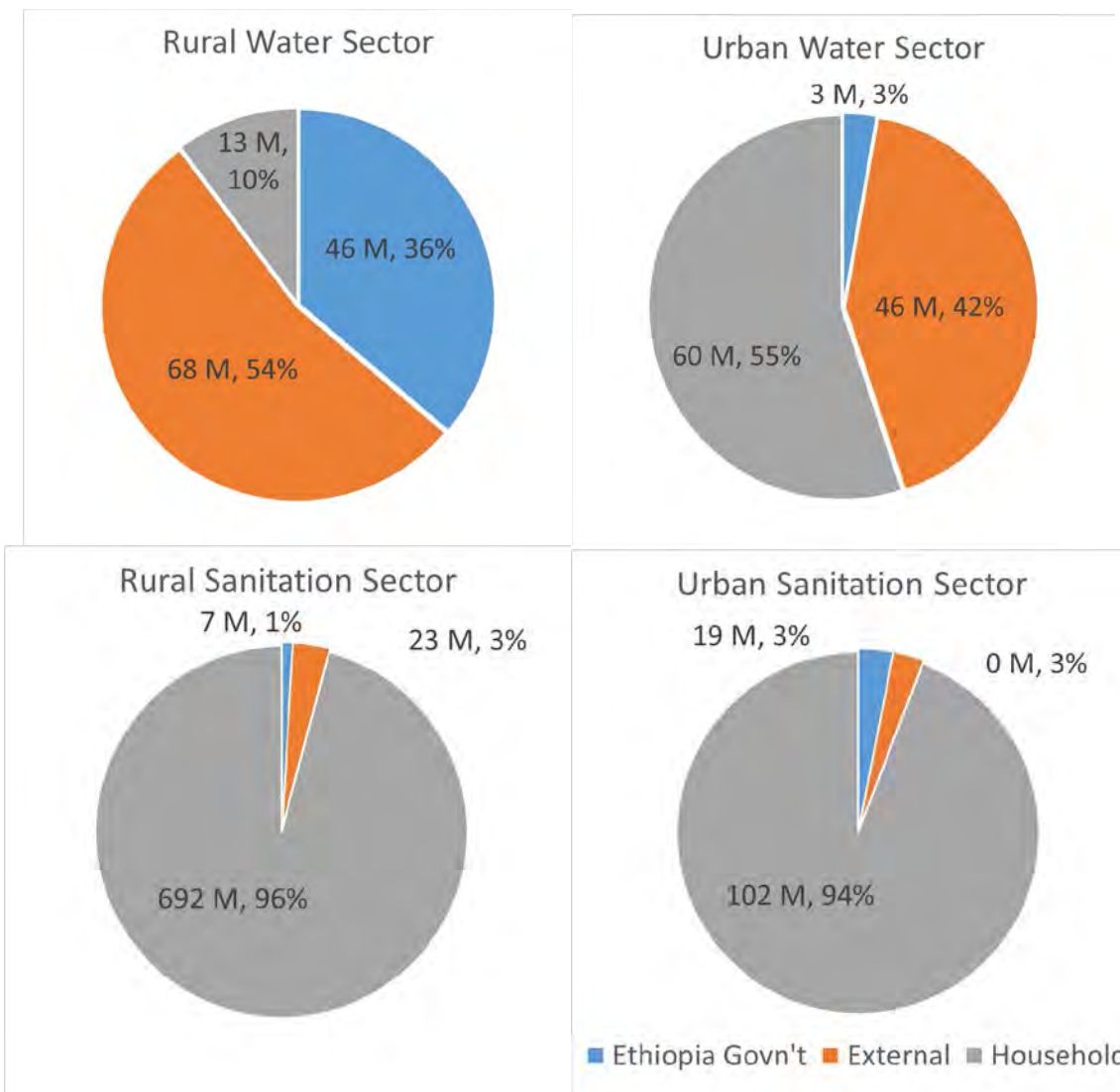


Figure 1a-d Source of financing for the rural water sector, urban water sector, rural sanitation sector, and urban sanitation sector.(Source: AMCOW, 2011).

Up until 2013, a key route for donor WASH contributions was through the Water Supply and Sanitation Project (WSSP) of the World Bank. A total of USD 180 million (75% loans, 25% grants) was used to finance new facility construction and rehabilitation as well as capacity development at the local level. Another program, also administered by the World Bank and still under-way, is the Promoting Basic Services Program (PBS). Now in its third and final phase, this program will funnel, by 2018, USD 60 million to regional governments through Federal government block grants to be used for water and sanitation. This has the goal of increasing access, quality and accountability in five basic services including water and sanitation and will use funds to pay the salaries of *woreda* water office staff and health extension workers.

Despite these efforts to improve the resources available at the local level, financial summaries showing low expenditure rates of earmarked funds reveals a capacity problem at the local level. High staff turnover, vacancies in key positions, and unbalanced budgets which favor capital investment over recurrent operational expenditures has the effect of limiting the ability of *woreda* water offices to adequately fulfill their service authority roles (Calow et al, 2013).

Currently *woreda* governments rely heavily on block grants from the central government which are based on the revenue collecting capacity of the *woreda* and a needs-assessment report that contains projected socio-economic outcomes from the requested budgets. A detailed five-year study of budgets from two *woredas* found that the percent spent on water was significantly less than other areas: water (less than 1%), agriculture (~14%), health (~14%) and education (~40%) (Alemu et al., 2010). Low human resource capacity, lengthy procurement processes, and the general perception that the water sector benefits from direct NGO investment (or other “off budget” funding sources) are all significant challenges facing the *woreda* water offices.

Released last year, the WASH Implementation Framework (WIF) attempts to address these issues by proposing a single financing modality, a consolidated WASH account, which will be managed by the MoFED. The WIF also describes the framework and guidelines for the ONE WASH National Program (OWNP), including the organizational arrangement of the different steering committees, technical teams, and coordination offices. As such, the WASH Implementation Framework (WIF) is the guiding framework and foundation of the OWP. The National WASH program is described in detail in the following section.

4.0 One WASH Programmed

4.1 Overview

The One WASH National Program (OWNP) is a government driven sector-wide approach (SWAp) which addresses the needs of rural, urban and pastoralist communities, schools and health posts in a more integrated manner and reduces the administrative fragmentation of WASH service delivery (GoE, 2013). Launched in September 2013 the OWP operationalizes a revised MOU between the MoWIE, MoH, MoE, and the MoFED (signed in November 2012) and the WASH Implementation Framework (WIF) (approved March 2013). The Program is the Government of Ethiopia’s (GoE) main instrument for achieving the goals set out in the earlier mentioned Growth and Transformation Plan (GTP). The guiding principles in the OWP are harmonization, integration, alignment and partnership. The OWP seeks to address disparities in WASH coverage among and within regions and urban areas, and to improve aid effectiveness and promote institutional reforms, with particular focus on capacity development at all levels.

The OWP will be executed in two phases. Phase I (July 2014-June 2015) focuses on increased harmonization and alignment among and between development partners and the Government of Ethiopia, regarding systems for planning, budgeting, procurement, financial management, and monitoring and reporting. During Phase I the development partners, including civil society organizations (CSO), are expected to align their targets, plans and activities to the OWP principles, approaches and plans. The focus is on capacity building for regions, zones, towns, *woredas*, and *kebeles* to meet implementation ‘readiness’ criteria. New WASH programs/projects or new phases of existing WASH programs/projects are expected to align with the Program’s principles, approaches and plans.

Limitations in Phase I have influenced the prioritization of the OWP. These limitations include: a short time frame (i.e. two years), limited finances during the first year (2014), and the ability to construct urban water supplies because of the low drilling capacity resulting from a lack of skilled technicians, contractors

and equipment. As a result the OOWNP prioritizes low-cost water supply facilities that can be constructed by local artisans (i.e. Self-Supply) and community managed projects implemented by NGOs.

There are currently two possible paths for Phase II of the OOWNP (July 2015 to June 2020). Under the first path, called “continuity”, Phase II would be a continuation of the institutional arrangements and implementation modalities from Phase I. Any adjustments would have to be agreed following the comprehensive Mid-term Review in early 2015 however potential activities would could include completing work began in Phase I to reach any unachieved targets. Higher service levels may also be considered, contingent on availability of resources and financing. Some capital expenditure for construction of buildings, laboratories and other facilities, including urban sewerage, has been included in this potential option of Phase II.

The second path, called “redesign”, Phase II would have different policy priorities, targets, institutional roles and responsibilities and/or implementation modalities. Under “redesign” consideration could be given to broadening the Program’s scope to include such related activities as watershed and water resources management, productive uses of water, environmental protection, or climate resilience. Any such redesigns would be identified and agreed at a Mid-term Review to take place in early 2015 (OOWNP 2013).

