



BAHIR DAR SAWE DEVELOPMENT PROJECT (2009 – 2012)

A TERMINAL EVALUATION OF THE PROJECT OUTCOMES AND REFLECTIONS ON LESSONS LEARNED

Tsegaye Firew

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TAMPEREEN AMMATTIKORKEAKOULU
Tampere University of Applied Sciences

ABSTRACT

Tampereen ammattikorkeakoulu
Tampere University of Applied Sciences
Environmental Engineering

TSEGAYE FIREW:

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This thesis work is about the evaluation results of a development project that was implemented in Bahir Dar city of Ethiopia.

The Bahir Dar SAWE project was carried out during Feb 2009 – Feb 2012 under the financial support of Finnish Ministry of Foreign Affairs. KeTu ry was coordinating the project from Finland. KeTu ry, is a Finnish based NGO, whose aim is to promote economically, socially and ecologically sustainable development primarily in developing countries. Project implementation responsibility in Bahir Dar was shouldered by an Ethiopian based NGO, Lem Ethiopia – The Environment and Development Society.

This evaluation of the Bahir Dar SAWE Project outcome was carried out in the period 02.02.2012 – 13.03.2012. The task was commissioned by KeTu ry. The general purpose of the project evaluation was to assess the extent to which the project has achieved its intended objectives, to draw conclusions on lessons learned from the project implementation process and forward recommendations.

Primary and secondary sources of data were used. The secondary data came from desk review of project documents, project progress reports, annual reports, midterm evaluations and other relevant documents. The primary data (interviews, cases-study, and observation) was gathered from discussions and consultations with leading stakeholders with in the Bahir Dar city administration, Lem Ethiopia staff in Addis and Bahir Dar, Kebele leaders, members of SMECs and the target community.

The views collected from the different stakeholders about project performance and lessons gained from the experience were analyzed contextually with additional inputs from document review assessments, field observations of the actual project outputs and case study on target individuals. It is hoped that the result of this evaluation would help all stakeholders involved in directing future programs to a better performance.

The evaluation, from its findings concluded that the project has achieved its overall major objectives despite a number of implementation constraints that it had to deal with. These included the delay of land grant by the BDCA for the construction of sanitation technologies and the urban agriculture demonstration sites, underperformance of earlier project staff at Bahir Dar office of Lem Ethiopia and poor involvement of government stakeholders in the project implementation for about half of the project's duration.

project evaluation, evaluation findings, sanitation, waste and energy

Acknowledgments

Acknowledgment of contribution to this task goes to staffs of Lem Ethiopia at Bahir Dar and Addis Ababa office, Bahir Dar City Administration officials, Gish Abay and Fasilo Kebele leaders and members of Tsigereda and Egnanewmayet Cooperative Societies (SMECS). Their unreserved support, cooperation and assistance in carrying out this evaluation are highly appreciated.

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ABBREVIATIONS AND TERMS

ARNS	Amhara National Regional State
BDCA	Bahir Dar City Administration
BDCAAO	Bahir Dar City Administration Agriculture Office
BDU	Bahir Dar University
CLTS	Community Led Total Sanitation
DAC	Development Assistance Committee
GOF	Government of Finland
HEW	Health Extension Workers
HP	Horse Power
IFRC	International Federation of Red Cross and Red Crescent
ILO	International Labour Organization
ISF	Integrated Sanitation Facility (having toilets, shower rooms, cafeteria kitchen and room and a bio digester.)
JeCCDo	Jerusalem Children Development organization
KeTu ry	Sustainable Future NGO (Kestävä Tulevaisuus ry.)
Lem	Lem Ethiopia – project implementing environmental NGO in Ethiopia
MFA	Ministry of Foreign Affairs
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
OD	Open Defecation
PM	Project Manager
SAWE	Sanitation Waste and Energy project in Bahir Dar
SMECS	Small and Micro Enterprise Cooperative Societies
TAMK	Tampere University of Applied Sciences
TEP	Technology for Life
UA	Urban Agriculture
UNDP	United Nations Development Program
UDDT	Urine Diversion Dry Toilet
WSP	Water and Sanitation Program

1 REVIEW OF EVALUATION CONCEPTS AND ITS FRAMEWORK

There are different procedures of assessing how well a project has achieved its stated goals or how well it is progressing to achieve its desired objectives. One can choose to use one procedure over the other, depending on the purpose and the time to carry it out.

According to the first version of the International Labor Office (ILO) technical cooperation manual on project evaluation, the most important ways of assessing projects and learning from them are listed as: project monitoring, annual project reviews, impact assessments, interim and final evaluations. (ILO Project Evaluation Manual).

The type of project assessment conducted by this study, according to the above list, can fall in to interim or final evaluation category. More specifically, it can be termed as a final evaluation. Refer to figure 1. (Below)

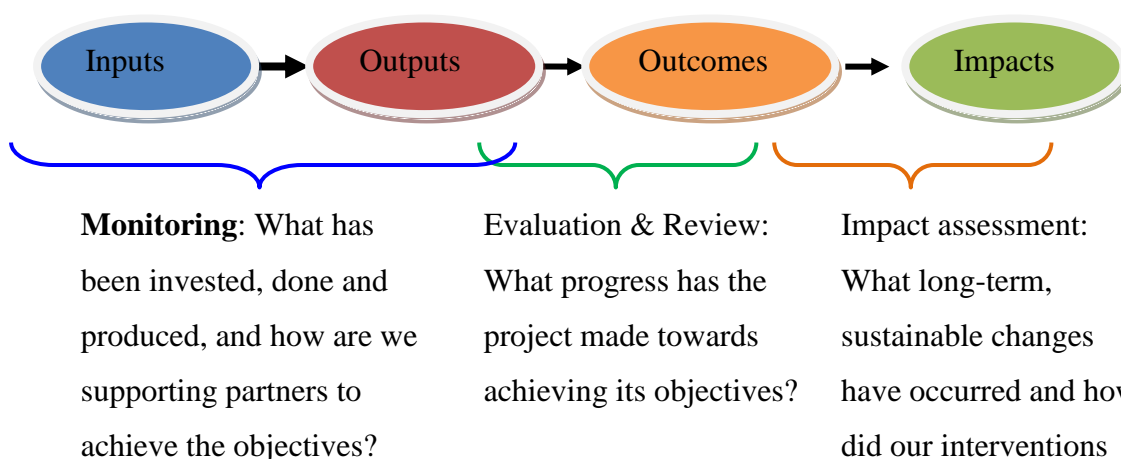


FIGURE 1. Monitoring, evaluation & impact assessment (ILO Project Evaluation Manual, p.6)

1.1 Evaluation definition

In development cooperation context, evaluation is defined with a bit of difference in wordings. The basic idea of these definitions though is similar to each other. The following are some of the literature definitions for evaluation.

The Role of Evaluation in the 21st Century Foundation (2005), describes evaluation in terms of its root from Latin which means “taking out the value”, or “finding the value”. (Pauly, E. 2005 p.5)

The OECD/DAC definition for evaluation is stated as:

The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. (Ministry of Foreign Affairs (MFA) Finland. 2007).

