

COWASH CASE STUDY

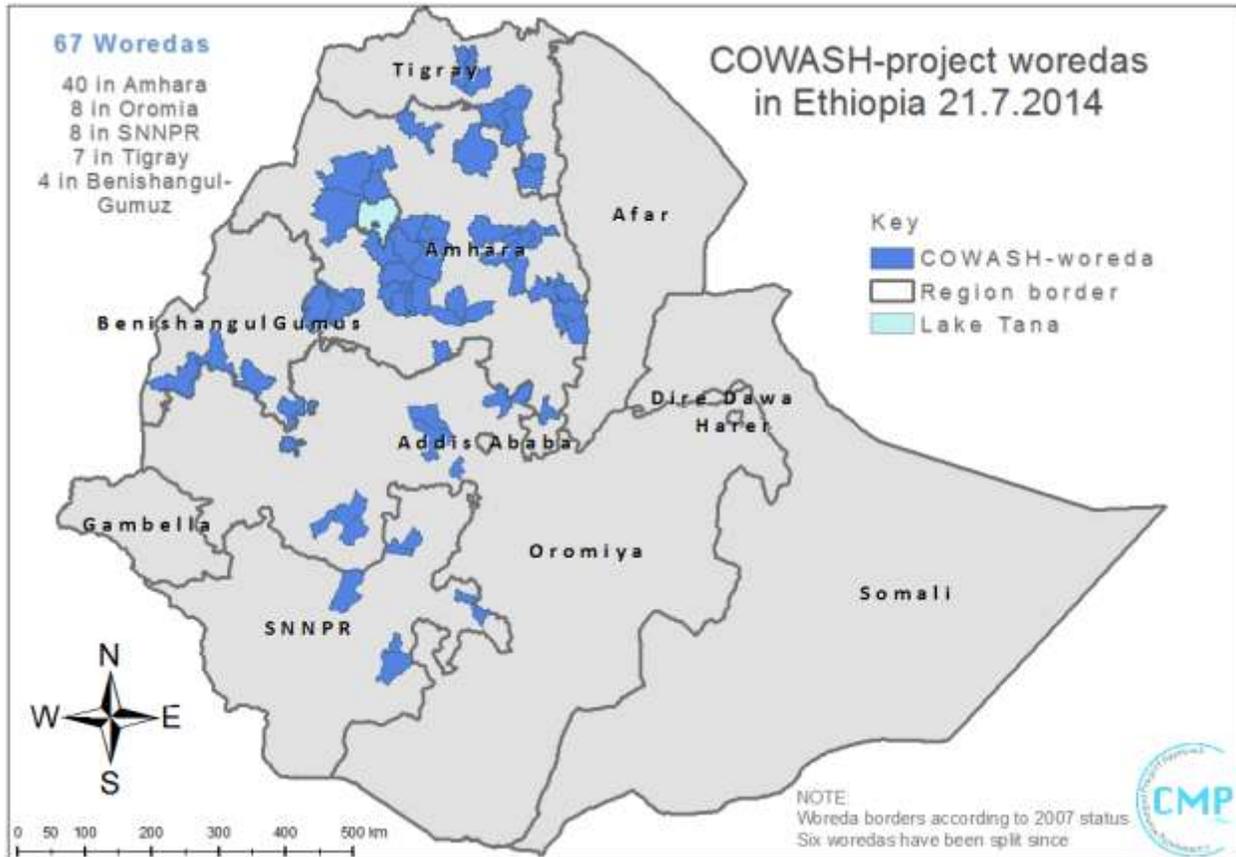
November 2014

CONTACT INFORMATION		
Case Study Title	Community Managed Project Approach; Experience from Ethiopia	
Institution	Bi-lateral WASH project housed in the Ministry of Water, Irrigation and Forests	
Name	Community – Led Accelerated WASH (COWASH): Mr. Arto Suominen, (CTA), Mr Yohannes Melaku (CMPS), Mr. Melaku Worku (CBS), Mr. Abebaw Getachew (MES), Mr. Mussie Hailegeorgis (CCS) and Ms Alana Potter (HRDS).	
Phone number	+251-921-775 098	E-mail arto.suominen@gmail.com Web site: www.cmpethiopia.org