Some main features of the One WASH Programmed are (GoE, 2013):

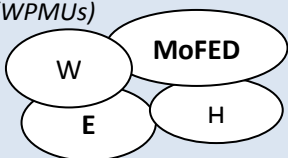
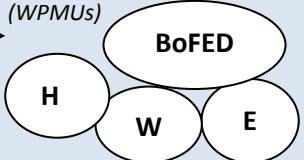
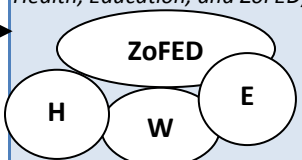
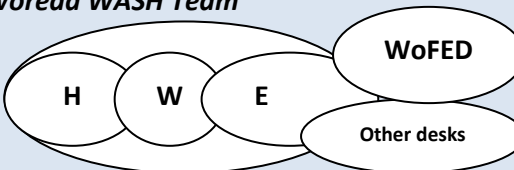
- One plan for WASH. This means: one government-led WASH plan for all partners and no different programs for different donors;
- Supportive WASH structures are be established at federal level, in regions, zones, *woredas*, towns and *kebeles*. (Reference is made to paragraph 4.2 ‘Organizational Structures)
- The role of Government, donors and CSOs in the Program has to be defined in accordance with the WIF;
- Donor’s financial and procurement procedures must eventually become aligned with GoE procedures;
- NGOs can become collaborating partners of the Program; members of WASH Steering Committee and WASH Technical Teams at various levels;
- The effective involvement of health extension workers (HEW) and the Health Development Army are essential for Program success;
- Government ownership of the OOWNP is expected to lead to increased accountability;
- The role of the joint technical reviews (JTR) and Multi- Stakeholder Forum (MSF) in assessing progress and evaluating the Programmed is expected to increase;
- Joint participatory planning is to be promoted (e.g. *kebeles* and communities are to be involved in WASH planning with assistance from *woredas* and other service providers). Community ‘ownership’ of the improved WASH facilities should be encouraged (for example in the Self-supply approach and the Community Managed Programmed –CMP- approach);
- Measures of Program effectiveness is to include increasing the effectiveness of groundwater investigations and the efficiency of drilling operations, identifying and implementing measures to

reduce unit and per capita costs, and improved resource mobilization and coordination among service providers at all levels.

4.2 Institutional Arrangements

The OWNP preparation is led by the Ministry of Water, Irrigation and Energy (MoWIE). Table 4 provides a summary of the institutional arrangements that will take place under the OWNP. The functions of governance, management, implementation, and coordination are shown for each administrative level. The following section describes these roles and responsibilities in more detail.

Table 4: Institutional Arrangement and Functions for OWNP Implementation

Level	Governance & Guidance	Oversight & Management	Program Implementation	Program Coordination
Federal	<i>National WASH Steering Committee</i>	<i>National WASH Technical Team</i>	<i>Federal Sectors' WASH Program Management Units (WPMUs)</i> 	<i>National WASH Coordination Office</i>
Regional States (Kililoch)	<i>Regional WASH Steering Committee</i>	<i>Regional WASH Technical Team</i>	<i>Regional Sectors' WASH Program Management Units (WPMUs)</i> 	<i>Regional WASH Coordination Office</i>
Special Zones (or other zones where applicable)	<i>Zonal WASH Management Team</i>		<i>Zonal WASH Program Management Units – (Water, Health, Education, and ZoFED)</i> 	<i>Zonal WASH Coordination Office</i>
District (Woreda)	<i>Woreda WASH Steering Committee (Woreda Cabinet)</i>		<i>Woreda WASH Team</i> 	
Town/City (Kebele)	<i>Town/City WASH Steering Committee (Town Cabinet)</i>		<i>Town/City WASH Technical Team</i> <i>Municipality</i> <i>Health Desk/Education Desk</i> <i>Town Water Board</i> <i>Town Water Utility</i>	

Abbreviations: health (H), water (W), education (E), Bureau of Finance and Economic Development (BoFED), Zonal office of Finance and Economic Development (ZoFED), *Woreda* Finance and Economic Development (WoFED). Source: WASH Implementation Framework, Government of Ethiopia, 2012.

At federal level, the National WASH Steering Committee (NWSC) governs the OWNP with the technical guidance of a National WASH Technical Team (NWTT; not yet operational) and under the coordination of the National WASH Coordination Office (NWCO). The NWCO is responsible for coordinating, planning and oversight of program implementation. Implementation is driven by Program Management Units to be set up within each of the four WASH ministries i.e. MoWIE, MoH, MoE, and MoFED. The members of the NWSC are ministers from these four ministries (MoWIE as chair). The NWTT will similarly consist of Directors from the same ministries.

A similar structure is to be rolled out at the regional level. At regional, zonal and city levels, planning and implementation of the Program is to be coordinated by a WASH Coordination Office reporting to (yet to be established and operationalized) Regional WASH Steering Committees (RWSC). These will also be supported by a Technical Team. WASH Programming Management Units are again expected to be set up to manage implementation across the bureaus of water resources, health, education and finance and economic development.

At the critical, lowest level of government i.e. the *woredas*, *Woreda* WASH Teams are led by the *Woreda* Administrator are mandated with implementing all WASH activities. The *Woreda* WASH Team comprises members from all four WASH sector offices (i.e. Water, Health, Education and Finance) as well as representation from the additional offices (e.g. the Women Affairs and Agriculture offices). The *Woreda* WASH team will report to a *Woreda* WASH Steering Committee (WWSC) appointed by the *Woreda* Cabinet.

In rural areas, communities form water, sanitation and hygiene management committees (WASHCOs), which plan, in some cases construct, operate and maintain water systems and promote sanitation. The *Woreda* and *Kebele* WASH Teams support them. At *kebele* level WASH plans are to be approved by the *Kebele* Chairman and Council, with Health Extension Workers (HEWs) deployed to support communities in construction of latrines and to promote safe hygiene practices. There are some 38,000 Health Extension Workers (two female workers in each *Kebele*) and in addition the Health Development Army, a one-to-five network in the community providing a structure right at grassroots

Addis Ababa has a Water and Sewerage Authority that provides water and sewerage services. Cities and small towns have Town Water Boards, which contract out service provision to private operators.

The Program is to be implemented as a joint effort between Government, Development Partners, NGOs, training institutions, the private sector, community members and other stakeholders. In addition to the Government, Development Partners are expected to financially support the Program through contributions to a Consolidated WASH Account (CWA) at federal level. Other partners, including bilateral aid organizations and CSOs, are envisioned to support the Program through other funding arrangements, as well as through the provision of technical assistance, supplies and other means.

The interface with donors is facilitated by the Development Assistance Group (DAG) – Water Technical Working Group (WTWG). Later this will be merged into the broader upcoming Water Sector Working group

(WSWG) that is expected to be fully established and functional around June 2014. The WTWG currently meets on monthly basis to consult and discuss on water sector priority issues and how the DAG can support the GoE in reaching development targets of the sector.

Development Partner Participation Arrangements

The Program includes the following envisaged partnership arrangements:

- **Partners** - organizations contributing to the Consolidated WASH Account (CWA) at federal level.
- **Associated Partners** – organizations funding construction of water supply and sanitation facilities, technical assistance, supplies and other support to OWNPN, but not using the CWA.
- **Collaborating Partners** – organizations providing other types of assistance to OWNPN, i.e. training, studies, manuals, communication products, participation in the Multi-Stakeholder Forum, etc.

Partners at national level are eligible to receive quarterly progress reports, financial reports, and audits through the NWCO. Partners can be represented by a non-voting member on the National Program Steering Committee. Associated partners at national level are to prepare annual work plans and budgets in collaboration with the NWCO and will report to the NWCO through quarterly progress and financial reports. Associated Partners are to receive quarterly OWNPN progress reports and can participate in the Multi Stakeholder Forum (MSF) and be members of the WTWG of the DAG.

Collaborating partners may be national or international organizations that provide defined services related to a specific output/outcome of the Program. Collaborating partners eventually may sign an MOU with the coordinating offices at various levels, prepare annual work plans and budgets, and are requested to report to the coordinating units through quarterly progress and financial reports (Source: OWNPN, August 2013). It will be possible for new partners in any category to join at any time.

Water Sector Working Group - WSWG

Beginning in June 2014, a joint Government and Donor Water Sector Working Group (WSWG) will become operational. The general objective of the WSWG is to provide a forum for Government and Donors to jointly promote, support and coordinate sustainable and integrated development and management of water resources for socio-economic development of Ethiopia. These efforts will be in-line with the GTP, OWNPN, and any subsequent development plans.

The MoWIE will host the WSWG. Under the WSWG there will be two technical committees, one on WASH the other on water resource management. In line with recognizing the need for holistic planning, all relevant GoE and Development partners shall be brought together to the WSWG, hosted by MoWIE as the lead. Joint development meetings around water would inform the different plans and provide support as appropriate.

4.3 Implementation Modalities

The One WASH Programmed provides the framework for harmonizing Government and donor approaches to planning, procurement, implementation and financing. It also serves as the platform on which a closer

partnership between planners, implementers, development partners and others to achieve common goals can be built.

Under the banner of ‘One WASH plan, One WASH Budget, One WASH Report’ the OWNPN envisages a unified set of country-owned mechanisms for planning, budgeting, financial management, procurement, information and M&E. In addition, and at the core of the OWNPN, is the Consolidated WASH Account (CWA) ‘into which all donor and government WASH contributions are deposited – and from which all WASH activities and investments are supported’ (GoE 2011). The extent to which full alignment with the OWNPN is achieved will in practice depend on the ability of the different parties to compromise and assume the risks associated with investing in emerging country systems.

The OWNPN prescribes 4 different implementation modalities for all WASH Project implementation (GoE, 2013):

- **Woreda Managed Modality (WMP):** The *woreda* WASH Team is responsible for administering funds allocated to a *kebele* or community through a Grant Agreement for capital expenditures on water supply or sanitation. The *Kebele* Administration and WASHCOs are involved in project planning, implementation, monitoring and commissioning the project. The *woreda* WASH Team is the Project Manager and hands the facility over to the community upon finalization of construction.
- **Community Management Project (CMP) Modality:** Communities (at *kebele* level) are supported to initiate, plan, implement and manage priority water and sanitation projects, using funds that are transferred to and managed by the community. An important feature of CMP is the focus on development of water supplies using low-cost technologies, such as hand-dug wells and springs.
- **NGO Modality:** NGOs funding and management arrangements vary considerably. In some cases, NGOs administers external resources on behalf of the community (as in *woredas* managed projects). In other instances, they make external resources available to the community directly, or through micro-finance institutions to support construction and management.
- **Self-Supply (SS):** Households invest in their own water infrastructure. Government and its partners are responsible for creating demand and establishment of an enabling and regulatory environment.