Evaluation also refers to the process of determining the worth or significance of an activity, policy or program (MFA Finland. 2007).

According to the UNDP Evaluation Office Handbook (2002), valuation is defined as a selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome.

1.2 Evaluation type

There are a range of evaluation types available in literature in the context of development cooperation. They are categorized in a variety of ways. These categories often are based on the timing of the evaluation, the methodologies of the evaluation and by whom the evaluation is carried out.

According to the evaluation guide manual of MFA of Finland (2007), some of the major types of evaluations according to evaluation timing are listed as: country evaluation, cluster evaluation, x-ante evaluation, ex-post evaluation, final evaluation, joint evaluation, meta evaluation, and thematic evaluation.

The International Federation of Red Cross and Red Crescent Societies (IFRC) (2011), lists the major types of evaluations according to the timing of the evaluation in to the following lists: formative evaluation, summative evaluation, mid-term evaluation and final evaluation.

The type of evaluation adopted in this study is a final evaluation. This type of evaluation is chosen over other types of evaluations mainly due to the timing of carrying out the evaluation, in this case at the completion of the project. Final evaluations can focus on the project outputs, project outcomes, project process or project impact.

1.3 Outcome evaluation

The specific evaluation type being under focus in this study is outcome evaluation. It is a final evaluation, whose focus is on the outcomes of the project. Outcome evaluation is chosen for the reason that the evaluations in the international development cooperation environment has changed in to outcome evaluations from the traditional evaluations of project outputs.

Outcomes, according to Cupitt, S.& Ellis, J.(2007) are the changes, benefits, learning or other effects that happen as a result of the project implementation. These outcomes can be wanted or unwanted, expected or unexpected.

The following figure shows the results chain of a project where, outputs, outcomes and impacts, all form parts of the results of the project. The inputs are the raw materials. The evaluation undertaken in this study focuses on the outcomes of the project results. To see an overview of the results chain of a project, refer to figure 2. (Below).

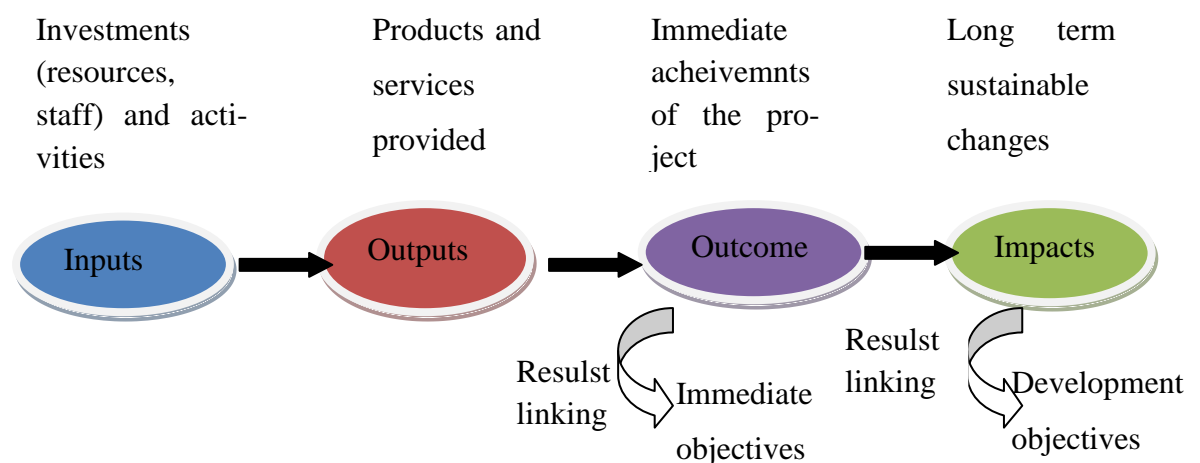


FIGURE 2. The results chain of a project (ILO Technical Cooperation Manual – Project Evaluation, version 1, p.4)

1.4 The Need for the Evaluation

The need for carrying out this evaluation emanated from the common interest of key SAWE project stakeholders (Especially KeTu ry, also commissioning this evaluation) to acquire a systematic feedback on the performance of the completed project. The evaluation results would also facilitate learning amongst all the partners.

1.5 Objectives of the evaluation

The objectives of this evaluation were to:

1. Determine whether the project achieved the stated objectives,
2. Document lessons learned and present recommendations for future projects.

1.6 Scope of the Evaluation

The evaluation assessed the performance of the project outcomes in three years period of its complete implementation. The evaluation was carried out during 2.2.2012 – 13.3.2012. (See appendix 1 for the schedule of the evaluation.)

1.7 Beneficiaries of the Evaluation Results

The result of the project outcomes evaluation is meant to be useful to stakeholders for creating appropriate design of future programs and projects. The direct beneficiaries of the results of the evaluation are: Sustainable Future NGO (Kestävä tulevaisuus ry, KeTu), The Environment & Development Society of Ethiopia (LEM Ethiopia), Bahir Dar City Administration, Finland – Ethiopia Friendship Society (Suomi – Etiopia seura), Technology for Life (Tekniikka elämää palvelemaan, TEP), Global Dry Toilet Association of Finland (Käymäläseura Huussi), Kebele leaders and the inhabitants of the four project target areas.

1.8 Evaluation criteria and questions

According to the MFA (2007), the evaluation criteria include those specified by the OECD/DAC: relevance, effectiveness, efficiency, sustainability and impact.

The main questions that this evaluation has attempted to answer are listed below. These questions are grouped in to five categories. In the evaluation process relevance, effectiveness, efficiency, impact and sustainability were used as evaluation criteria.

a) Relevance

To what extent are the objectives of the project still valid?

Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?

b) Effectiveness

To what extent were the project objectives achieved?

What were the major factors influencing the achievement or non-achievement of the objectives?

c) Efficiency

Were activities cost-efficient?

Were objectives achieved on time?

d) Impact

What has happened as a result of the project?

What real difference has the project made to the beneficiaries?

e) Sustainability

Will the benefits produced by the intervention be maintained after the termination of external support?

The evaluation does not substantially answer all of these questions, especially the cost-effectiveness of the project performance as this requires analysis of the relevant financial documents, reports and financial audits for which the evaluator does not have enough resources to go through. However, the due considerations had been made when it was possible to seek reasonable answers to all the evaluation questions.

2 EVALUATION METHODOLOGY

In this section, data collection and data analysis methodologies are explained. Limitation affecting the data analysis of the evaluation is also described at the end of the section.

2.1 Data collection methodology

Primary and secondary sources of data were used in this evaluation. The secondary data came from desk review of project documents, progress reports, terminal reports, mid-term evaluations and other relevant documents. (See appendix 2 for documents assessed.)