BACKGROUND INFORMATION	
1. What is the case study about?	
<p>This case study tells about the development, testing and scaling up of the Community Managed Project (CMP) approach into the WASH sector implementation in Ethiopia. The development of this approach started in 2003 in Amhara Region of Ethiopia in the Government of Finland and Government of Ethiopia financed regional WASH project called “Rural Water Supply and Environmental Program (RWSEP). The development of the CMP approach was initiated during the RWSEP Phase III preparation in 2003 to accelerate the water supply implementation. It was called that time as “Community Development Fund” (CDF) approach. The main idea of the approach is to decentralize the project’s financial accountability to the community level. The developers of the approach believed that by decentralizing the financial accountability to the lowest level will improve the ownership and sustainability of implemented projects.</p> <p>The key feature of CMP approach is that it transfers funds and project management responsibilities for physical construction or rehabilitation directly to communities. The investment funds (grant) are transferred to the community through a regional micro finance institution. Communities are fully responsible for the water supply development process, through planning, implementation and maintenance. The respective districts provide technical assistance and organize capacity building for the communities. http://www.cmpethiopia.org/page/224</p> <p>The Ethiopian National WaSH Implementation Framework (WIF) (http://www.cmpethiopia.org/page/301) was approved in March 2013 and the CDF name changed to CMP in WIF and it became officially one rural WASH financing modality. Today, CMP approach is implemented in 72 districts in Ethiopia.</p>	

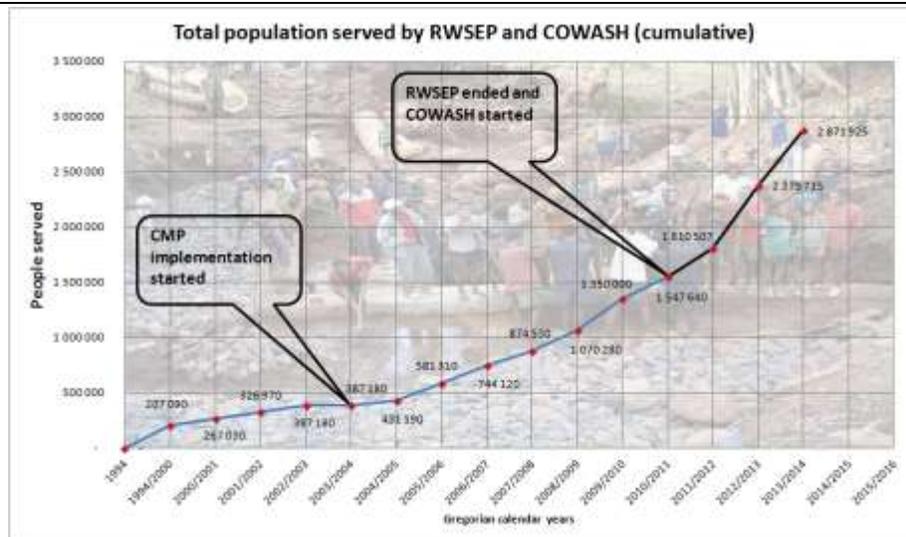
2. Where does it take place?

Currently, the CMP approach is implemented in 72 districts of the five major regions of Ethiopia (Amhara, Tigray, Oromia, Southern Nations, Nationalities and People's and Benishangul Gumuz). The map below illustrates the location of the projects in Ethiopia. The total population in these CMP districts is 9 million people. Out of the 9 million people about 4 million still lack access to improved water sources.



3. At which stage of development is the case study at present?

The CDF testing started in 2 districts in 2003 and was in 3 years scaled up to 12 districts. In 2010, the approach was expanded to 32 districts in 2 regions of Ethiopia. Today, CMP approach is implemented in 72 districts in Ethiopia- 67 districts in 5 regions are covered by the COWASH project and 5 woredas in Benishangul Gumuz region are covered by the FinnWASH project (40 districts in Amhara region, 9 districts in Benishangul Gumuz Region, 7 districts in Tigray Region, 8 districts in Oromia Region and 8 districts in Southern Nations, Nationalities and People's Region). In 2010, the World Bank WSP project evaluated the approach and strongly recommended that the CDF approach should be included into National WASH Strategic Framework as the benefits of the approach were evidenced and encouraging. In WSP evaluation the approach was recognized in Ethiopia as the best approach for community engagement in WASH and delivering effectively sustainable systems at low cost. Today, nearly 3 million people have benefitted from the project inputs in community water supply construction as illustrated in the chart below. All project reports can be found at <http://www.cmpethiopia.org/page/273>.