Focus and Intervention areas

Primary focus areas of the OWNPN are: rural and pastoral WASH, Urban WASH (including WASH in peri-urban areas); Institutional WASH; and Programmed Management and Capacity Building. To support the accelerated delivery of improved WASH facilities and services, the OWNPN has identified a number of strategic intervention areas:

1. Supporting acceleration and scaling-up of Self-supply (SS);
2. Supporting Technical and Vocational Training Colleges to provide skilled WASH technicians;
3. Supply chains for WASH products and services;
4. Improving efficiency in construction and operation of urban water supply systems;

5. Mobile Technology for Transmission of Data and Information/Water Point Mapping;
6. Social Inclusion;
7. Improved generation and sharing of WASH knowledge and experience;
8. Climate screening and resilience; and
9. Programmed Communication Strategy.

The Water sector Working Group (WSWG) and its WASH and Water Resource Management Technical Committees (currently being established) is charged with informing and advocating for WASH policies and guidelines. For recent national policies and regulations to support the goals of expanded coverage and improved services, the implementation of OWP requires:

- Finalization of a Fiduciary Risk Assessment and endorsement of a Joint Financial Agreement by MoFED;
- Dissemination of the Fiduciary Risk Assessments results and mitigation plans;
- Promotion of and contribution to the Consolidated WASH Account (CWA); and
- Operationalization of regional ONE WASH National Programmed structures.

Currently, the majority of the development partners align project support outside of the Consolidated WASH Account (CWA). If these organizations are part of the OWP, they are obliged to conform to the national Public Finance and Procurement System.

Additional WASH Related Programs

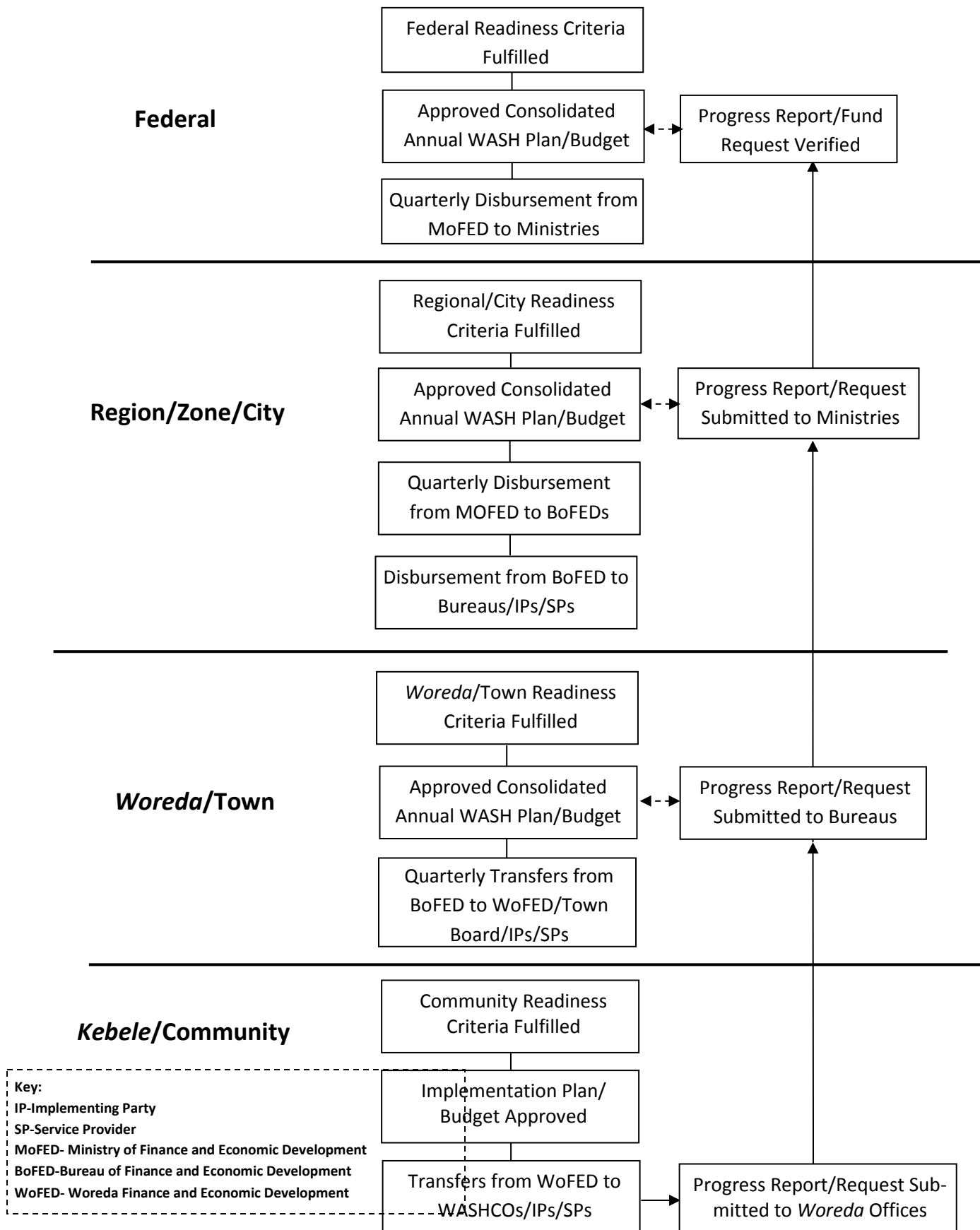
In line with policies, legislation, and implementation modalities of the OWP the GoE has developed additional WASH related programs including the Health Sector Development Programmed (HSDP) and the Health Extension Programmed (HEP). Both of these programs aim to reach universal coverage of primary health care and improve the quality of health services in rural areas and partially in urban areas. These programs includes 'Health Extension Workers' (HEWs) who provide basic preventative and curative health services in rural and urban areas. The MoH has adopted the Community Led Total Sanitation and Hygiene (CLTSH) approach and is using social marketing to promote community and household sanitation and hygiene. The objective is to end open defecation by encouraging household to invest in their own sanitation infrastructure. As part of these efforts the MoH is promoting household water treatment and safe storage, handwashing, and general hygiene.

OWP Implementation process

To ensure that there is an enabling environment that promotes effective and efficient implementation and support the sustainability of constructed facilities, "readiness" criteria (e.g. One WASH organizations established, staffed and operational; Consolidated WASH Account established and operational; Consolidated Annual WASH Plan and budget prepared) are proposed at all levels. These readiness criteria are to be fulfilled before disbursement of funds for procurement of works and physical implementation takes place (OWP, 2013).

The following diagram shows the organization and sequence of activities for the Program’s core planning and implementation process at federal, regional, city, zone, *woreda*, *kebele* and community levels. The keystone of Program planning and implementation is the Consolidated WASH Plan at *woreda*, region, city/town and federal levels. These plans will include a budget and procurement plan (OWNP, 2013). At this moment, the OWINP is still in its inception phase. By the summer July 2014, the organizational structure should be in place, plans should be formulated and funds are to be disbursed according to the OWINP criteria.

Figure 2: OWNP's Core Planning and Implementation Process (Source: OWNP, 2013)



5.0 Stakeholder Landscape

There are over 30 major development partners in Ethiopia including bilateral and multi-lateral partners as well as dozens of civil society organization and private investors. The following sections highlight those development partners which have the most significant roles in the WASH sector.

5.1 Donors

Foreign aid is an important source of finance in the WASH sector in Ethiopia. Table 4 summaries the activities of the major donors in the WASH sector as well as the estimate value of their investment portfolio. In some cases these investments in WASH occurred as part of a larger project or program in which case the best attempt was made to estimate the contributions to WASH interventions, either hardware or software. A more detailed description of the individual projects and programs supported by each donor as well as a list of addition donors in the sector can be found in Annex B.

Table 5: Overview of main donors active in the WASH sector

Donor	Activities	Amount of Investment
DFID	<ul style="list-style-type: none"> • Emphasis on gender and geographic inequality • Promoting basic services program and the development of a comprehensive national system of social protection. • Financial supporters of the OWNPN (CWA) • Capacity Building in the Sector 	USD1500 million
The World Bank	<ul style="list-style-type: none"> • Urban water supply development and rehabilitation • Technical, institutional, and financial management capacity building in towns • Supporting Addis Ababa Sewerage Master Plan • Rural water supply development and rehabilitation 	USD300m excl. loans, USD2300m million incl. loans
The African Development Bank (AfDB)	<ul style="list-style-type: none"> • Water basin planning • Studies of water supply and sanitation, irrigation, hydropower and drainage • Urban water supply and sanitation infrastructure development 	USD500 million (loans and grants)
Water and Sanitation Program	<ul style="list-style-type: none"> • Support of MoWR development of WSS status and needs for governments poverty reduction strategy paper • Technical assistance to develop appropriate M&E framework 	
European Union	<ul style="list-style-type: none"> • Through the EU Water Initiative, the EU has increased donor coordination and awareness of development opportunities 	USD130 million
Canada (CIDA)	<ul style="list-style-type: none"> • Supporting School WASH program in Ethiopia (and other East African Countries) • Maternal, new-born, and child health initiative which focuses on education and training in hygiene and sanitation. • Promoting multiple use services and Integrating WASH services and community based nutrition and food security 	USD65 million
Finland (FINIDA)	<ul style="list-style-type: none"> • Rural water supply and sanitation capacity and infrastructure development (especially through CMP modality through Co-WASH and FinnWASH projects) • Supports Eastern Nile Technical Regional Office to develop information network between riparian nations of Sudan, Egypt and Ethiopia 	USD 39.2 million
Japan (JICA)	<ul style="list-style-type: none"> • Groundwater development • Irrigation planning and development • Rural water supply system development 	USD38 million
UNDP	<ul style="list-style-type: none"> • Policy and strategy development which contributed to creation of National Water Resources Policy, water sector strategy, and the Water Sector Development Program • Supports basin planning initiatives and hydrologic studies 	
The Netherlands	<ul style="list-style-type: none"> • Focus on food security and small-scale irrigation. Support to WASH via UNICEF 	USD30 million

KfW/GTZ	<ul style="list-style-type: none"> • Infrastructure development and rehabilitation in urban areas 	
Italian	<ul style="list-style-type: none"> • Capacity building in and around rural and urban water infrastructure • Target fast growing small and medium towns • Urban infrastructure represents the largest aspect of their portfolio 	USD23 million
UNICEF	<ul style="list-style-type: none"> • Largest donor for rural water supply and sanitation projects, now also prioritizing urban sanitation • Construction of new water supply schemes, rehabilitation of existing systems • Capacity building at <i>Woreda</i> and community scales • Supporting better access to rural water supply equipment and spare parts • Facilitating behavioral change through awareness campaigns for sanitation and hygiene 	USD4 million

5.2 Implementers

Table 6 lists the key implementing NGOs, the sub-sectors in which they work in Ethiopia (e.g. rural sanitation, urban hygiene), and the projects they have been involved in. Although not represented in this table, the Government is the main implementing organization. Data on the role of the private sector in WASH is not readily available and is therefore excluded for the table.