The primary data was gathered from discussions and consultations with leading stakeholders with in the Bahir Dar city administration, Lem Ethiopia staff in Addis and Bahir Dar, Kebele leaders, members of SMECS and the target community. (See appendix 3 for people met during the data gathering). To acquire the primary data the following methodologies were used:

- Community interviews: these interviews were held with residents living around the Gish Abay ISF center.
- Key informants interviews: these were interviews made with leaders of SMECS, BDCA officials, Lem Ethiopia personnel both at Addis and Bahir Dar.
- Focus group interviews: it involved members of the two youth groups (SMECS).
- Direct observation/field visit: direct visits to the entire project physical out-puts were made. (See appendix 4 for the list of sites visited.)
- Case study: a case study was carried out on one member of SMECS. This member is also from the Negede Weyito community. (See appendix 5 for detail of the case study).

Furthermore, the evaluator participated in two evaluation workshops that were organized by the Lem Ethiopia Bahir Dar office during, and, respectively. Participation to

such events by the evaluator was a great opportunity to further increase the credibility of data collected and validates it with the data collected from other sources like review of documents and interviews. The following are the two workshops that were held. (See appendix 6 for the contents of the workshops).

a) A two day terminal community evaluation workshop.(23-24 Feb 2012)

This evaluation process was participatory in its nature. Stakeholders' participation was very high throughout the workshop where individuals forwarded their own views without any reservations. The participants were major stakeholders including BDCA officials, kebele leaders, SMECS, school directors, Lem Ethiopia staff from Addis and Bahir Dar office. The workshop lasted for two days. The first day, a terminal report on project achievements was presented by the Lem Ethiopia project manager in Bahir Dar. Following that was discussion on the report. After lunch break, Tsigereda and Egnanew Myet Cooperative Societies presented their reports on their activities and status in the project by their respective group leaders. Discussion on their report was then held by the general audience. On the second day, field visit to the project outputs in the morning and general discussions by all the stakeholders in the afternoon were held. (See appendix for detail activities of the workshop.)

b) Terminal stakeholders joint evaluation.(25-27 Feb 2012)

This involved a team of BDCA stakeholders' joint evaluation of the project performance. In the first day, discussions between the joint evaluation team and Lem Ethiopia personnel over evaluation frameworks were held. Second day involved extensive focus group interview with both the youth groups. In the last day, draft evaluation presentation by the joint evaluation team from BDCA was held. And finally, feedback session by Lem Ethiopia personnel was delivered. (See appendix for major activities of the event).

2.2 Data Analysis

The method employed for the data analysis was content analysis. Qualitative analysis of the collected data was employed. All information from the different sources was triangulated for credibility. In other words, data from multiple sources including: review of

project documents, interviews, field visits and case study was all cross-checked against each other for regularities in the research data. Furthermore, two terminal evaluation workshops were attended which helped in gathering further relevant points extensively. In the end, the draft of main preliminary findings and conclusions was shared to the key stakeholders and their feedback was obtained.

2.3 Limitation of the evaluation

There were not enough baseline data available, limiting quantifying change and assessing change in outcome. The project did not collect and document these data due to limitations in capacity and resources.

3 BRIEF BACKGROUND ON THE PROJECT

The Bahir Dar SAWE project was a three years project whose main aim was to improve the livelihood of its targets by helping them generate income through management of waste and urban agriculture, hence resulting in an improved environmental sanitation.

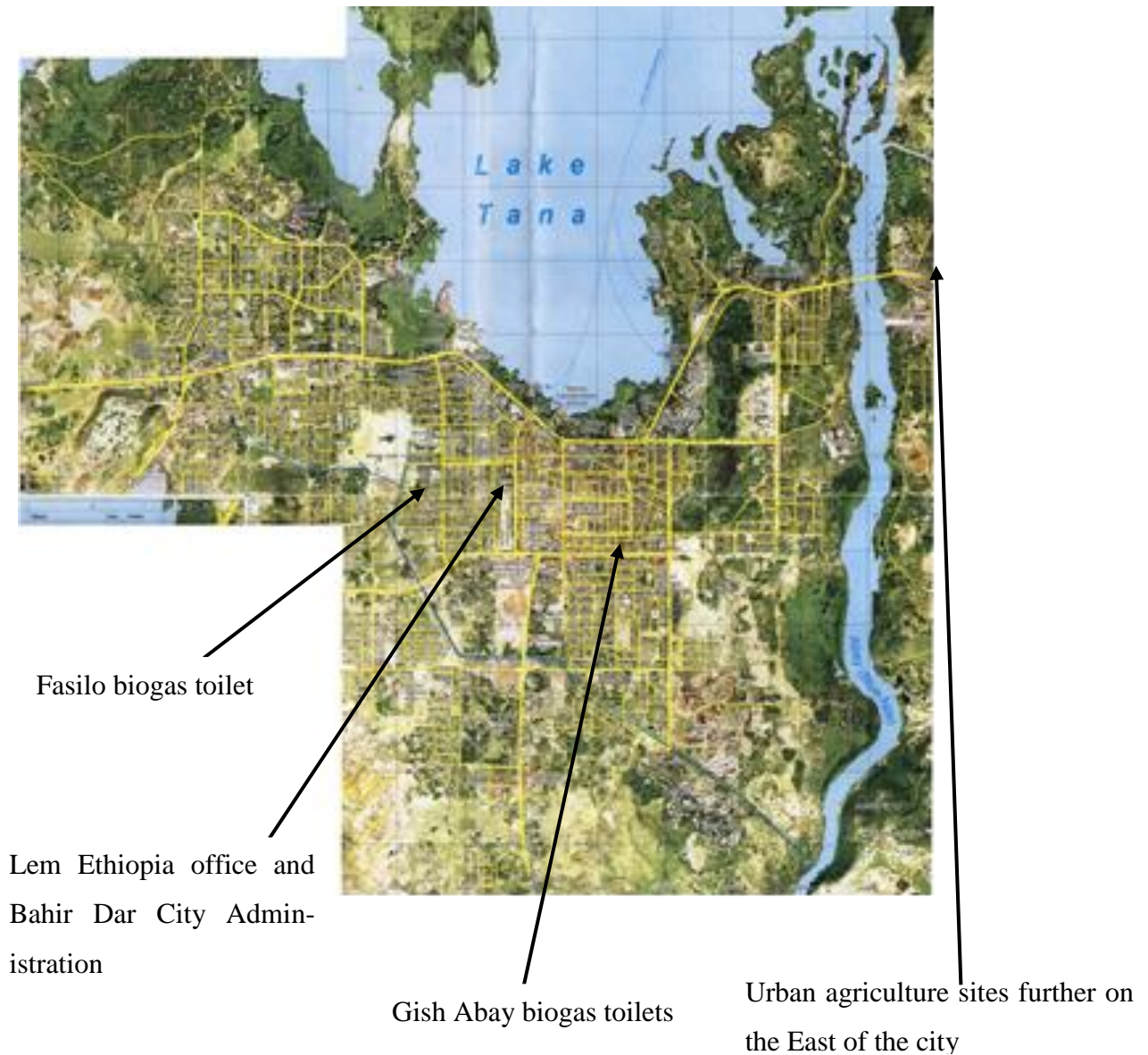
3.1 Description of project implementation area

The project was implemented in the City of Bahir Dar which is the capital city of one of the nine regional national states of Ethiopia, called the Amhara National Regional State (ANRS). It is located at the Southern shore of Lake Tana and alongside the Blue Nile River. The city has an altitude of 1830 meters above sea level and a tropical climate with an average temperature of 19 degree Celsius. (ARNS Culture & Tourism Bureau.)