DESCRIPTION

4. What are the objectives and drivers behind the case study?

The CMP implementation modality addresses the challenge of speeding up the development of sustainable rural WASH services and furthers sector policy objectives of decentralised, effective and sustainable service delivery. CMP delivers on integrated, participatory, decentralised approaches by enabling communities or institutions to initiate, plan, implement and manage their own water and sanitation projects. The major drivers are:

CMP promotes sector policies

The CMP is responsive to community demand and its readiness to play an active role in the development of WASH services. CMP stimulates awareness in the community and promotes a sense of ownership which is essential for sustainability. It provides incentives for community groups to strengthen their organisation and capacity. It is pro-poor as it reaches areas that have not already been served through the governmental system and involves low-cost infrastructure that communities can afford to operate and maintain. CMP engages with financial institutions and private operators. It supports Community Water Committees to manage their own water supply and sanitation and inculcates a culture of saving in communities.

Efficient model of implementation

Due to the CMP approach implementation the project implementation rate increased by up to a factor of 5 and utilisation of investment budgets increased from an average of 53% to close to 100% (other large donor programmes average below 50%).

Higher sustainability

- CMP schemes have achieved functionality rates of 94%, significantly above the 75%+ average for Amhara.

CMP empowers communities and local service providers

- CMP has resulted in increased community ownership of projects, including their capacity for implementation and maintenance.
- CMP builds locally available private sector capacity for construction and maintenance and facilitates the establishment of local spare parts supply chains.
- CMP stimulates district capacity for facilitation and supervision and releases resources from implementation management.
- As communities save for O&M, CMP brings local banking closer to the community.

5. What is the link to integrity and/or corruption?

Since 2004, the Ethiopian Community Managed Project (CMP) Approach has served nearly 2.3 million rural water users across five regions by decentralising financial management to community level. The CMP provides a valuable example of water integrity; of the transparent and accountable financial management of local water supply resources by elected community members. It illustrates how, with the right tools, training, supervision and support, community committees have the capacity to manage rural water supply funds - from initial planning, procurement and construction, to ongoing tariff collection and operations and maintenance (O&M) - in an accountable and transparent manner.

Regular audits reveal that nearly none of the funds paid to communities (through financial intermediaries such as micro-finance institutions) is lost, and that community committees (WASHCOs) are able to account for investment funds provided to them by the government in planning and construction (including payments to artisans and suppliers), and for households' investment and O&M contributions.

6. Who are/were the promoters or leaders of the case study?

The main partners involved in the initiative and their main interests are:

Ministry for Foreign Affairs (MFA) of Finland

- Allocates budget to design and implement the approach.
- Monitors the progress and approves annual plans and budgets

Ministry of Finance and Economic Development (MoFED) of Ethiopia

- Overall oversight of the project implementation
- Recommended the approach to be scaled up from regional project (one region) to a national level programme
- Is one signatory of the National WASH Implementation Framework

Ministry of Water, Irrigation and Energy (MoWIE) of Ethiopia

- Is the federal level implementing agency of the project
- Is one of the signatory of the WASH Implementation Framework
- Provides office facility for the COWASH Federal Technical Assistant Team
- Provides technical supports to regions

The regional finance and economic development bureaus and water bureaus

- Have accepted the approach as one of rural WASH implementation modality
- Plans and allocates regional budget for investments

- Are members of the Regional WASH Steering Committee and approves the districts to be included in the approach

Local Government

- Main project facilitation and implementation as well as community level capacity building

7. What is/was the target group of the initiative?

The target groups of the initiatives can be classified as follows.

At federal level:-

- Ministry of Finance and Economic Development
- Ministry of Water, Irrigation and Energy

At Region level:-

- Bureau of Finance and Economic Development
- Bureau of Water
- Bureau of Health (for health institution WASH)
- Bureau of Education (for school WASH)

The private sector:-

- Local artisans trained in the construction of water schemes and institutional latrines
- Construction materials and tools suppliers located at district level
- Pump and construction equipment suppliers located at district, zone and /or regional levels
- Associations and small & micro-enterprises licensed in the construction of water schemes and institutional latrines and supply of construction materials
- Regional Micro-Finance Institutions. They are chosen based on their outreach in rural areas, past/good reputation working in rural communities and willingness to give in future credit facilities to communities for improving their water schemes

User communities

- These are the beneficiaries or main targets of the approach located in the districts/villages where the approach is implemented.

8. Why are/were these stakeholders involved in the engagement process?

The general interest of all stakeholders at all levels is the increase of water supply access coverage through the project. At national level, the project’s contribution in the increase of the national water supply access coverage is about 3 %, but at the regional level the access increase contribution varies from 1-20 %.