Table 6: key implementing organizations, their sub-sectors (e.g. rural sanitation, hygiene) and the projects they have been involved in:

Organization	Sub-Sector	Project Experience
Action for Development	Rural water	Water and natural resource development, Oromia and SNNPR
AMREF	Urban sanitation, urban hygiene, rural hygiene, rural water and rural sanitation	Sanitation and hygiene improvement in 3 slums of Addis Ababa; rural WASH in Afar (action research on hygiene promotion effectiveness with IRC)
CARE	Rural water, rural sanitation	Pastoralist rural water schemes and emergency, WASH.
CCRDA	Rural water, rural sanitation, rural hygiene	Consortium reaches out to some 224 <i>woredas</i> .
Cheshire Foundation	Urban water and urban sanitation	Inclusive WASH and equity in Addis Ababa
Coffey	Rural water, rural sanitation	DFID-funded peace and development program in Somali region
Catholic Relief Services	Rural water, rural sanitation, rural hygiene	Self-supply, multiple use for water services (MUS), sanitation marketing
ENDA	Urban sanitation	Solid waste management and livelihoods in Addis
German Agro Action	Urban/peri-urban sanitation, rural water, rural sanitation	Sanitation value chain program in Amhara, WASH program in Arsenagele, supply chain development in Amhara
GOAL	Rural water, rural sanitation	WASH as crosscutting issues in Amhara, Oromia and SNNPR
IRC International Rescue Committee	Rural water, rural sanitation and rural hygiene	CLTSH in Sidama zone
IRC International Water and Sanitation Centre	Rural water, rural sanitation, and rural hygiene	Self-supply acceleration, action research on hygiene promotion effectiveness with AMREF
Norwegian Church Aid	Rural water, rural sanitation, and rural hygiene	Predominant work in Tigray. Access to water to reduce infant mortality
PLAN International	Rural water, rural sanitation, rural hygiene	CLTSH, rural water.
Population Services International (PSI)	Urban and rural water, urban and rural hygiene	Social marketing of household water treatment and safe storage
REST	Rural water	Tigray. Funding includes Charity:water
RIPPLE	Rural water, rural sanitation	Guided-learning on water and sanitation (GLoWS), MUS, WASH and nutrition program (NUWI II)
SNV	Rural water	GLoWS, NUWI II
Vitens-Evides International	Urban water and sanitation	Water supply works in Harar, Ambo, Bishoftu and Adama, and 'from source to tap and back' (water

		resources management in Addis)
UNICEF	Rural sanitation, rural water supply, rural hygiene, urban water	Rural water supply, capacity building of OOWNP (plus), NUWI II
WASH Ethiopia Movement	Urban and rural WASH	Communication, sector coordination
Water Action	Rural water, rural sanitation	Integrated water resource management, sanitation marketing
WaterAid	Rural water, rural sanitation, and rural hygiene	CLTSH and water schemes
World Vision	Rural water, rural sanitation, and rural hygiene	CLTSH and water schemes
WSP	Rural sanitation, rural hygiene, rural water, urban water, and water sanitation	Rural sanitation and hygiene business program, Sanitation marketing

5.3 Coordination Mechanism

5.3.1 Introduction

Civil Society Organizations (CSOs) and Non-Governmental Organizations (NGOs), Alliances and movements play an increasing and more recognized role in Ethiopia’s WASH Sector. This can be attributed scale of the country and the associated sector needs (and gaps) in the sector. In the new national program the GoE is to finance and implement with aligned, harmonized and integrated strategies and in partnership with all external financiers, NGOs and the private sector. This significantly changes the context in which NGOs and CSOs operate. While the sector is challenged with ambitious GTP targets, collaboration with CSOs/NGOs is sought for as to provide substantial increase in implementation capacity and resources. The valuable contribution of CSOs is recognized in the WASH Implementation Framework (WIF), where CSO projects are included as one of the four earlier mentioned implementation modalities.

This does not imply a ‘paved’ way for NGOs and CSOs involved in the sector. While faced with high expectations to deliver, the GoE at the same time tries to strengthen accountability through the NGO/CSO policy of the ‘70/30’ clause that restricts NGOs and CSOs to engage in ‘software’ activities including capacity building and training. The 70/30 clause requires NGOs/CSOs to spend on programmer costs and administrative costs with a 70/30 ration. This is a challenge because the M&E, knowledge management and field trips costs are considered under the ‘administration 30 ratio’. This avoids doing required monitoring and field visits as NGOs are to maintain the expenditures in the required levels. Clearly, implementing projects in Ethiopia does require a more thought through process, having to frame project activities to fit well in the 70/30 ration without compromising the integrity of the project, allowing partners to fully carryout their roles without hindrance.

The roles of CSOs vary, but their resources, activities and outputs are to be included under the umbrella of the OOWNP. In Ethiopia, CSOs are seen to play a number of important roles in the sector (and in the implementation of the OOWNP Program):

- NGOs/CSOs participate in sector reviews and evaluations such as the semi-annual Joint Technical Review (JTR), an annual Multi-Stakeholder Forum (MSF), regular meetings of the Forum for Learning on Water and Sanitation (FLOWS) which is a collaborative effort between MoWE and RiPPLE. Also, the WASH Media Forum was established in 2008 as a platform for discussion between national and regional media and WASH organizations and to increase public awareness of WASH activities and objectives;

- NGOs/CSOs undertake studies, research, assessments, monitoring and evaluations;
- NGOs/CSOs support implementation and delivering water and sanitation services, being able to reach remote areas and groups. The OWNP requires that this support is to be included in the consolidated WASH plans and reported in quarterly and annual consolidated progress and utilization reports;
- CSOs play an important role in hygiene and sanitation promotion and capacity building of beneficiaries and implementing partners;
- NGOs and CSOs take the lead in piloting new approaches and supporting learning and knowledge management/ documentation;
- The NGO/CSO alliances of 'Millennium Water Alliance' (MWA) and the 'Consortium of Christian Relief and Development Associations' (CCRDA) are member of national high-level sectoral working groups such as the DAG-WTWG and the WSWG. Their coordinators actively and meaningful contribute in these high level sector meetings, and as such represent NGOs and CSOs' support (and needs) to the Ethiopia's WASH Sector;
- Coordinators of MWA and CCRDA (as well as some specific NGOs/CSO) are member of and provide important input to technical working groups & task forces, e.g. the 'Self-supply Working Group' (SSWG) hosted in the MoWIE or the 'Urban WASH Taskforce' (Hosted by UNICEF). These support the planning, implementation, coordination, M&E and knowledge management of specific WASH service delivery strategies/ topics.

It is estimated that there are over 100 CSOs that work with WASH activities throughout the country. As such, the GoE is planning to carry out a resource mapping exercise to identify WASH CSOs working in their areas. This is the responsibility of the WASH Coordination Offices at the various levels, and in the case of *woredas* and towns, the responsibility of the *woreda* or town WASH Teams. CSOs will be requested to provide information about the scope, location, type of interventions and number of facilities to be provided as well as the resources available for implementing WASH activities. The unit will maintain this information, being responsible for coordination at each level and updated at least quarterly (GoE, 2013).

5.3.2 Civil Society

In the Ethiopian WASH Sector, NGOs/CSOs are working more and more in 'alliance' modalities, although the smaller NGOs seem to be unaware of the importance of coordinating their activities with other implementing agencies and government. There are various alliances and forums, which are functioning well and provide meaningful contribution to the sector (reference is made to paragraph 5.3.1).

The major and permanent NGO coordination mechanisms are:

- **Water Sanitation Forum (WSF):** The Water and Sanitation Forum (WSF) is an umbrella group hosted by the Consortium of Christian Relief and Development Association (CCRDA) and meets regularly. The WSF has an executive body and a secretariat, which is presently composed of representatives from World Vision and the Consortium of Christian Relief and Development Associations (CCRDA), respectively. The WSF currently has 56 members. WASH CSOs are also represented on a number of technical Task Forces in the MoWIE, MoH and MoE. They are also members and attend in sector working groups under the Development Assistance Group (DAG)/ Water Sector Working Group (WSWG). The WSF produces a joint

an annual report on all WASH activities done by civil society organizations in Ethiopia. This annual report informs on finances and activities.