Based on figures from the Central Statistical Agency, in 1994 this city had an estimated total population of 96,140 in 20,857 households, of whom 45,436 were men and 50,704 women. The 2007 national census shows, on the other hand, the total population of Bahir Dar Special Zone increased to 220, 344 of which 107,578 are men and 122,766 are women. The data reveals that within 13 years the population of the city has increased by more than 124 000 people. (Ambaye, D. 2011, 13).

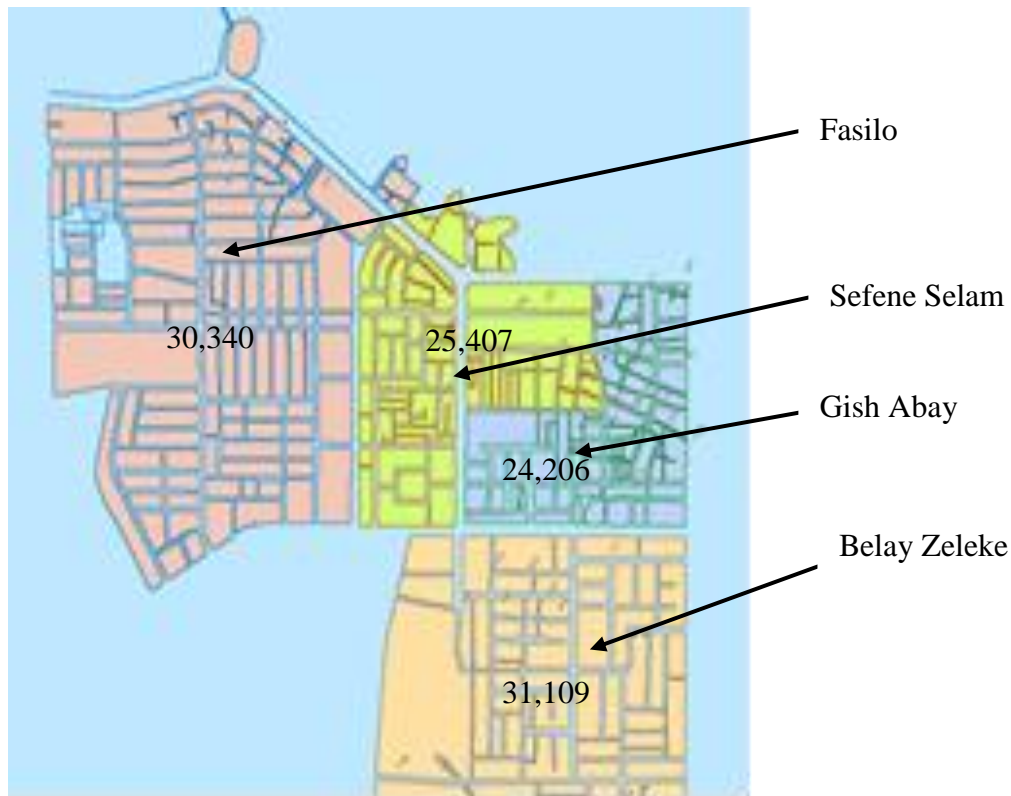
3.2 Project's target kebeles, cconstruction & urban agriculture sites location

The main construction sites of the project are in Fasilo and Belay Zeleke kebeles, where the two integrated sanitation facilities were built. The picture below shows map of Bahir Dar city and project's main activity sites. See picture 2 (below)



PICTURE 2. Bahir Dar city map, biogas toilets and urban agriculture site locations. (Suominen, A. Silfverberg, K. & Kyykoski, A. 2010.)

The Kebeles selected for the SAWE project are: Fasilo, Gish Abay, Sefene Selam and Belay Zeleke. The map below describes the locations of the Kebeles and their total population. See picture 3. (Below).



PICTURE 3. Locations of target Kebeles and their total population (Suominen, A et al., 2010).

3.3 Project objectives, goals and outputs

The overall objective of the project (SAWE) is to improve sanitation and waste management in Bahir Dar City by using participatory planning and implementation of the project. The main stakeholders of the project were: The environment & Development Society of Ethiopia (Lem Ethiopia), responsible for leading the project in Ethiopia and Sustainable Future NGO (Kestävä Tulevaisuus ry, KeTu) - Tampere, leading the project in Finland. Other stakeholders of the project were: Finland–Ethiopia Friendship Society (Suomi–Etiopia seura), Technology for Life (Tekniikka elämää palvelemaan), Global Dry Toilet Association of Finland (Käymäläseura Huussi ry). These stakeholders were part of the steering group in Finland that overlooked the project activities.

The project was also implemented in close collaboration with six Bahir Dar City Administration offices. They were: Finance and Local Economy Development Office, Women Development Office, Service Office, Health Office, Agriculture office, and Micro and Small Scale Trade & Industry Office.

The goals of the project were to promote self-sufficiency in energy, waste and sanitation in four selected city districts in Bahir Dar City. The project aimed at creating demand for improved sanitation and waste management. Main activities of the project were: establishment of urban agriculture sites, establishment of integrated sanitation facilities that incorporate toilets, shower rooms, mini-cafeteria kitchen, mini-cafeteria room and biogas digester. Other activities were: awareness raising of the communities in the target kebeles about solid and liquid waste management, establishment of urine diversion dry toilets, demonstration of composting and urine use in the urban agriculture site, carrying out city clean-up campaigns and formation of jobless and poor youth groups established as Small Micro Enterprise Cooperative Societies.

In the original plan of the project, one of the outputs to be expected was establishment of youth groups for collection of waste. However, this original plan had to be abandoned as the solid waste collection in Bahir Dar city was outsourced to a private company called Dream Light PLC. Hence, the plan was modified so that 40 needy youths be divided in to four groups, each having ten members, which were then registered as Small micro Enterprise Cooperative Societies (SMECS). These groups would take over the project outputs and manage them after the phase out of the project.