Federal level ministries are involved in accepting the approach at the national level and they develop the strategies to include the approach in the National WASH Program.

Regional bureaus endorse the approach in the regions, allocate the required regional budget for the project (more that 60 % of the project’s regional budget is allocated from the Regional Government investment budget), approve the guidelines to be used in the approach and approve districts to be

beneficiaries of the approach

Local Government offices at district level promote the approach to communities, appraise and make funding decisions on communities application, train WASHCOs in financial, procurement and construction management, give technical support to communities in water point site selection, assuring quality of construction materials procured and assuring the quality of the physical structure.

The private sector are the

- **Local artisans** who take labour contract for the construction of water points and institutional latrines
- **District level construction materials suppliers** who supply construction materials and tools
- **Zonal and region level suppliers** who supply hand pumps, special construction equipments and tools

Financial intermediaries make agreement with the regional WASH sector bureaus to disburse to communities as instructed by the local government

User communities organize themselves and elect WASHCOs, apply the projects and implement the projects as per the plans approved by the local government, operate, maintain and sustain the constructed schemes

9. What kind of approach/methodology was used and why?

The core principles of CMP are the following:

- CMP is appropriate for communities or institutions (schools or health facilities) that demonstrate the demand and capacity to manage the development of WaSH services. It is initiated by a community or institution asking for a WASH facility and expressing readiness to manage the process. It is subject to such a scheme being appropriate to the local rural WASH plan and subject to approval by the district after assessing the readiness and capacity of a community or institution to manage the process.
- Funds are transferred from the regional Bureau of Finance and Economic Development (BoFED) to relevant regional sector bureau who further transfers the investment funds to the District CMP account in the selected Micro-Finance Institution and then from MFI account to the beneficiaries.
- The MFI opens subsidiary ledgers for each project showing the total budget and the funds dispersed to community representatives.
- District WASH team builds the capacity of the community to implement the project and supervises the quality of the work
- The community or institutional group becomes directly responsible for core implementation: contracting, procuring and supervising construction and/or rehabilitation;
- Procurement by the community or institutional body is subject to oversight by the District WASH team;
- The community or institutional group undertaking a CMP is financially accountable to the District WASH team

10. What are the sources of funding of the initiative?

The funds for the project are contributed from three sources: 44 % from the Government of Finland (GoF), 46 % from the project beneficiary regions (GoE) and 10 % from the beneficiary communities (community contribution). While the GoE fund is to be used for investment and some operational costs the GoF fund is meant for (physical and human) capacity building and covering the staff of regional support unit operational costs. The beneficiary community is expected to cover at least 15% of the total construction cost of the water supply and about 6% of the cost of construction of institutional latrine in kind or labour.

In practise the community contribution from the construction costs has been 25 %.

EVALUATION

11. Which assessment mechanisms are/were used to evaluate the impact of the initiative?

A study was made in Amhara region by WSP-Africa before scaling-up CDF at the national level (<http://www.cmpethiopia.org/page/808>).The study was made to learn more about the performance of the CDF mechanism, with a view to identifying ways to mainstream the approach within the broader water and sanitation sector. A number of survey approaches were used for the study, viz., i) detailed background analysis about CDF; ii) stakeholder interview; and iii) water scheme assessment.

For the water scheme assessment, in order to capture a broad range of schemes from other financing mechanisms and comparison is possible, 75 schemes, including 27 financed under Rural Water Supply and Environmental Programme (including both pre-CDF and post-CDF) were selected randomly from 8 woredas (4 CDF and 4 non-CDF). The schemes were selected randomly on the basis of inventory lists at woreda level, with particular account taken of ensuring a wide spread in terms of scheme age.

The study found out that a number of impressive achievements: i) implementation rate of water supply schemes has increased by up to a factor of 5 (from an average of 200 water points per year (1994-2003) to over 1,000 water points per year in 2008/9);ii) the technical quality of the facilities built was satisfactory and functionality rates for CDF schemes (94%) were above average for Amhara region (estimated at over 75%); iii) the level of expenditure on investments relative to operational costs and technical assistance has increased from 15% of the total expenditures in 2003 (pre-CDF) to 58% of total expenditures in 2009; and iv) utilization of investment budgets has increased from an average of around 53% between 1998-2002 (pre-CDF) to close to 100% during the end of Phase III / start of Phase IV (compared to below 50% for other large donor programs).