- **Consortium of Christian Relief and Development Associations (CCRDA):** CCRDA is local non-profit umbrella organization. It is an association of NGOs and CSOs engaged in relief, rehabilitation, and diverse developmental activities focusing on poverty alleviation and. It serves as the largest NGO/CSO forum for collective vision and action. It allows resource mobilization and the sharing of experiences for effective and sustained impact. CCRDA builds capacity to ensure efficiency and quality are met, efforts are not duplicated and lessons can be learnt (CCRDA, 2013). Today, CCRDA's membership has broadened significantly and many secular organizations have joined, motivated by a basic commitment to serve all rather than to promote any religious value. CCRDA consists of over 334 members, which is a significant portion of the total number of NGOs operating in Ethiopia. Of CCRDA's total membership, 73% (n=243) are local NGOs, and 27% (n=90) are international. The members operate throughout the country, covering both urban and rural areas emphasizing food security, rural and urban development, health, HIV/AIDS, education, water and sanitation, infrastructure, environmental protection, etc. They vary in their organization, activities and scope of intervention.
- **WASH Ethiopia Movement:** Established in 2004, the WASH Ethiopia Movement ('movement' as to emphasize the need for social mobilization in WASH) unites a host of national and international organizations and NGOs, coordinated by WaterAid. The coalition created regional chapters to help it promote WASH issues throughout the country. Local communities are at the center of activities. These groups contribute to, and take part in WASH events, community discussions, WASH radio programmers, and meetings with key actors. The movement chooses a theme each year. For its efforts the movement received the AfricaSan Award in 2009. The WASH Ethiopia Movement is supported by WSSCC and organize a monthly forum for various sector actors to share best practices and progress in the sector.

There are also alliances with joint funding mechanisms. The main ones being:

- **Millennium Water Alliance (MWA):** MWA is an association of international nongovernmental organizations with expertise in rural and peri-urban water supply, hygiene education, and sanitation promotion. Since 2004, MWA Ethiopia has worked to improve WASH access and local capacity across five regions of Ethiopia. Since 2007 the experience of the MWA-Ethiopia Programmed (MWA-EP) have been to promote best practice and document successful pilot studies in hygiene education and sanitation promotion. By June 2014, the MWA-EP will have reached over 1 million rural Ethiopians with access to safe water, basic sanitation and hygiene promotion. This has been accomplished through the partnership of eight international NGOs and seven Ethiopian partners. MWA works in close collaboration with the MoWIE through the WASH taskforces and sector working groups and is involved in strategic-decision making at high levels.
- **Dutch WASH Alliance (DWA):** The Dutch Ethiopia WASH Alliance, through its partners, is implementing integrated WASH interventions in Afar and Oromiya regions and also in Dire Dawa Administrative City. DWA focus on rural WASH interventions and its program also includes capacity building and research components. Its research activities provide evidence to increase the engagement of policy and decision makers at different administrative levels. In doing so, they try to address the issues of sustainability through the "FIETS" approach which includes five components to sustainability: financial, institutional,

environmental, technological and social. DWA works in close collaboration with the MoWIE through attendance in taskforces and sector working groups and is this involved in strategic-decision making at high levels.

At the regional level, NGOs/CSOs collaborate with the WASH sector bureaus by participating in technical working groups and forming WASH Forums to coordinate planning and implementation (see Table 4). The NGOs and CSOs also participate in emergency WASH activities and forums, such as the “Emergency Task Force” (ETF) hosted in the MoWIE.

6.0 Monitoring and Learning

6.1 The National WASH Inventory (NWI) and the WASH M&E-MIS framework

WASH monitoring in Ethiopia has been transformed by the first National WASH Inventory (NWI) which took place between 2010 and 2011. The National WASH Inventory Project Office (NWIPO) at the MoWIE implemented the NWI which required more than 65,000 and cost approximately ETB 200 million (USD 12 million). NWI included data collected from users and service providers through a household surveys and water point census. The NWI covered over 92,000 rural water supply systems, over 1600 small town systems and 50,000 schools and health institutions. Some 12 million households were interviewed about their water and sanitation facilities. Financing of the NWI came from federal and regional governments and development partners. All regions and cities were included in the NWI, except for Somali Region, which is currently being carried out by MoWIE using mobile phones to transmit and collect information.

The NWI was initiated by the GoE because of the discrepancies between national and JMP statistics, and federal concerns about results from regional inventories that had been held at different times and using diverse methods. One key objective of the NWI was to determine the access figures in a way that would withstand international scrutiny. The results of NWI were officially released by MoWIE to WASH stakeholders in April 2013 however verification of the data by the Central Statistical Agency (CSA) and Ministry of Health is pending.

Donors have supported the NWI, as they need a credible set of figures to track the use of more integrated activities and pooled funding. Relying on a single plan, budget, and report for WASH – the ultimate aim of the current reforms – is only feasible if donors have confidence in the government structures managing their funds. This requires a monitoring and evaluation system that is trusted by both the donors and the GoE and which can form the foundation for accountability in the sector. If all donor funds are pooled into a consolidated WASH account as envisaged, it will no longer be possible for donors to track their funds to specific implementation sites or activities, and overall sector achievements will become the major milestones. Finally, the NWI is also intended to deliver a monitoring system for the WASH sector that could improve service delivery through more evidence-based planning and policy-making. This means that the exercise must be relevant to the needs of the *woredas* where many responsibilities for improving WASH service delivery, although not necessarily the means, have been delegated (Butterworth et al., 2013). However, there are various issues revolving around the accuracy, completeness and accessibility of the NWI data.

The first concern is related to the accessibility of the NWI data: the data is stored and maintained at MoWIE and will be accessible through the WASH MIS which is yet to be made accessible to the regions and *woredas* stakeholders. NWI data is currently entered into Microsoft Access (i.e. data basing software) organized for data entry at the regional level, however the intention is to eventually be able to produce report cards by *woreda* containing basic WASH data for use in prioritizing and targeting interventions. To facilitate the planned annual updating of the NWI data and its use to produce maps, it is important that the data is accessible at regional, zonal and *woreda* levels in a more accessible format (e.g. Microsoft Excel). To date the data is not accessible to the local government and is not being updated.

Secondly, the way the NWI was conceptualized reflects a sectoral development process that geared towards the information needs of both ministries and the donor community in Addis Ababa, rather than primarily building understanding of local services and needs among *woreda*-level water staff. The focus on national rather than local needs is also reflected in the questions asked under the NWI, with some opportunities missed to generate information relevant for local planning (Butterworth et al., 2013). The NWI is clearly designed for reporting and not directed towards operational needs.

Third, the NWI is not appropriately designed to capture relevant data for all service delivery models and does not address the issues which are relevant to all sub-sectors. The WASH M&E-MIS and the NWI has been led almost exclusively by the MoWIE, and with a strong water focus. The sanitation and health NWI data in the system is yet to be endorsed by the MoH and MoE. If the Health and Education sectors are not aligned and integrated into the M&E-MIS system it will remain inadequate and incomplete. At the same time, the OWP service delivery models of Self-supply and Community Managed projects are yet to be included in an eventual new round of AN NWI exercise. As the NWI does not have a satisfactory number of key performance indicators and data of crosscutting issues is missing, the NWI does not fully facilitate proper sector analysis.

Finally observation is that data entry and analysis were very time consuming. There were delays starting data entry due to lengthy procurement processes for new computers. In addition the human resource and training needs were underestimated and therefore it took over seven months just to do data entry of the scheme and institution data. In some regions the household data is still not entered, although summary data has been processed.

One positive point is that the additional NWI data collection in Somali region included the use of ICT technologies in data collection. This should eliminate the data entry step since data are entered at the time of the survey into a questionnaire form a smartphone. Potentially this also transforms opportunities for supervision of data collection since the data are uploaded to a server and can be checked in real-time. A reported weakness in the NWI to date, with a third of GPS coordinates missed could also be addressed since these data are automatically collected in a standard format using the same phone.

6.2 OWP monitoring: Results Framework and Key Performance Indicators

The OWP main instruments for monitoring, verification and impact assessment is called the 'Results Framework and Key Performance Indicators'. The Program's Results Framework contains outputs, outcomes, indicators and impacts for each OWP component and for the Program as a whole.

Generally, the Key performance indicators (KPIs) of the OWNP have the following characteristics:

- Related to important policies, issues and objectives;
- Clearly defined and easily measurable and consistently applied;
- Few, manageable for regular reporting and provide required information for decision-making;
- Allow performance to be assessed regularly and tracked over time to inform key decisions.

Key performance indicators are on the twelve topics of: i) Access; ii) Functionality; iii) Quality; iv) Sanitation; v) Hand washing; v) School WASH; vi) Health WASH; vii) Management; viii) Gender; ix) Equity; x) Capital Cost; xi) O&M and finally xii) Impact. As the OWNP has not yet commenced, the OWNP monitoring and reporting system is yet to be piloted.

The Programmed has the expectation that it will ensure that these indicators are understood and used by relevant parties and will feed into the consolidated WASH progress reports to be generated at all levels. For a complete list of the OWNP results framework see “One WASH National Programmed”(GoE, 2013).

6.3 National Monitoring and reporting system for the implementation of CLTSH, Jan.2012

The Government of Ethiopia is addressing hygiene and sanitation as part of its 20-year rolling Health Sector Development Program (HSDP). The Health Extension Program (HEW), a component of HSDP, is the main vehicle for scaling up equitable access to preventive health services, achieved mainly through *kebele*-based health services. Of the 16 health extension packages, seven are related to: the safe management of feces, an open defecation free environment, handwashing at critical times, and safe water chain. CLTSH is the approach used to accelerate sanitation coverage and promote healthy hygiene behaviors. This is done by placing the responsibility for improving hygiene and sanitation with households and communities, who are in turn supported by health extension workers and other resources available at the community-level.

