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**WATER, SANITATION AND HYGIENE:
SUSTAINABLE DEVELOPMENT AND MULTISECTORAL APPROACHES**

**A tri-sector programme of capacity building in Ethiopia:
The PAWS model**

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Partners for Water and Sanitation (PAWS) is a DFID-funded partnership of public, private and government organizations who come together to offer capacity building support to water and sanitation institutions in Ethiopia, Nigeria and South Africa. The PAWS model of capacity building offers a unique opportunity in supporting Ethiopia's commitment towards an accelerated effort from all stakeholders to achieve the Universal Access Plan. PAWS is offering support to the Ethiopian water sector through training, twinning and technical assistance under a number of strategic programmes. Since 2005, the programme has responded to demand for specific expertise and skills from, for example, regional water resources bureaus, government-owned water works enterprises and the federal coordination office of the national WASH programme. Experience to date indicates the need and value of such capacity building support, while the outcomes of improved understanding and operations for institutions to carry out their roles and responsibilities are forthcoming.

Background

The PAWS partnership offers strategic capacity building support from the UK-based water sector (including water companies, consultancies, government agencies, civil society bodies, NGOs and independents), in response to expressed demands from government and other national organizations for expertise and skills in the water and sanitation sector in 3 African countries. PAWS in its Strategic Plan has designed to widen its scope of partnership so as to meet the demand from its in-country partners. In line with this, besides the plan for extending to other European Countries, it is demonstrating the need to involve the national institutions and expertise of the partner countries as a way of South South learning. The recent scoping visit done and the start up effort of establishing the new country program in Tanzania also testifies its plan of expanding to other 2 more African Countries at least in the current strategic plan period (2007/08 to 2011/12)¹.

Besides the efforts of widening the partnership base and their commitment both in country and abroad, there is also an extensive ongoing fund raising strategy. Furthermore, PAWS has a unique nature of offering support that works only along with the existing programmes of the partners that assure the PAWS delivery model is cost effective and less affected by the global economy and ensure that it's a sustainable model of intervention.

PAWS' engagement in Ethiopia, which started in 2005, developed to a legitimate relationship with the Ministry of Water Resources (MoWR) through a signed MoU in 2006. Hosted by WaterAid Ethiopia, PAWS supports a range of demand-driven water supply and sanitation capacity building initiatives in Ethiopia. Initially working with 3 federal institutions (MoWR and two water works enterprises) and 2 regional bureaus of water resources (in Oromiya Region and the Southern Nations, Nationalities and People's Region, SNNPR), PAWS support since has expanded to include Addis Ababa Water and Sewerage Authority and the 3 Ministries responsible for coordination of the national WASH programme (MoWR and the Ministries of Health and Education) through the National WASH Coordination Office (NWCO). PAWS is also identifying ways to compliment and support WaterAid's work in Ethiopia. Even though most of the PAWS support program efforts with the federal water resources institutions are leaning towards the urban

sector, the Strategic Support Programs with the two regions; namely, the Recommissioning of the water supply schemes & Water Resources Management (WRM) to the SNNPR and WRM supports to the Oromiya region have the objectives to set regional strategies that broadly benefits the rural population of the respective regions at large.

Country context

The Government of Ethiopia has a well articulated Universal Action Plan (UAP), to achieve 100% coverage in rural and urban water supply and sanitation services by 2012. In support of such an ambitious plan, capacity to better coordinate implementation of the multi-sectoral WASH programme, as well as effectively manage existing water resources and regulate against environmental degradation, manage leakage from existing water networks, recommission existing rural water supplies, manage sewerage services and improve overall operational efficiency of the sector are some of the significant issues identified by national institutions as needing to be addressed.

The recent water sector performance review on the Universal Action Plan (October 2008) indicated an urgent need for accelerated effort from all stakeholders so as to achieve the UAP. This in turn increases the need for capacity building support to the sector. . Despite Ethiopia's population being predominately rural PAWS has found significant demand for its work as outlined below.