According to the study, the success of the CDF mechanism was explained by some core factors related to investment funding: i) simplified accounting of funds; ii) simplified procurement of materials and services by the beneficiary community; iii) use of community based project management; iv) use of specific technical and governance controls/safeguards; and v) development of technical and governance skills in the beneficiary communities. The report can be found in the website www.cmpethiopia.org

12. What was the impact of the initiative?

In earlier years districts and Regional Bureaus were responsible for the whole procurement and supply of goods and services for the construction of WASH facilities for rural communities. Moreover, identification of sites for installation of facilities had been done mainly by the district public sector offices. Community representatives were assigned and received the infrastructures after constructions were being completed.

In the CMP approach however, rural communities were made to primarily identify their projects regarding their needs in water supply, sanitation and hygiene construction. Project application is prepared and submitted for funding to district officials after the sites for the construction were identified by communities themselves. The responsibility of procuring goods and contracting services for the construction has completely been decentralized and given to the applicant community.

Through continuous trainings in a cascading manner and assistance by project staff, the CMP procedures are well followed by both the public sector and community representatives. The process followed has impacted in creating genuine ownership of the facilities by the users after construction and users' satisfaction has been ensured.

Consequently, the technical quality of facilities built is satisfactory and functionality rate of facilities is above 94%. There is evidence that the level of expenditure on investment relative to operational and technical assistance has increased by 43%. The rate of implementations has increased by five fold. As the system was not bureaucratic in liquidation of funds, utilization of investment budgets has increased from an average of 53% at the beginning of the CMP approach to close to 100% after four years since the CMP was piloted.

Community representatives through the process of CMP have now learned how to manage financing of rural projects, carrying out procurements and enter into contract agreement with service providers. Level of confidence has grown dramatically when the communities were trusted and recognized as development partners in the effort to bring down to the required level the number of population without access to WASH services.

13. Which tangible benefits could you identify from the initiative on issue(s) to be addressed?

Time saving:

The following points in the CMP approach contribute to cost and time saving.

- The approach promotes maximum community in-kind contribution (labour and local construction materials). In the approach, the minimum required in-kind community contribution from the community is 15%. But in the actual practice, there are as high as 45% community contributions and the average is 25%. This implies if there had not been such a community contribution, there was a need for average 25% additional cash contribution from donors/government which is a very scarce resource for a developing country.
- WASHCOs are procuring construction materials by themselves. Procurement is done by a committee (not by individuals). In the procurement, WASHCOs use their bargaining experience they use for procuring their household items and also make procurements in committee which minimizes the chance to be involved in corrupt practices. So, the bargaining power of communities and the minimized chance to be involved in corrupt practices contribute for the saving of money.

- Contracting only labour works to local artisans minimizes the 25-35% over-head and profit share which can be incurred if the contract is fully awarded to private certified contractors. The major overhead cost in the approach is the 5% administrative expense of WASHCOs which will be used only when they are moving to the district for procurement of materials and money withdrawal from the MFI and some 10% profit to be considered for artisans from the labour contract they take from WASHCOs.
- In the CMP approach, construction materials and tools are procured by WASHCOs when the needed quantities are needed and known. This minimizes the chance of materials wastage which occurs if materials are procured in bulk. In non-CMP approach, construction materials and tools are procured by the districts ahead of time usually in quantity more than the actual need and gives a chance of wasting construction materials due to lack of proper storage facility at the district sector offices.
- As WASHCOs are following the daily construction progress closely and assign the required community to contribute in labour and local materials daily, the delay in construction, which is usually seen in many constructions where there is loose supervision, is minimized in the approach. This finally contributes to the completion of CMP water points in relatively shorter period of time as compared to the non-CMP ones.

The above are the major points which contributed to the cost and time saving in the CMP approach. Here is one figurative example how a CMP project is implemented at lower cost. A three block (totals of 10 pits) hollow concrete block VIP latrine was constructed by the CMP approach with a total cost of USD 14,375 of which USD 11,500 is cash allocated from the regional government and USD 2,875 (20 %) in-kind contribution from the community. But the same latrine in the same region was constructed in turn-key contract by private contractors at a cost of about USD 30,000.

Acceptability / Ownership of stakeholders involved

The main challenges in rural WASH are low implementation capacity, high levels of non-functionality, low absorption capacity and significant human resource capacity, in particular at district level. This situation has persisted despite large but limited capacity building initiatives. The need for a more innovative approach was strengthened by the desire of the Government of Ethiopia to empower communities. The Rural Water Supply and Environmental Programme (RWSEP) which was launched in 1994 responded to this demand by establishing the community development fund (CDF) from 2003, which was later evolved to CMP in 2011.