The government has endorsed four CLTHS resources: an implementation guideline, a training manual, a verification and certification protocol, and a monitoring manual. These resources are used by health extension workers and hygiene and sanitation experts to achieve universal access in hygiene and sanitation throughout Ethiopia.

The monitoring framework for the HSDP includes data collected during triggering such as: general household and institutional data, village sanitation maps, and information about existing or potential defecation sites. Data collection and storage occurs at two levels: (i) household and *woreda* level, which is a paper-based archive of simple survey tools; and (ii) above the *woreda* level, where the information is aggregated and managed using Microsoft Access (software). Reporting formats are designed based on the contents of the NWI format and are simple to use with predominantly yes/no responses.

6.4 Health Management Information System (NMIS) Jan 2008

Another one of HSDP’s major components is to strengthen the Health Management Information System (HMIS), a health services database. The aim of HMIS is to support informed strategic decision-making by providing quality data that help managers and health workers plan and manage the health services.

HMIS synthesizes data from two main areas:

- Population-based health information sources, which includes the census, vital events registration, household surveys, and surveillance; and
- Health service-based sources, which aim to understand health-related administrative and operational activities, thereby monitoring facility-based data on morbidity and mortality among those using services (HIV prevalence, underweight in children, maternal mortality, etc.); types of services delivered, drugs and commodities provided; information on the availability and quality of services; financial and management information. Most health service-based data are generated “routinely” in the course of recording and reporting on services delivered.

There are approximately 105 core indicators used in monitoring and evaluation of the HSDP, which include the health-related MDG indicators. Although the number of indicators has been reduced in relation to the ongoing HMIS reform, recommendations have been made to reduce the number of indicators to between 80 and 85. Reporting based on the identified set of core indicators has not yet begun.

Since 2010, an electronic application was piloted in SNNPR. The electronic HMIS or “eHMIS” is was tested over a two-year period and now used by the regional health bureau in SNNPR. Optimally, a Health System Reference Database (HSRD) will be available at regional health bureaus, for further synthesis and use. However, synthesis and use of data for decision-making has not be optimized. The HIS unit at the MoH plays role in coordinating, strengthening and maintaining the national HIS, including its ongoing reform. There is close collaboration with the Central Statistics Agency (CSA) for population-based data sources and HMIS collaborate with HEWs in generating data. However, the MoH seems to lack adequate resources to effectively maintain and upgrade the HIS to a level that meets the data requirements needed to make informed decisions with regard to the allocation of resources in the health sector.

The NWI and HMIS seem to exist in parallel as standalone data systems. There is an opportunity to align the efforts (WASH and health), which would require the alignment of content (e.g. indicators) and methods (i.e. data collection). There is an important question to be answered: What can the health sector learn from the NWI and what can the WASH sector learn from the HMIS?

The HMIS and sector monitoring and evaluation are supported financially through MEASURE evaluation – a USAID program, and with technical assistance from John Snow, Inc.

6.5 Water quality routine monitoring

During 2004–2005, the GoE, together with five other countries, participated in a World Health Organization/United Nations Children’s Fund (WHO/UNICEF) pilot project to test the methodology for a Rapid Assessment of Drinking-Water Quality (RADWQ) which was described earlier in Section 3. The purpose was to test a tool to help the WHO/UNICEF Joint Monitoring Programmed (JMP) monitor access to safe drinking-water globally.

The RADWQ methodology is based on the UNICEF Multiple Indicators Cluster Surveys. It uses a cluster sampling approach to select, across an entire country, individual drinking-water sources to be tested for selected parameters. The number and type of parameters to be measured depend on the extent of the survey and on local potential health hazards. The output of a RADWQ survey is a snapshot of the drinking-water quality at each improved source tested.

Using the RADWQ methodology, 1815 sample sites in 64 clusters were visited by four field teams over a period of five months (December 2004 to April 2005). The total sample size was split over four broad areas and over four improved supply technologies (i.e. utility piped supplies, boreholes, protected dug wells and protected springs), each serving more than 5% of the total Ethiopian population.

The surveys took place in the regional states or cities of Addis Ababa, Amhara, Dire Dawa, Oromiya, Southern Nations, Nationalities and Peoples Region, Somali and Tigray. Using portable field kits, water was analyzed for the following parameters: thermotolerant coliforms, fecal streptococci, pH, turbidity, chlorine residual, appearance, conductivity, arsenic, nitrate, fluoride, and iron. In addition, 10% of the total number of household samples was analyzed for the deterioration of water quality during distribution and storage. Sanitary inspections were also carried out at each of the 1815 sample sites, using standardized questionnaires developed by WHO (Tadesse et al., 2010).

The results of the RADWQ project provided an excellent, statistically representative snapshot of the status of the microbiological and chemical quality of drinking-water sources in Ethiopia. Detailed information could be measured and calculated. In general, the RADWQ survey confirmed the results of earlier findings, in particular the results of routine monitoring that are kept in an electronic database at the Ethiopian Health and Nutrition Research Institute (Tadesse et al., 2010).

7.0 Sustainability of service delivery

Ensuring sustainability of services that continue to meet users' needs in terms of quantity, quality, ease of access and reliability, is a key challenge in Ethiopia as in many contexts. Although data are limited, available evidence suggests that many schemes provide unreliable services or fail completely (Calow et al 2011). This evidence puts the non-functionality rates in a range between 20-35% of the installed hand pumps in Ethiopia, noting however that this functionality data counts for only a single point of time. Although no large-scale or rigorous studies have been carried out on this topic, the sector repeatedly affirms that sustainability is of concern and that the long-standing emphasis on capital investment and new infrastructure, coupled with weak M&E has tended to obscure the problem.

In the Ethiopian context a number of different approaches to improving sustainability within the community management paradigm have been highlighted. As the study of Calow et al states: 'Community contribution from the outset can ensure sustainability by embedding and understanding of technology upkeep, maintenance and proper usage. In addition, factors such as gender sensitivity (involvement of primary users women- in the planning and management of water services), partnership with local government and the private sector, sufficient levels of cost recovery for basic maintenance and repair is also widely acknowledged' (Calow et al 2011).

Community ownership and management of the improved WASH facilities is important for enhancing the impact and sustainability of the interventions. Projects such as the WSSP, COWASH and those implemented by a number of NGOs have developed strategies and procedures for capacity development at community level, including training and manuals which will be a useful resource for the Program.

Addressing sustainability was a key challenge in the original 2005 UAP, which aimed to do so in the first two years of implementation by focusing on rehabilitation and maintenance of existing schemes (MoWR, 2006a). The UAP reflected current global debates on sustainability, adopting such principles as demand-driven approaches, community contribution for O&M and the participation of relevant bodies, especially women in an effort to strengthen local ownership of water services and their sustainability (MoWR 2006b: 6-7).

In Ethiopia, the recent strategic shift, also as emphasized in the phase 1 of the OWNWP, puts a focus on low-cost technologies, CMP and 'facilitated self-supply', all of which can be seen as responses to the challenge of delivering and sustaining service in low-income areas (AMCOW 2011).

The study of Calow et al further states: 'This strategic move has to consider the low Government capacity and funding challenges at the local level to support (technical advice, facilitate, monitor) these demand-driven, community based, low-cost approaches. This problem worsened by the decentralization of responsibilities but not finance, and the tendency of partners to privilege capital investment in new systems (hardware) rather than support structures and capacity for the maintenance and rehabilitation of existing schemes or support community/ household based initiatives. The ONWP has helped to consolidate sector efforts, although still with greater impact on the implementation of new services than the maintenance and rehabilitation of existing ones' (Calow et al 2011).

The new draft UAP and the OWNPN includes detailed human resource development plans, setting available capacity against required capacity by job title. Technical roles (hand pump technicians, drillers, mechanical engineers) are the most difficult to fill (MOWE 2010:57) with serious implications for O&M and there is a lack of clarity how the thousands of required skilled staff are to be trained and retained.

One suggestion was the set-up of 'Operation and Maintenance Support Units (or OMSUs) to support communities managing their own schemes which will eventually evolve from public private partnerships into full private entities. The new WIF also places the private sector at the center of sustainability (McKim 2011: 7; MoWE, 2010).

At community level, the two main structures relevant to implementation of the OWNPN are WASH Committees (WASHCOs) and in some cases associations of WASHCOs, who are expected to plan, manage, operate and maintain water points, with support from the Health Development Army. WASHCOs are prominent institutional structures at the most decentralized level of communities and kebeles, but their impact depends on their capacity, not only for operation and maintenance, but also planning, budgeting and monitoring. The accountability of such WASHCOs, which are supposed to report both upwards (to government) and to community members is challenged by the current lack of formal legal status. In addition to date WASHCOs have not been audited, creating a climate for weak financial management (Calow et al 2011).

The legalization of WASHCOs has lagged behind in a number of regions. This issue is to be addressed by the OWNPN as part of efforts to create viable and accountable WASH institutions at all levels. Legalization or formal recognition of WASHCOs can take various forms, including registration with the woreda administration or kebele development committees, rural water supply and sanitation federations as in SNNPR or water user associations.

Other contributing factors to low levels of functionality include poor technical design and construction, lack of spare parts and low capacity of water committees to raise the cash necessary for repairs (Calow et al, 2013). Additional underlying factors that were identified include failure to link finance and institutions (cost-recovery vs cost sharing) and the capacity of the Woreda Water Office or Regional Water Office to provide support to service providers (Calow et al, 2013)

Non-functionality problems are high on the OWNPN agenda and there is a target (from 20-10%), However planned response seems limited (besides the drafting of new manuals, capacity building, and more money targeted to address the non-functionality) and the rush to build infrastructures seems to still be the main paradigm.