PAWS' approach in Ethiopia

As PAWS is a demand-driven capacity building initiative, a programme of support has been developed with a range of Ethiopian in-country partners, building on capacity needs identified during initial scoping visits and subsequently through the Country Manager sitting on and having dialogue with national water sector forums.

Support in Ethiopia is focused on a range of strategic federal- and regional-level initiatives, which are looking to both extend the support offered to existing partners and to reach new partners through the ongoing relationship-building activities of the full time Country Manager. PAWS operates a programmatic approach in Ethiopia, as well as in its other countries of operation, to meet demand and share learning in such a way that it can address a number of issues being faced by a single institution, or address similar challenges being faced by different partner institutions.

PAWS' achievements in Ethiopia

PAWS is currently undertaking 8 strategic capacity building initiatives in Ethiopia. These address capacity needs in areas of; developing an effective leakage strategy, improving national leakage detection and management, recommissioning failed water supply schemes in SNNPR, improving water resources management in Oromiya Region, enhancing contract management and quality assurance procedures, improving sewerage service management in Addis Ababa and enhancing coordination of the national WASH programme. New areas for capacity building being explored with WaterAid Ethiopia also incorporate financial management for utilities, water quality monitoring and urban sanitation services.

While PAWS offers support in both water and sanitation services, limited institutional clarity of roles and responsibility towards sanitation services has limited the demand for capacity building in this area. PAWS is now supporting Addis Ababa Water and Sewerage Authority (AAWSA) in areas of improved sewerage management, with an initial capacity building needs assessment carried out in August 2008. Through the National WASH Coordination office (NWCO), institutional capacity needs can be enhanced for effective coordination of sanitation and hygiene programmes.

Training support

PAWS' UK partners deliver on-the-job training, offering their experience, skills and knowledge gained from many years of working in the UK water sector and often internationally, for consideration and adaptation within and by the Ethiopian water sector. Training needs are identified and delivered through repeat support activities, helping to build relationships and hence build capacity at an appropriate rate and to best effect.

Leakage detection and management training

Ethiopia has faced leakage problems since piped water supplies were introduced to a few towns in the early 1900's. While estimates of the current extent of leakage in such towns are considered to be typically 45%-50%, no assessments have been systematically carried out and recorded. As the expansion of existing town water supply schemes cannot match the ever-increasing demand to meet population growth, optimizing existing water supplies is vital.

Support to the Ministry of Water Resources (MoWR) for enhancing the national leakage strategy resulted in two phases of a 3-day leakage detection and management training and awareness workshops. Conducted by two PAWS experts from the UK's United Utilities in early 2008 and Feb 2009, the course was attended by 90 participants representing 41 towns, the Ministry and two international NGOs. Training focused on the practical training needs of technicians, who are at the forefront of leakage detection and management tasks. The significant demand by the MoWR to conduct the 2nd phase of the training indicated its importance to the sector.

Outputs

- Over 90 officials & technicians in two rounds from federal government and 41 towns in the country trained in techniques of leak detection and management. The anticipated improvement in data collection can help to inform implementation of the national leakage strategy.
- Advice given and remote support is ongoing for developing a simpler national leakage detection and management manual.

Outcomes

- Improved capacity and operation of federal & regional officials and town utilities in leakage detection and management.
- Reduced water loss in distribution networks that improve water services to small and medium towns and optimize use of valuable water resources.
- A more effective, Government-led, long term sustainable solution to tackling leakage in Ethiopia.

Twinning support

An effective twinning support programme is taking place between 2 Ethiopian enterprises (the Water Works Construction Enterprise, WWCE and the Water Works Design and Supervision Enterprise, WWDSE) and a lead PAWS UK partner, North Midland Construction, NMC, with input from other UK water companies and independents. This twinning of institutions is the result of earlier in-country support to build capacity in contract management and quality assurance, to WWCE and WWDSE respectively.