The five Regional Governments of Ethiopia have now experience of implementing the rural water supply through the CMP approach. The approach is appreciated in each region and the acceptance and regional ownership of the project is demonstrated by the regional government budget allocations. About 46 % of the project's total budget is coming from the regional governments. Furthermore, there is a growing demand from all the regions to expand the approach to the new districts. Currently, Oromia region is proposing to add four new districts to its CMP program.

At district level, the high performance (increase of 5 folds of implementation) and efficient fund utilization (close to 100 %) and high functionality rate (94 %) are the factors which motivates the district decision makers to allocate human and financial resources for CMP implementation.

At village and community level, the community's strong involvement, community leadership and cash and in-kind contribution by community embedded with capacity building ensures high ownership and

project acceptance.

Sustainability / Resilience

The involvement of the beneficiary community including women and other stakeholders throughout the CMP project cycle, and the continuous awareness creation and capacity building works done have brought ownership on the CMP projects, and improved the continuous delivery and uptake of the services. The catchment screening and protection works are part of CMP project cycle and done when implementing water supply projects. These have helped also the continuous and reliable delivery of the water supply schemes, and also made the water supply schemes more resilient from the impact of climate change like flood damage.

Capacity-development:

Project planning tools are well known and skills are well developed in five regions and 72 CMP districts. Districts , Zones and Regions are now be able to organize training programs and conduct trainings to the community members and build their capacity to implement the CMP projects. Decision making bodies are put in place and strengthened in cascading manner from Region to Districts and developed capacity of appraising and approving projects submitted for funding by communities. Trainings are being conducted yearly in cascading manner to management bodies and WASH experts. New people who are joining the project implementation will receive trainings on CMP approach. Refreshment trainings are also conducted where gaps are identified. Training Impact Assessments are conducted annually to verify that the trainings provided are delivering the services with acceptable quality and quantity. Physical capacity building activities are made yearly based on identified needs and demands. Minimum capacity needs are identified for the project at all levels, executed and monitored yearly whether these needs are met.

Broader economic development:

COWASH is actively engaged in the WASH sector development in Ethiopia. At the moment, COWASH is leading the development of National Rural Water Supply Operation and Maintenance Manual and National Strategic Framework. COWASH is also actively contributing at National level strategy developments such as i) National Climate Resilient Water Safety Planning development, ii) National Sanitation Marketing development, iii) National Self Supply development, iv) National supply chain development, v) National Joint WASH sector technical reviews (two times/year) and vi) organizing of annual National Multi-Stakeholder Forum, which is the highest policy development and WASH sector development body in Ethiopia. At the region level, the COWASH support units participate actively in the regional sector coordination and collaboration. We refer to the following web site: <http://www.cmpethiopia.org/page/562>.

14. Which bottlenecks challenged the effectiveness of the process in this case study?

Conception / design :

- ✓ In the beginning of CMP, the lack of trust on community's capacity to lead and implement their own projects was a major challenge. This challenge overcame in the regions and districts, but is still a challenge at the federal level.
- ✓ Another challenge to overcome was the government officials fear of losing their control on the use of the money. This challenge overcame when officials saw in practise that money was well accounted for by the beneficiary communities
- ✓ Another challenge was the concept of not accepting the fact that community has capacity in financial management (fear of misusing the money). This challenge also overcame when the communities proved that they can handle the financial management

Development / Deliberation :

- ✓ In the process of CMP implementation some districts wanted to take over from the community the procurement and return back to old conventional system to implement projects by the District
- ✓ There was resistance to add more capacity building into the process as it was considered as a delaying factor and also budget consuming (government general policy is not to finance capacity building but rather insert all money to investments only)

Implementation / Operation:

- ✓ In 2003, the coverage of the banking system was very low (<50 %) to carry out financial transactions to communities(risk too high to transport the money to long distances). Today, the bank coverage is over90 %.
- ✓ In many districts, suppliers of materials were not existing and still this problem persists in newly established districts
- ✓ The artisans were not available to provide labour service for the project construction
- ✓ Lack of interest in the paper work by the government officials. There was lack of interest to follow processes and use of formats which ensure the financial accountability.
- ✓ Overburdening of the existing Government staff to implement same time regular government projects and COWASH activities
- ✓ Existence of other development projects in the same district using different principles in community contribution. Many development projects do not require community contribution and participation and in some projects the community is actually paid for their participation and the donor is managing the processes
- ✓ Requests (expectations) for motivational incentives from government staff and officials as the work of COWASH activities was considered as an additional job