The expected project outputs were:

- Four Youth Groups (10 members in each) established as Small Micro Enterprise Cooperative Societies
- Urban Agriculture Site established to be managed by four SMECS
- Construction and operation of three Integrated Sanitation Facilities having toilets, showers, biogas and cafeteria and managed by SMECS
- One organized dry-mobile toilet established and managed by SMECS
- Six functional dry toilets established (mobile toilet's dry toilet compartments included)
- Composting and use of urine used as fertilizer in urban agriculture

The main project description of the SAWE project is summarized in table 1 (see below)

TABLE 1. Project data (Suominen, A et al. 2010)

Name of the project	Improvement of Self Sufficiency and Sustainability in Sanitation Waste and Energy Project in Bahir Dar (SAWE)
Project Number	ETI 23815801
Sector/Sub-sector	Social Development/ water supply and sanitation
Type of the Project	Urban waste management
Project Period	Jan. 2009 – Feb. 2012
Starting Date	1.2.2009
Project Scale	The Total budget agreed with the BDCA is Birr 1,262,258. Total number of beneficiaries is 111,062 and they are from four Kebeles of Bahir Dar: Sefene Selam (25,407), Gish Abay (24,206) Fasilo (30,340) and Belay Zeleke (31,109). Source: “ANRS Finance and Economic Development, Hamle 2000’. The total budget agreed with the BDCA is Birr 1,262,258-
External Support	Ministry for Foreign Affairs of Finland
Overall Objective	The poverty alleviated and environmental sanitation and waste management situation of the city of Bahir Dar improved.
Specific objectives	a) Enhanced community awareness, the knowledge and participation of urban dwellers in solid and liquid waste management, b) Reduced the health hazards caused by poor sanitation situation significantly in the selected four Kebeles.
Expected Outputs	a) Four Youth Groups (10 members in each) established as Small Micro Enter-

	<p>prise Cooperative Societies</p> <p>b) Urban Agriculture Site established to be managed by each Youth Group</p> <p>c) Three buildings having toilets, showers, biogas and cafeteria built and managed by three youth groups</p> <p>d) One organized dry-mobile toilet established and managed by one youth group</p> <p>e) Six functional urine diversion dry toilets established</p> <p>f) Composting and use of urine used as fertilizer in urban agriculture</p>
Expected Results	<p>a) Community awareness and knowledge of dwellers about source separation of waste, importance of safe sanitation and improved hygiene</p> <p>b) Improved Waste management in the households of the four Kebeles</p> <p>c) Improved health and sanitation situation</p> <p>d) Relevant researches carried out by</p> <p>e) Increased urban agriculture, use of urine and faeces as fertilizers</p>
Address of the Project Location	Ethiopia, Amhara Region, Bahir Dar, Kebeles: Gish Abay, Sefene Selam, Fasilo and Belay Zeleke
Name of the local partner organization	The Environment & Development Society of Ethiopia (LEM Ethiopia)
Name of the partner in Finland	Sustainable Future NGO (Kestävä tulevaisuus ry) – Tampere, Finland
Other Finnish consortium members	<p>a) Finland – Ethiopia Friendship Society (Suomi – Etiopia seura),</p> <p>b) Technology for Life (Tekniikka elämää palvelemaan, TEP),</p> <p>c) Global Dry Toilet Association of Fin-</p>

	land (Käymäläseura Huussi)
Address of the local partner in Addis Ababa	Tel. 251-1-15512982/251 or +251-1-15150102, Fax 251-1-15513851, e-mail ledse@ethionet.et, P.O. Box 8632 Addis Ababa-Ethiopia; Web-site: www.lem.org.et
Partners and co-operation associations in Bahir Dar	University of Bahir Dar, City of Bahir Dar
M&E	Independent Progress Review and Joint Project Review with Local Government and beneficiaries carried out.

4 STATUS OF PROJECT OUTPUTS & OUTCOMES

The project has accomplished all its major intended outputs. Changes, however, had been made to the number of some of the outputs like the ISFs and the UDDTs. The major reason for this had been the escalation of construction price during construction of project physical outputs. Few additional outputs that were not part of the original project plan had been produced by the project, based on the need and interest expressed by the stakeholders. Construction of a pit latrine and training of school clubs about hygiene and sanitation were such outputs. (See appendix 7 for the timeline of the project outputs.) Following are outputs the project delivered.

4.1 Establishment of SMECS

Youth groups of 40 members were formed which are registered as Small Micro Enterprise Cooperative Societies (SMECS). These poor youth groups involved with the project are better organized, have vibrant associations with legal status, and reliable financial resources in the form of credit and savings as well as launching multipurpose income generating initiatives that will enable them to sustain the activities started with the facilitation of the project, after the project phase out.

4.1.1 Profile of targets (SMECS)

The project targets were chosen based on administrative targeting guidelines: being poor, their level of vulnerability to poverty, age and the potential of the targets to benefit effectively from the project components, such as urban agricultural activities. It was proved that the majority of project targets were the most vulnerable in the city. The gender aspect of the project was very encouraging where more than 20 % of targets were females. Moreover, the project targeted the most marginalized members of the Negede Weyito community who are still a highly neglected part of the community in Bahir Dar. This would boost the ownership of project results by the community.

4.1.2 Group dynamics

The original project plan was to form four youth groups each with ten members. This was done as the project progressed only to be changed later in to two groups. This was done by joining two groups in to one group. This change of plan was due to the new revision of the project outputs being lowered in their numbers as a result of high construction cost. The new reshuffling of the youth groups in to two from four groups didn't leave any members out. But it was evident that the mixing created and widened existing differences and tensions among the members especially in the Tsigereda Co-operative. This was evident in the comparison of performances of the two groups; one performing far better than the other, despite similar resources received by both groups.

4.1.3 Motivation and team spirit

The evaluation observed both groups to be motivated enough to change their situation using the resources they received from the Bahir Dar SAWE project. There are potential leaders in both groups that could direct the groups to achieving their goals. The income generation from the partial services being rendered to the public such as toilet and shower service is a source of motivation for the members who have waited long in desperation to witness their actual benefit from their involvement in the project.



PICTURE 4. Egnanewmayet Cooperative at their weekly members' meeting at their ISF center

4.1.4 Risks

There are risks that the SMECS may not sustain to ensure their benefit. Here in the following are the most evident ones.

- Internal conflicts among members
- Insufficient support from the respective Kebele Microfinance Office which is a government body assigned to serve as a care taker of the SMECS.
- Decline of income due to
 - Financial mismanagement
 - Unrealistic business move to expand their activities
 - Construction quality defects disrupting services that they provide
 - Insufficient support and advice on the urban agriculture site concerning issues like; land use, weed & pest control, right time for harvesting, amount of water, seed selection and etc., resulting in poor agronomic practices.

All these risks are possible to predict and can be avoided or minimized by providing support, supervision, intensive interdisciplinary follow up, training and communication.

4.1.5 Delivery of trainings/Capacity Building

The project considered diversified trainings as a means of enhancing the capacity of target groups, stakeholders and high level decision makers on different themes relating with the project activities in order to ensure the sustainability of project outputs. The effort made to train the targets in different areas such as hygiene, sanitation and waste management, bio gas digester and income generating schemes were relevant and the overall accomplishment was satisfactory.

The following table summarizes the trainings given by the SAWE project during its implementation period. See table 2 (below).

TABLE 2. Number of targets that received training by the project.

		Male	Female	Total
Year	2009	166	209	375
	2010	54	57	11
	2011	95 +	54 +	185
Grand total		315 +	320 +	671

A varied range of awareness raising activities was also undertaken by the project. This included awareness programs in the schools, nature clubs, use of street drama,, video shows, panel discussion, circulation of posters, banners and “wall papers” and clean-up campaign.

4.2 Establishment of ISFs

Two Integrated Sanitation Facilities/ ISFs/ at Gish Abay Kebele and Fasilo kebele sites were constructed by the SAWE project and transferred to youths. The original plan to construct three ISFs was abandoned as cost of construction went up. Each ISF consists of four toilets connected to 15 meter cube biogas digester, two shower, cafeteria, kitchen and store rooms. The ISFs are equipped with all the necessary cafeteria materials and biogas stoves.