Consideration is currently being given to the application and benefits from a new form of contract (the New Engineering Contract, NEC) into the Ethiopian water sector contract management procedures and processes. Following exchange visits by 4 senior managers of both Enterprises and their General Managers to the UK in the summer of 2008, a scaling-up workshop on contractual matters will take place in the presence of Enterprise staff and key contract management stakeholders in Ethiopia.

Technical assistance

PAWS also offers skills sharing and knowledge transfer in the form of providing expert advice, reviews, critical assessment, comments and recommendations on existing materials, documents or procedures being used in country. Support is offered both through physical in-country visits and remote support.

While in-country visits are typically limited to 1-2 weeks duration at a time, considerable days of remote support input can be offered in the form of UK-based preparation of working documents, action plans, reviews of sector policy, or providing guidance materials.

Quality Assurance technical assistance

A PAWS independent UK partner has been enhancing a series of support visits to the Water Works Design and Supervision Enterprise (WWDSE) with extensive remote (UK-based) support, tackling issues that they face in their progress towards achieving their goal of ISO 9001 quality assurance (QA) accreditation. The WWDSE is engaged in the design and contract administration aspects of many water and sanitation projects in Ethiopia and want to implement quality systems and procedures to increase the efficiency of their work, which will also raise their profile with international funding agencies. As a way of realizing their goal, WWDSE has engaged the assistance of a local QA consultant, with ongoing oversight from PAWS.

Outputs

- Detailed recommendations for steps to meet ISO 9001 certification.
- Key problems of communication between WWDSE, WWCE and MoWR identified and recommendations made for the establishment of a joint review board.
- Five client-oriented briefing notes, produced for the WWDSE on: the role of a quality manager, benefits of ISO 9001 quality management certification, proposals for a pre-certification audit, benefits of using NEC3 contracts and proposal for a review board.

Outcomes

- ISO 9001 quality management certification achieved by WWDSE, with increased capacity within WWDSE to operate competent and quality service delivery within the sector.
- Better collaboration between WWDSE, WWCE and the MoWR resulting in improved efficiency towards achieving national water resource and water supply targets.

Lessons learned

PAWS' unique approach to capacity building support is based on a partnership between carefully matched demand and supply institutions and skills. It takes time to achieve a clear understanding of expectations between partners, but this is improving with experience, as relationships are strengthened through the work of the PAWS Country Manager and as tangible capacity is delivered and received by the UK and in-country partners respectively.

Capacity building to enhance skills and offer knowledge transfer can only be successful if there is sufficient absorptive capacity of the in-country partner. This is significantly affected by; the level of human resources available in the institution, their assigning a key contact person who coordinates continuity of PAWS support, the allocation of budgets to cover in-country expenses (such as training venues, staff availability for meetings and site visits), timely communication and feedback on recommendations made, and taking ownership and responsibility for implementation.

Given the relatively small size of the PAWS programme, it seeks to link and coordinate support with that of donors and other relevant stakeholders already working with in-country partners, adding value where appropriate to optimize efforts and increase benefits. In Ethiopia, PAWS is aligning its support with of the Donor Assistance Group, DAG Water and working with NGOs such as WaterAid and SNV.

Conclusion

The PAWS Ethiopia capacity building programme is strengthening its position and delivery of support to the water sector considerably. To deliver the programme requires an effective supply of expertise to meet increasing demand both in terms of availability and diversity of expertise being called for.

As the programme improves pre-planning of support activities and in-country partners allocate the necessary financial and human resources, the programme is achieving tangible benefits towards achievement of the UAP and MDG targets for Ethiopia.

Note

1. PAWS UK partners offer their time *pro bono* (for no fee), while the DFID-funded programme covers travel and subsistence costs for the UK partners. All in-country costs are met by the in-country partner.

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