There seems scope for innovation on how to address the problem particularly on institutional and financing issues around post-construction support and supply chains. This was a noticeable observation at the MSF in early 2014. The question as to why performance in some woredas is better than others is still unanswered, but there is the need to learn lessons and understand the incentives for making improvements to the functionality of a WASH system

8.0 Priority Areas

Priority areas for the WASH sector have already been identified by other organizations, including in the OWNP document (August 2013) and the ‘Strategic Intervention Areas’, at the recent Sanitation and Water for All (SWA) High Level Meeting (HLM) in Washington where seven ‘2014 SMART commitments’ were presented by GoE (with support of UNICEF). Further priorities were highlighted previously in the African Minister’s Council on Water (AMCOW) ‘Country Status Overview Recommendations’ (with support of WSP). Therefore, no completely new priority areas are identified, rather these sources are relied on as being comprehensive and participative processes. This section reviews and builds on the priority areas already identified in these documents, adding up-to date commentary and observations and only where required introducing new further priority areas.

The commitments made at the 2014 SWA HLM by the GoE are reproduced in Box 1.

Box 1: Ethiopia Country Statement of Commitments for Sanitation and Water for All (SWA) High Level Meeting (HLM), 11 April 2014 Washington, DC

1. **Visibility of Sanitation:** The Ministry of Health will work with Ministry of Finance and Economic Development, Ministry of Water, Irrigation & Energy and Ministry of Education to ensure that sanitation and hygiene as a subsector of WASH is well recognized and resourced by having adequate professionals, clear targets and budget within the Government of Ethiopia’s Growth and Transformation Plan commencing in 2015.
2. **Financing of Water, Sanitation & Hygiene:** The Ministry of Finance and Economic Development will work with the Ministry of Health, Ministry of Water, Irrigation & Energy, and Ministry of Education to secure internal and external financing to address the One WASH National Program’s current funding gap and in doing so increase the available funds from 68% to 100% of the required budget by the end of 2015.
3. **Policy and Plans:** The Ministry of Health will work with Ministry of Urban Development and Construction, Ministry of Water, Irrigation and Energy, Ministry of Education and Ministry of Environment and Forests to develop, have endorsed and commence implementation of a National Integrated Urban Sanitation and Hygiene Strategy by the end of 2015.
4. **National Monitoring System:** The National WASH M&E Management Information System being managed by the National WASH Coordination Office is further strengthened through a collaborative effort between the Ministry of Health, Ministry of Water, Irrigation & Energy and the Ministry of Education through the inclusion of Hygiene & Environmental Sanitation/ Health indicators in the Health Management Information System (HMIS) and linking to the National WASH MIS to enable the accurate tracking of progress towards achieving targets under the One WASH National Program by the end of 2015.
5. **Coordination and Alignment:** The Ministry of Water, Irrigation & Energy, Ministry of Health and Ministry of Education will work together to strengthen, and where necessary establish, functional coordination structures at all levels as set out under the WASH Implementation Framework (WIF) by mid-2015.
6. **Capacity:** The Ministry of Health will provide support to strengthen the capacity of environmental health workers through undertaking capacity gap assessments, enhancing their numbers, imparting appropriate skills and broadening their scope of work at all levels to enable 82% of communities in Ethiopia to be declared and verified as open defecation free by 2016.
7. **Sustainability:** The Ministry of Water, Irrigation and Energy and Ministry of Health will optimize sustainability aspects of WASH through the development and operationalization of O&M Manuals for water schemes, mechanism for sustainability checks for water and sanitation facilities and access to 84% improved latrines by the end of 2016 by rolling out the recently endorsed sanitation marketing guidelines.

These 2014 SWA HLM commitments build upon ones made at the last HLM in 2012. They clearly focus on the operationalization of the OOWNP and some of its key components, with Capacity Building being a major thread running through many of the commitments. Coordination is also put front and center. The 2014 HLM commitments also aim to be “SMARTer” so that progress can be more easily monitored and assessed.

The OOWNP identified a number of strategic intervention areas to support the accelerated delivery of improved WASH facilities and services. These strategic intervention areas are specific and put forward in the document by GoE and partners for special attention because they were “*either new, cross-cutting, require additional emphasis in order not to be overlooked, have considerable potential to improve the outputs and efficiency of Program implementation, support achievement of sustainable results*” (OOWNP, 2013).

The Ethiopia Country Status Overview recommendations (Box 3) are more dated, being from 2011. These focused on rural water supply, urban water supply, rural sanitation and hygiene and urban sanitation and hygiene as reproduced in Box 3. Financing, supply chains, capacity, monitoring and sustainability were the key issues flagged in rural water supply with financing and sustainability highlighted also in urban water. The rural sanitation recommendations were all picked up with monitoring implemented and plans and guidelines developed. As with all similar recommendations you could critique whether targets that identify plans, guidelines or policy areas are sufficient to lead to change, and in this respect the 2014 HLM commitments are stronger. The urban sanitation strategy remains as a commitment in the 2014 HLM document.

Our discussion here is based upon the SWA HLM 2014 Smart Commitments to which we have added knowledge management. This is a critical area to strengthen with new evidence ideally driving learning and improving performance across the sector.

1. Visibility of sanitation Despite the recent endorsement of sanitation and hygiene related strategies (the Hygiene and Sanitation Strategic Action Plan –SAP- prepared and aligned with HSDP in 2012 and the SanMark guidelines in 2014), and inclusion of sanitation and hygiene in the OOWNP, the enabling environment - including financing for sanitation and hygiene - remains significantly behind that of water supply.

There continues to be a lack of recognition for the country’s visionary hygiene and sanitation strategic plans. Sanitation for example was little recognized (only briefly mentioned under the existence of sector development programs and as an ingredient of ‘Quality of Social Development’) in the key medium and long term visions as set out in the Growth and Transformation Plan (GTP) and Plan for Sustained and Accelerated Development to End Poverty (PASDEP).

Box 3: Focus areas of Ethiopia's Country Status Overview:

Rural water supply

- Increase sustainability of infrastructure through strengthening of cost recovery mechanisms and the development of effective spare part supply chains
- Increase operational budgets and continue to build capacity at *woreda* level to support implementation of the new low-cost technology strategy
- Implement the national WASH inventory to establish baseline data on rural water supply infrastructure

Urban water supply

- Implement cost recovery policies by strengthening capacity and financial autonomy of town utilities
- Increase focus on water resource sustainability through encouragement of demand management approaches and reduction in unaccounted-for water.

Rural Sanitation and Hygiene

- Implement sanitation and hygiene component of the national WASH inventory to establish baseline data
- Develop a strategic national action plan for sanitation, with time-bound and budgeted activities, as has been done for the water supply sector
- Develop a national guideline for Community-Led Total Sanitation and Hygiene, to define the conceptual framework for all actors in the sector

Urban Sanitation and Hygiene

Formulate a clear Urban Sanitation Strategy, including delineation of responsibilities between different government agencies, an investment program, and financing strategy. This is needed to set out urban sanitation hardware requirements, technology choices and how they will be financed

Looking forwards some of the key challenges in delivering in sanitation and hygiene include:

- Improving the quality of low-cost latrines;
- Improve personal hygiene;
- Household-water storage;
- Safe use of water;
- Hand-washing at critical times;
- Promoting the safe water chain.

2. Financing Water, Sanitation and Hygiene

Some key issues under financing are:

- **Getting the OOWNP fully funded** (from 68% to 100% of the required OOWNP budget by the end of 2015). The question is how likely it is that this objective will be achieved. At the same time the question arises how much matters whether or not the consolidated WASH Account is used, when it comes to the long-term objective of working towards a well-delivering sanitation and hygiene sector;
- **Increased focus on financing Sanitation and hygiene.** As to how much public investment has gone into sanitation, precise financial commitments are difficult to estimate, as program budgets commonly do not differentiate between water and sanitation investment. It is estimated that public expenditure intended for institutional sanitation (schools and health posts) is approx. USD30 million per year, (with USD7 million from government sources, primarily HEW salaries and USD23 million per year from donor sources; AMCOW, 2010). With still 45% lacking sanitation facilities, it seems unlikely that resources in promotion are in any way sufficient.
- **Ensuring high levels of utilization of available finance.** One threat here is that successful financial innovations such as CMP (introduced to speed up implementation and increase levels of utilization) are currently at risk due to the harmonization sought under the OOWNP. At the request of the MoFED and others, CMP which features community contracting is currently being redesigned so funds are routed through the normal funding channels (rather than MFIs) and to use government procurement rules. This may or may not work.
- **Self-supply aims to tap new sources of private finance from households.** Critical is to pilot and scale up a software focused approach (Self-supply acceleration) to build up demand, supply and the enabling environment. It must be recognized that this is new (compared to conventional community water supply) and challenges and make new demands on public and private sectors.

3. **Policy and Plans: Awareness Creation and alignment at regional Level**

With the exception of the proposed Integrated Urban Sanitation and Hygiene Strategy most of the required policies are in place. However, even at federal level people are not necessarily familiar with the plans and at lower levels this problem is more acute. There is a great need for awareness creation and understanding at regional level and below to put new policies into practice. Improved quality of planning also needs to be promoted, from the *woreda*-level upwards. A huge capacity building task in itself.

4. **National Monitoring System - use the available data for planning and implementation of sustainable services and to design, implement and update monitoring tools:**

The National WASH Inventory (NWI) which feeds into the WASH M&E-MIS framework provides the major national framework for data collection and analysis. Strengths of the NWI are that it was done nationally (the only missing region Somali is being surveyed now) and results were published transparently (to great credit), despite showing lower than expected coverage. Another asset is that the NWI baseline data created better agreement with JMP results and links with Central Statistical Agency (CSA) and line ministries have been strengthened through process. As mentioned in section 6.1 of this report, major weaknesses of the NWI are: the limited access to data access, the limited use of the data, no updating (yet), and the missing indicators relevant to operational use in service delivery at local levels. There is a widespread consensus in Ethiopia that better WASH sector monitoring is a vital step in improving sector performance. In this light, it is now critical that the NWI is more accessible for implementation, operational use and to drive research.