PICTURE 5. Shower ticket selling at Fasilo ISF center.

Each ISF is owned and managed by the two youth groups. The two ISFs are currently functional (except that the cafeteria service is not yet started) and giving the targeted services to the low income communities i.e. toilet and shower service with minimum charge. Their action is also technology promotion by itself to the community. The Gish Abay ISF site is providing shower and toilet services for the surrounding community. On average 30 persons get toilet service and 10 people get shower service per day. The Fasilo site is currently providing shower service for about up to 25 users daily.

The nearby dwellers and other individuals receive services with reasonable payments. It was noted that poor households at the vicinity of the sanitation facilities are benefiting with very minimum fees which strengthens the ownership and sustainability of the project by the community.

In general, the project has already enabled the youth groups to start small income-generating activities that appear to continue to grow. Practically, the establishment of sanitation centers significantly increases the awareness of community on environmental sanitation. The community shows a strong desire to maintain the continuity of the project because of the multiple benefits they realize. The areas where the sanitation centers are located were a threat to human health due to the bulk of wastes accumulated. With this perspective, the project has successfully demonstrated environmental sanitation.



PICTURE 6. The two ISFs at Gish Abay and Fasilo kebeles

The youths' involvement in taking over the ISFs in to their control to manage and run them has created a lot of excitement, independence and a sense of hope among members. This being a positive contribution to the continuity of SMECS and their benefits, it is noted that some construction defects may disrupt their service rendering activity and

may even make them spend most of their profits on maintenance and corrections. Thus, holding the contractors accountable to correct defects is crucial in this regard.

4.3 Construction of Urine Diversion Dry Toilets / UDDTs /

The project has undertaken the construction of three UDDTs that have 6 rooms of urine diversion toilets and one public latrine toilet. They are constructed in three different locations: one UDDT in urban agriculture site and 2 UDDTs in Meskerem 16 Full Cycle Elementary School.



PICTURE 7. One of the 3 UDDTs

4.4 Public pit latrine

One public pit latrine was constructed near the Gish Abay ISF site for the use of six households who previously depended on the demolished old toilet. In the old toilet site is now built the ISF center.

4.5 Introduction of dry Mobile Toilet

The project was successful in establishing one dry mobile toilet which rendered services for wider publics gathered for marketing and other social purposes, with minimal fees. The wastes collected from the dry mobile toilets directly applied to the urban agriculture plots as organic fertilizers. It was realized that the two youth groups manage the mobile toilet alternately. The mobile dry toilet was a good source of income for the youths and

a proper sanitation relief to the marketers and the communities around. However, it was noted that the mobile dry toilet was not functional during the time of this evaluation.



PICTURE 8: The dry mobile toilet

4.6 Establishment of urban agriculture demonstration site

The project has pioneered in demonstrating integrated urban waste management. The two youth groups were received nearly 2 ha of urban agriculture demo site along with a warehouse (4 rooms), two bicycle carts (three wheels) and various kinds of vegetable seeds and fruit seedlings. The project also provided the groups with plastic tubes and appliances for the installation water abstraction lines and two motor pumps with capacity 3 HP. Moreover, the project supplied various types of vegetable seeds and fruit seedlings.



PICTURE 9. Urban agriculture cultivation

At this point, multipurpose fruits productions have been indicated as encouraging phenomena to realize long term agricultural incomes. Opportunities for sustainable urban waste utilization and nutrient recycling have been illustrated by the targets in the demo center. They have promoted the use of composts for soil fertility improvement. As a result, there has been a possibility to transfer the technology to the surrounding farmers who are easily influenced through hands-on demonstrations.

5 CROSS CUTTING ISSUES - THE MINORITY CASE

The project's core target groups (the SMECS) are mostly young individuals with few adult members. It was observed that there was one disabled member among the youth group members. The evaluation failed to study the project's performance on gender issues in depth, as a result of lack of prioritization during the evaluation planning period. Women represent about 20 percent of the nearly 40 members of the two youth groups. It is important to mention here that the total number of members has gone down below 40 due to either a member abandoning the group or being fired for failing the group's working guidelines.

The evaluation, however, could not fail to notice, to investigate and to make a case for minority members of the youth groups. The evaluation stumbled upon the issue almost by accident.

The effect of this social stigmatization is very critical when the success of the Tsigereda Cooperatives is questioned. These members make about 30 percent of both the youth group's members who took over the project outputs after its phase out. The following paragraphs and a case study (see appendix 5) are both efforts made to clarify the challenges of these members and the SAWE project's impact on the lives' of these members of the stigmatized society in Bahir Dar city.

In the SAWE project, one of the four target kebeles is home to the Negede Weyito community, a marginalized community in the city of Bahir Dar. The community lives in abject poverty with in a slum area. Because the Weyito people do not own lands, they are living in extremely precarious conditions.

They build their huts wherever the government allows them to, knowing that they can be asked to move at any time. In a region of Ethiopia dominated by Amhara (people who are predominantly settled agriculturalists and Orthodox), Negede Weyito are perceived as outcasts. Because their eating habits infringe Amhara's food taboo, Weyito are said to be dirty and no non-Weyito would agree to share food with them or invite them in their house. The Weyito in Bahir Dar these days claim that their condition had

improved, but the Amhara still express strong feeling against this community. (Woldeselassie, A. 2001)

To avoid the socially stigmatized term Weyito, the government has renamed them Nägäde, which means “the tribe” in Amharic. (Woldeselassie, A. 2001)

The following picture was taken in February 2012 during a case study of a member of this community in relation to the SAWE Bahir Dar project. The community lives in an impoverished shanty houses. See picture 10. (below)



PICTURE 10. Village of the Weyito community.

In the original plan of the SAWE project, there were four organized youth groups from each kebeles. Later the project plan changed in to creation of only two youth groups. The four youth groups were then made in to two groups by combining two of them to make one group. Through this process, the ten members from Negede Weyito community were forced to join the group consisting of ten members from Sefene Selam kebele to form the Tsigereda Cooperative. In-depth discussion with group members of the Negede Weyito community revealed that they faced challenges as they were forced to join the other group. They claim that the other group members are not as desperate as them and lack commitment. They also disclosed to the evaluation that there is widespread prejudice towards them from the other group members including Lem office staff, kebele leaders and BDCA officials. The evaluation witnessed the widespread

prejudice and understood that it is a deep rooted social problem. There is a wide-spread stigma towards a Negede Weyito community member to the extent that any member from this community involved in restaurant business for example would for sure go bankrupt as no one wants to eat from a Negede Weyito owned restaurant. It is almost a taboo to do so. This is the reality the minority members have to deal with on a daily basis as they interact with their group members and to the wider community in general. They have deep fears if their involvement in the cafeteria business in the Fasilo ISF center is going to succeed.

6 FINDINGS / RESULTS

Findings and results of the evaluation are presented below. They are based on the contextual analysis of the data collected. They are grouped in to the five evaluation criteria for easier identification.