Evaluation / Monitoring:

- ✓ Definitions of the WASH monitoring indicators were and are not explicit in Ethiopia and there is a possibility to interpret
- ✓ Baseline problem, different base years for districts
- ✓ Decision making process delays (approval of the annual work plans) and delay and quality in reporting
- ✓ Data collection and data accuracy and data management was a great challenge
- ✓ Delay in reporting of the community settlements to the region
- ✓ Lack of adequate government staff and high turnover of the staff in the districts to carry out the monitoring. The number of implemented water projects increased and this increased the work load of monitoring
- ✓ Social audit was part of the project cycle but this was not systematically conducted and monitored

15. If any, what are/were the solutions identified to overcome these challenges?**Conception / design :**

- ✓ Lack of trust on community capacity.
 - Presenting the process to the stakeholders during the trainings and relating the approach to their own experience.
 - Piloting the approach first and also using the horizontal experience sharing and using annual review meetings to share the experience.
 - Audits carried out were very positive and this information was used to convince for the trust
- ✓ Fear of losing control of the money:
 - As above, same solutions
- ✓ Community capacity in financial management (fear of misusing the money).
 - Training was used to increase capacity
 - Instalments to the community were divided into three so that the community reported the use of the instalment before they got the next instalment.
 - Each instalment was approved separately by the authorities.
 - Once the money was received by the community it was used immediately so that money was not taken into their community (houses)

Development / Deliberation :

- ✓ District wanted to take over from the community and go back to old conventional system to implement by the District:
 - This challenge was overcome by good follow-up by the zone advisors and regional

support units

- The process and systems were made regional directives issued by the finance bureau and therefore these processes were to be followed
- ✓ Resistance to add more capacity building into the process as it was considered as delaying factor and also budget consuming (government policy not to finance capacity building but put all money to implementation and investments):
 - This challenge was overcome through awareness creation that capacity building is to be understood to bring sustainability and the capacity building necessity was therefore understood and accepted. But the requirement remains to allocate the capacity building from the donor budget allocation

Implementation / Operation:

- ✓ Low coverage of the banking system for financial transactions (long distances to transport the money):
 - Use of MFIs as financial intermediaries was selected as they had better coverage in the country and they had working experience with the community
- ✓ Lack of suppliers of materials:
 - Promoting of suppliers in the nearby districts and mobilizing existing organizations such as associations, Small and Micro Enterprises and cooperatives to become suppliers.
 - In big procurements delegation process to district was used.
 - Organizing workshops for suppliers to make them aware of the volume of businesses coming up
- ✓ Lack of artisans:
 - Creating of new artisans through training and using also existing artisans from the nearby districts.
 - Certifying artisans by the water office
 - Organizing artisans into associations to create more business for them
- ✓ Lack of interest in the paper work (lack of interest to follow processes and use of formats which ensure the financial accountability):
 - Reviewing, and simplifying the formats and explaining the importance of filling the formats for the sake of transparency and accountability and for facilitation of future audits
- ✓ Overburdening of the existing Government staff to implement same time regular GoE projects and COWASH activities:
 - Convincing district staff that COWASH activities are part of Government activities as major part of the funding is coming from the Regional Governments.
 - Building the capacity of the district staff to improve their skills in performing their tasks
- ✓ Existing of other development projects in the same district using different principles in community contribution:
 - Raising the community and local government personnel on the need and importance of

the community contribution to have ultimately strong ownership feeling and to ensure the sustainability.

- ✓ Requests (expectations) for motivational incentives as the work of COWASH activities was considered as an additional job:
 - Demonstrating the successes and failures in the annual review meetings to increase the understanding and responsibilities of the local government staff that COWASH is a regular government program
 - Also recognizing and the good performance annually
 - Awareness creation through trainings and follow-up meetings that COWASH is not an NGO but a Government project

Evaluation / Monitoring:

- ✓ Definitions of the national monitoring instruments and indicators were and are not explicit and there is a possibility to interpret;
 - Identifying and understanding the problem
 - Providing expertise advice
 - Raising the issue at all levels time to time to be resolved
- ✓ Baseline problem, different base years for districts:
 - The project is scaling-up every year to new districts and villages and therefore the base year in the new areas is different from the areas joined the project earlier
 - Through intensive consultations with the local governments find out mutually acceptable baseline data for each district and in some cases through joint collection of the grassroots level data
 - By training the local government in order to get them to understand the purpose and usefulness of reliable baseline data for the districts
 - Introduction of water point mapping to use this an instrument in planning
- ✓ Decision making process delays (approval of the annual work plans) and delay and quality in reporting:
 - Continuous follow-up and reminders
 - Use of IT technology in communication
 - Provide training and on-the-job assistance in report preparation
 - Providing timely feedback on performance reports
- ✓ Data collection and data accuracy and data management;
 - Training and on-the-job assistance in data collection and data management
 - Simplifying data collection formats
- ✓ Reporting of the community settlements to the region;
 - Through trainings and close supervision
 - Intensified close supervision and on-the-job assistance and giving feedback
- ✓ Lack of adequate staff and high turnover of the staff in the districts to carry out the monitoring:
 - Clustering villages to be followed by the individual experts to assist the communities in the processes and in data collection.

- Providing periodic refresh trainings to the local government staff (new and old)
- ✓ Social audit (social accountability) was part of the project cycle but this was not systematically conducted and monitored;
 - Employing experts to develop social accountability guideline and training materials
 - When the number of the projects are increasing the less local government has time to participate in the project completion celebrations where use of funds and carried out responsibilities are reported and this should take place without the presence of the local government officials

**16. Did the expected outcomes of the process happen?
Do you consider that the experience is/was successful? Why?**

The outcomes were achieved

The project approach was evaluated and accepted to the national strategies and policies. But still the action to implement at National level program remains as a challenge.

The system works in bi-lateral program were Government of Ethiopia money transferred is to the community, but the system has not yet approved by the Federal Government. Federal Government is still lacking the willingness to accept this process and approve and develop the process.

The CMP approach has increased from 1 region and 12 districts to 5 regions and 72 districts

Amhara region replicated CMP approach to 11 districts by adding their own money into the process. This became the principle in CMP scaling up. This demonstrates the region's ownership. The previous concept where donor money is 90 % and recipient country contribution is 10 % mostly in kind was turned upside down and now at region level the region contributes 70 % and donor only 30 % mainly for the capacity building only.

During the last 3 years the project has succeeded to increase the water supply access coverage in those districts which joined COWASH in 2011 as follows:

Region	Baseline water supply access coverage in CMP districts in 2011 (%)	Achieved rural water supply access coverage in CMP districts due to COWASH in 2014 (%)
Amhara	40.04	61.41
Tigray	51.52	64.1
SNNP	38.32	49.36
Oromia	54.84*	67.26

LESSONS LEARNT & REPLICATION POTENTIAL

17. Which broader lessons can be drawn from the experience?

- ✓ Communities can be trusted with the money and communities can manage the project financial management and can be accountable to the local government.
- ✓ Implementing efficiency can be improved through the community implemented projects compared to the local government implemented projects.
- ✓ Through decentralization the accountability and the ownership can be increased and ensured.
- ✓ Women leadership in financial management and project management has increased as in many communities women are trusted to take care of the money.
- ✓ Through community leadership higher functionality in water supply can be ensured.
- ✓ Community management increases local job opportunities and creates automatically supply chain.
- ✓ Community management creates skills that sustain at the lowest possible level.
- ✓ Community managed project ensures that processes are owned by the local governments and projects by the beneficiaries
- ✓ In CMP WASHCO members' selection process creates accountability and transparency is achieved through WASHCO reporting

18. What are enabling factors for success of the initiative?

The existing policies, strategies, plans and frameworks such as Universal Access Plan 2012, WASH Implementation Framework 2013, One WASH National Program document 2013 and One WASH Operational Manual 2014 include CMP implementation modality.

The important fact was the belief and openness of the Government of Finland to the approach in the beginning. This facilitated to start testing the approach. Another important fact is that the external support from Finland was not only for a short period but has continued now over 20 years. This creates confidence and allows long lasting change to take place. Later on the understanding, belief and openness of the regional governments to counter finance the same approach at larger scale demonstrates ownership of the government. From the previous approach where regional governments paid "matching fund" to the donor fund the situation changed where now regional governments pay the lion share of the project and Finland government contribute the "matching fund" to the regional project.

19. How can the experience be replicated?

The experience was already replicated through the bilateral project from 1 region to 5 regions and from 12 districts to 72 districts. The process to replicate the approach to the national level WASH program is the next step and in the process. The CMP implementation manual for National WASH Project has been prepared taking into account and consideration the national program requirements and safeguards. Once the National WASH Program CMP Implementation Manual has been approved the approach can be replicated all over Ethiopia provided that donors continue to provide technical assistance and capacity building support to the National WASH Program.