5. **Coordination and Alignment- activating coordination cross sectoral, at all levels:**

We underline the HLM 2014 commitment that strengthening and establishing functional coordination structures at all levels as set out under the WASH Implementation Framework (WIF) is critical. To support goals for expanded coverage and improved services, the implementation of ONWP requires that the ONWP structures are made operational at all levels for full ONWP implementation. Beginning in 2014, a joint Government-Donor Water Sector Working Group (WSWG), hosted by MoWIE, has been established with an objective to support mainstreaming integrated development and management of water in all relevant sectors. The general objective of the WSWG is to provide a forum for Government and Donors to jointly promote, support and coordinate sustainable and integrated development and management of water resources for socio-economic development of Ethiopia in line with the GTP and its follow-up on development plans. At present there is the need to make the WSWG more visible and have a clear identity. This will enable Government partners, Development Partners (DPs), NGOs/ CSOs and academic Institutions involved in the water sector to come together and create a common platform for discussion and aligning their efforts on various issues related to the development of the water sector in the country. Joint development meetings around water would inform the different plans and provide support as appropriate.

6. **Capacity- intention of increasing capacity of HEWs works need to be backed up with an increase in capacity at higher level to supervise and deliver services:**

Given the current gaps and needs, it is reasonable that the MoH will provide support to strengthen the capacity of HEWs through undertaking capacity gap assessments, enhancing their numbers, imparting appropriate skills and broadening their scope of work at all levels (HLM 2014 commitment). It can be acknowledged that existing initiatives have significantly enhanced MoH capacity for promoting basic sanitation and hygiene at *Woreda* and *Kebele* levels, notably the utilization and training of MoH Health Extension Workers under the WSSP. This is one of the results of substantial decentralization in the sector since 1995, with more authority passed to Districts and *Woredas*, along with transfer of staff and budgets, from 2002. However, it is commonly known that the HEWs are stretched and burdened by the many tasks of their health extension package. Also, all of the responsibility falls with *Woreda* and the *kebele* admin, but how realistic is successful implementation with lack of human and financial resources? At the same time, real decision-making is not yet fully devolved, there is lack of awareness and capacity, with powers and resources retained at federal and regional level.

The intention of increasing capacity of HEWs works need to be backed up with an increase in capacity at *kebele*, *woreda*, regional and national level to supervise and deliver services. This (technical, coordinating and supervisory) backup support remains a major bottleneck, especially at decentralized levels, among both public and private actors. This can be explained by the fact that human resources within decentralized GoE are jeopardized by high turnover of government staff in Regional Water Bureaus, *Woredas* and Town Water Boards, with little in the way of handover for skills, knowledge and information (Stolz et al. 2013; ODI research 2014).

Capacity at higher levels for program supervision and coordination is also in need of strengthening given the massive scale of the OWNPN – including National, Regional and Zonal WASH coordination offices.

7. Knowledge Management: Increase knowledge management, learning, piloting and critical evaluations to allow innovation in an national program that focuses on harmonization:

In distinguishing knowledge management (understood as the process of capturing, developing, sharing, and effectively using knowledge) from learning, it is seen that there are some specific interesting learning and information sharing events such as: FLOWS, Sanitation and Hygiene festival, Monthly WASH Ethiopia Movement (WEM) meetings, Annual Multi-Stakeholder Forum (MSF) meetings and Joint technical reviews (JTRs). Reference is made to box 4.

Box 4: The major learning and information sharing events in the Ethiopia WASH sector:

Forum for Learning on Water and Sanitation (FLOWS): The FLOWS platform makes the link between research and practice, bringing together sector professionals to promote evidence-based policy development and action. For example, the 8th FLOWS seminar, organized by RiPPLE and the Ministry of Water, Irrigation and Energy's (MoWIE) research and development directorate & COWASH focused on two of the service delivery models in the WASH implementation framework and the One WASH National Programme: Self-supply and Community-Managed Projects (CMP).

Sanitation and Hygiene Festival (last one was in Nov 2013): annual H&S festival to review progress in the H&S sector. For example, this year's festival focused on urban sanitation with the objectives of appreciating the existing efforts and achievements on urban sanitation, opening up discussion with concerned government and non-government actors and also creating the opportunity for regional groups to share experiences and enhance their commitment in the sector in general and on urban sanitation in particular.

Monthly WASH Ethiopia Movement (WEM) meetings: The WASH Ethiopia Movement monthly forum is a forum regularly convened among the various sector actors to share best practices and progress in the sector.

Annual Multi-Stakeholder Forum meetings: The MSF (chaired by the State Minister of Water, Ethiopia) brings together stakeholders from Government at Regional and Federal Levels (Education, Health and Water & Energy), development partners, civil society organizations and the private sector and academic institutions to systematically review progress in the sector and to agree on key strategic undertakings for next twelve months. The MSF is designed to improve communication between stakeholders, as well as supporting mutual programmatic objectives and strategies'

Joint Technical Reviews (JTRs)

The purpose of the three annual events comprising the MSF and JTR is to:

- JTR 1 – Review the physical and financial annual plan and progress of the WASH National Program.
- MSF – Review progress on policy issues and commitments (with a broad selection of invited participants including government, donors, civil society, the private sector, academia and researchers) and reach to an agreement on the undertakings signed by partners in an Aide Memoir.
- JTR 2 – Review the progress of the annual plans and implementing the undertakings agreed in the MSF.

While these information-sharing events are well attended and serve their purpose, real 'knowledge management' is weak in the sector, and pilots and critical evaluations are missing. Apart from the ad-hoc events as mentioned above, there is poor access to and sharing of information. This limits making best use of knowledge for advanced planning and programming.

The previous success of the Research-inspired Policy and Practice Learning in Ethiopia and the Nile Region program (RiPPLE) is acknowledged, as a research consortium and resource center that has generated a substantial body of knowledge for policy-makers and practitioners, covering issues around

water supply options, sustainability, monitoring, financing and climate change. RiPPLE was funded by the UK Department for International Development (DFID) and led by ODI/WPP with support from IRC-Water and Sanitation Centre from 2006 to July 2011. From July 2011 RiPPLE will be managed by an Ethiopian team under the Hararghe Catholic Secretariat (HCS) after which the research and learning component slowed down. The earlier mentioned MoWIE research agenda called FLOWS seems to be the current sector learning and sharing forum.

The OOWNP may need a specific research focus/ approach. A 2011 Triple-S study by IRC and Aguaconsult mentions: *'In the OOWNP approach, there is some concern that harmonization may reduce the potential for innovation through the standardization of approached across implementers. This should be mitigated through investment in research to allow space for innovation and piloting of new approaches and learning.'* (IRC-Aguaconsult, 2011). Tangible knowledge management and lessons learned from successful innovation and pilots, may drive up standards of policy and programming of the sector. To support this, long-term and reliable funding is required along with a need for multiple participating organizations driving this component of sector performance.

9.0 Implications for USAID

This brief landscaping report provides a summary analysis of the successes, challenges and ambitions in the WASH sector in Ethiopia. The sector has evolved rapidly in recent years and continues to move towards a more harmonized set of approaches across water, sanitation and hygiene. Many key challenges and trends remain which will inevitably have a bearing on new investment strategies and for USAID in particular as it designs the next generation of WASH programming. The key challenges are summarized below in a set of rhetorical questions. The final articulation of programming will, to a large extent, be determined by USAID's responses to these critical questions:

1. How to most effectively engage with the One Wash National Programmed? There are a number of possible routes, including financial support, institutional capacity building (to strengthen critical areas like monitoring, planning and reporting) or through the programs (innovative) approaches, with self-supply being one obvious example.
2. How to set (sub) sector priorities? The sector is giving more emphasis to urban WASH service provision, based on high urban growth population projections and associated needs. At the same time, the country remains overwhelmingly rural with about 80% of its population still living in the countryside. While health risks may be more acute in urban slums, the rural areas probably face the most pressing challenges in terms of the low performance of both water and sanitation services.
3. Where to focus the support to WASH geographically? The need is evident throughout the country, but there are acute pockets, such as the poorer emerging regions and pastoral areas.
4. A focus on new infrastructure provision or better sustaining existing services? Of course Ethiopia still faces big challenges in terms of first time access, but there is also a critical need (and perhaps

greater leverage via existing investments) to support and improve existing services through, for example, improvements in O&M, strengthened spare parts supply chains or professionalized CBM and household ownership. Beyond the development of more manuals and capacity, there appears to be a serious need for (institutional and financially focused) innovations in relation to post-construction support.

5. What are the strategic gaps being left by other development partners where government and other key actors need support? The following areas are acknowledged as critical building blocks for more sustainable service delivery, yet are still not given sufficient finances and institutional attention: i) M&E systems (especially regarding the use and updating of data); ii) Knowledge management and learning); iii) increased and more relevant private sector involvement and supply chains; iv) scaled-up efforts in capacity building at woreda level and below and v) water resources management, which is the least developed pillar of the WSWG.

6. Finally this report, sketches a picture of the large number of US (headquartered) civil organizations active in Ethiopia in the sector. What is the future for implementation with a bias toward American NGOs as the OWNP evolves? How can more synergy be gained from US-backed efforts, for example by inclusion of certain requirements for coordination and harmonization in future request for proposals? Or by working to harmonize the monitoring initiatives of the WASH and health sectors currently underway in Ethiopia (i.e. NWI and the HMIS which receives USAID support).

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Annex A: Key WASH Documents

Policies/Strategies

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