6.1 Relevance

All stakeholders agreed that the intervention of the project (lead by Lem Ethiopia and KeTu) plays an important role in addressing Bahir Dar city's needs and challenges in sanitation, waste and energy.

Considering the high percentage of youth unemployment, deep rooted urban poverty and poor ecological conditions, the project goals have been seen by stakeholders as ideal for Bahir Dar city. The project hence was and remains highly relevant to the needs of the Bahir City population. This is true with regard to the project's main objective, i.e., to alleviate poverty by improving environmental sanitation and waste management situation of the city of Bahir Dar.

It is found out that the project outputs coincide with the project objectives. All the physical outputs of the project were part of its objectives or part of a changed plan during the course of the project implementation to meet the needs of stakeholders' request.

The evaluation found out from interview with Bahir Dar city stakeholders that all of them are very keen in getting involved in a next phase of the project. They expressed their commitment to improve many of the bottlenecks the project faced during its implementation period. They underlined that outputs and outcomes of the project could become a big leverage for the city administration if the project outputs could be scaled up to meet the needs of the wider community.

6.2 Effectiveness

The issuance of land needed for the urban agriculture and for construction of the integrated sanitation facilities by the Bahir Dar city administration was slow. This had affected the project results greatly.

It was found out that, Key stakeholders involvement in the project implementation was not satisfactory with the exception of two stakeholders from the BDCA offices. This phenomenon has greatly affected project outputs and outcomes. Delay in land issuance resulted in congestion of project efforts only to the final year of the project time which in turn affected greatly quality of project outputs and outcomes.

The patience demonstrated by Lem Ethiopia and Sustainable Future NGO -Tampere to go ahead with its project plans despite the beurocracies from BDCA including the land acquisition delay, paid off finally. The new Bahir Dar office staff kept pushing the concerned stakeholders to solve existing problems which it finally did.

The land selection for the urban agriculture is in a very strategic place. It is near to the city center to take products to the market place and near to water source. Furthermore, there are other farm lands owned by farmers around the urban agriculture site. This would make duplication of compost and urine as fertilizer to the farmers easier.

Changing the Bahir Dar office former project manager and project coordinator with a new project manager improved effectiveness of the project implementation. Inexperience (young professionals) and incompetence by the former project staff have affected progress towards project objectives.

The determination of the SMECs to push Bahir Dar city administration and higher hierarchical offices for the land acquisition demonstrated their strong involvement in the project implementation. The sense of ownership of the project by the SMECs could be rated generally as high throughout the project phase despite internal challenges amongst each group members.

In the formation of Tsigereda Cooperatives, less attention was given to the new group dynamics during the mixing of the Sefene Selam group (10 members) and the fasilo group of 10 members (which are from the socially marginalized and stigmatized community). This situation has created tension among the Tsigereda Cooperatives resulting in low performance by the group compared to the Egnanwemayet Cooperative even though both cooperatives received the same resources and technical support.

The evaluation found out that project outputs especially the ISF centers are perceived by the government stakeholders as unique in Bahir Dar city and no other NGO has accomplished what the SAWE project has achieved in terms of project's focus on integrated sanitation solutions. This perception would contribute to the sustainability of the project outputs and outcomes.

The project achievements are satisfactory as judged by the stakeholders. Stakeholders in the Bahir Dar City Administration Office confessed also that the project achievements could have been improved, had they been actively participated in project planning, implementation, follow up and monitoring of the project.

Leadership issues with in the two youth groups (SMECs) have been at the focal point of progress towards project goals. Difference in commitment among members is evident due to various reasons like members having other priorities, lack of understanding of potential of the business, lack of vision, poor sense of ownership by some members, absence of dramatic change in their lives from the business so far and general attitudinal problems from their background.

The evaluation found out that the mobile dry toilet is not functioning anymore due to maintenance and management problems. However, during its functioning of about six months, community use in the open market place had been encouraging. The youth groups were making a fair income out of the toilet service they render to the marketers. Some hundred people on average used the mobile toilet daily. The mobile toilet is manufactured in Selam Training Center in Addis Ababa. It has four compartments, two on one side, both used for women for urination only. The other two are for men, one for urination only and the other pair for defecation with urine separation mechanism.

The two UDDTs in Meskerem 16 School did not start rendering service up to the date of this field visit despite the bad conditions of the existing student toilets next to the UDDTs. Readiness to use the UDDTs by the school seems to be lacking. This situation could also mean that enough need assessment was not made during site selection for the UDDTs.

There is an evident gap of technical and professional support from the Bahir Dar City Administration Agriculture office (BDCAAO) to the organized youth groups (SMECS) in their endeavor to be productive on the urban agriculture despite their lack of prior agriculture experience.

The evaluation found out that Bahir Dar Lem Ethiopia staff felt dissatisfaction with regard to salary, benefits, overtime payment, capacity building, appropriate transport to carry out tasks, workload and human resource issues.

The evaluation from the interviews and document review found out that the communication between Lem Ethiopia and funding organizations in Finland went satisfactorily during the project period with few misunderstandings. Follow up visits from Finland and further discussions clarified misunderstandings and eased tensions.

Stakeholders and Lem Ethiopia staff disclosed that some changes made to the project plans by the funding organization were lacking participatory nature.

It was found out that communication between the Bahir Dar and Addis Ababa office of Lem Ethiopia had been generally satisfactory during the project implementation. However, further in-depth discussions with both office staff members revealed that there was trust gap between them with regard to benefits and salary increments.

The evaluation found out that there was a communication gap between SMECs and Lem office Bahir Dar over the urban agriculture site store house floor status. The SMECS claim that the floors of the store rooms were supposed to be concrete according to the handover paper they received from Lem and the office explained during the evaluation process that it was only a writing error on the project output handover paper.

Some of the BDCA stakeholders disclosed their discontent with the changes made to the projects plans without their knowledge.

6.3 Efficiency

What the project has achieved with only two staff members of the Bahir Dar office and with limited budget has been seen by government stakeholders as encouraging.

The major activities of the project with regard to construction were implemented at the final year of project duration. This was mainly due to the slow land issuance by the BDCA. The land was needed for the construction of project outputs.

Project management is centralized to the Addis Ababa Lem Ethiopia office, affecting day to day decisions made by the Lem Ethiopia Bahir Dar office. Lack of Lem Bank account in Bahir Dar is one sign for the centralized project management.

During the urban agriculture visit, the evaluation noticed that not all land is cultivated which signals that the youth groups are not yet in full swing in their productivity in the urban agriculture.

The evaluation found out that the Lem Ethiopia Bahir Dar office is to be closed without carrying out the due reinforcements to the contractors to correct a number of construction defects. Such defects include: wall cracks, presence of water in the safety slurry tank, waste water from shower and hand wash not directed anywhere, doors not closing properly, toilet and shower doors couldn't be locked from the inside, toilet flush water not working properly, the pipes from the toilets to biogas digester not working properly and inconsistent energy from the biogas digester.

6.4 Impact

The community surrounding the Gish Abay ISF center are now pleased with the change made to old failed toilet site. With the ISF center built on the old toilet site, they can

now get shower and toilet service at low cost, or get entertained in the cafeteria that has TV set and CD/Radio music player. In addition, the community is grateful to the absence of the awful sight and foul smell (to their living rooms) from the old failed toilet. Furthermore, the SAWE project built one latrine toilet, enough for six family members who used to depend on the old toilet for their daily need.

The project has a positive impact on the target groups. It has improved sanitation situation of some community members by providing them with low cost shower and toilet service. Forty organized youth groups consisting of jobless, poor youths have started to earn income from the project outputs handed over to them. The groups already started savings and are in high alert to maximize their benefit in the future.

The community surrounding the Fasilo ISF (mostly marketers) are benefiting from low cost shower and toilet service contributing to the income of the youth group and to a healthier state of environmental sanitation.

The project has created awareness to the target communities in sanitation issues through different mechanisms including, city wide clean-up campaign, school environmental club empowerment and trainings to the organized youth groups in different occasions.

The project has demonstrated a different option for sanitation solutions to the Bahir Dar City Administration and to the concerned bodies, especially the integrated sanitation facilities.

Egnanewmayet Cooperative has achieved better results (income so far: 33,862,63 birr and saving:11,000 birr) compared to Tsigereda Cooperative. They have bought oxen which are used to plough the land. Otherwise they should have hired farmers to cultivate the land and that is expensive to the youth group at this stage. This achievement by the group would create a positive competitive environment to the other youth group.

Focus group interview with both organized youth groups revealed that their involvement in the SAWE project has improved many aspects of their social life in many ways that were lacking or non-existent in their former lives. Some such changes mentioned were: the attitudinal change towards working in groups, more self-confidence in their

ability to change their life for the better, increased negotiation skills, increased conflict resolution skills, improved group thinking, increased understanding of the power of synergy, cooperation and team spirit. Many mentioned that they now are looking after each other in their day to day social activities.

Compost and urine use as a fertilizer were demonstrated in the urban agriculture site satisfactorily since the start of work in the agriculture site by both groups about a year ago.

6.5 Sustainability

The two youth groups started income earnings which would contribute to the sustainability of the project outputs and outcomes. Not benefiting from the project had been a major reason for many members of the groups to drop out of the program and it is also a reason why some members are not as committed as others. The present trend, however, is that the members are getting income as a group which is encouraging for them.

The BDCA Microfinance Office both at municipal and especially at the kebele levels are assigned to follow up, assist, manage and administer the SMECs. This would determine the sustainability of SMECs. Any conflict within the SMECs is to be first resolved by the groups working guidelines. If the conflict could not be resolved this way, then the case would go to the Kebele's Microfinance Office which administers the SMECs and there the case would be discussed and resolved. Other stakeholders also vowed to support the SMECs to get them through the challenges they might face.

The idea of managing the integrated sanitation facility by SMECS is a new concept and it can offer a new way of managing communal latrines if latrine's service is extended from purely toilet into shower and recreation services.

Defects on the ISF construction threaten sustainability of SMECs if not fixed early enough. The evaluation has observed a number of construction defects that need to be fixed.

The formulation of working guidelines within both groups is a positive contribution to the smooth functioning of activities within the members of SMECs.

The Tsigereda Cooperative consists of eight members from a marginalized community and ten members from another kebele. This has created friction within the cooperative. This may threaten their sustainability.

At the Egnanwemayet Cooperative ISF center in Gish Abay kebele, the group is making plans to change one of the toilet rooms into a shower room. Their reason for doing this is mainly due to the ill-functioning of the toilet.

There is little professional and technical support to the SMECs on the urban agriculture and on the integrated sanitation centers. This gap was evident during the site visits to the sanitation centers and urban agriculture demonstration site.

Some members of both SMECs have been fired due to their lack of commitment in the team work and could not abide by the group's internal working rules and regulations. Some wanted instant gratification. They had despaired and quit. New members are recruited to replace the old ones.

The evaluation found out that the BDCA stakeholders are discontent over the project budget surplus, due to devaluation of Birr against the Euro, for not being used for a low cost project extension to ensure sustainability of project outputs and outcomes.

7 RECOMMENDATIONS / DISCUSSIONS

Recommendations and discussions are listed below. They are based on the findings and results discussed above.

The evaluation recommends for a continuation of the next phase of the project. Bahir Dar city has solid and liquid waste management challenges. On top of that, there is a high rate of youth unemployment in the city (sources from BDCA puts the youth unemployment number to over 26,000). The effort made by the SAWE project to link these two challenges with a new insight of problem solving was felt by the city administration and by some parts of the community. The experience gained by all the government stakeholders, Lem Ethiopia, KeTu (funding organization) and community members, plays a pivotal role for implementing next phase of the project with better effectiveness and efficiency. The existing need for a wider intervention and the experience gained from the three years project implementation beg for project's next phase implementation.

Considering the widespread open-defecation practice in Bahir Dar City and the critical health consequences of such a practice, it is recommended that OD is included in the next phase of the project. The project could support the household level work of HEWs by introducing Urban Community Led Total Sanitation (CLTS) program. The training, demonstration, awareness creation, advocacy and education alone cannot make the impact. OD elimination requires more radical methods offered by CLTS. Bahir Dar could be made first urban city in Ethiopia to demonstrate urban CLTS and OD elimination.

According to Water & Sanitation program (WSP) (2007), Community-Led Total Sanitation (CLTS) is based on the principle of triggering collective behavior change. In this approach, communities are facilitated to take collective action to adopt safe and hygienic sanitation behavior and ensure that all households have access to safe sanitation facilities. This approach helps communities to understand and realize the negative effects of poor sanitation and empowers them to collectively find solutions to their sanitation situation. (WSP, 2007)

To avoid or minimize bigger bottlenecks in the project implementation like delay in the issuance of land for construction or bureaucracy faced in the city administration, it is recommended that project's objectives be communicated to all stakeholders rigorously and persistently during the beginning phase of the project. Systemized project progress updates, coordination and communication must be kept throughout the project phase with all the stakeholders. Forming alliances with partners with good potential for contribution to the program is essential. Any gap created with one or more of the stakeholders would hinder progress towards project goals.

The evaluation recommends that project baseline survey be done or be acquired from other sources to better quantify project impacts.

The Gish Abay kebele Office needs to assess the group dynamics of the Tsigereda Cooperatives which is a result of a forced union by the kebele Microfinance office. Previously, they were two independent youth groups from Fasilo kebele (10 individuals from the marginalized community) and from Sefene Selam kebele (10 members). The office should assess the performance of the cooperative and make structural changes in the cooperative to meet the needs of the two forcibly combined youth groups. Otherwise, the office is risking the sustainability of the Tsigereda Cooperative.

The BDCA Agriculture Office and Health Office should render their professional and technical assistance to the SMECs on the groups' activity on the urban agriculture site regarding issues like the amount of water use, amount of compost and urine use, prevention of pests, harvesting time, landscaping, health issues of urine use and so forth among many other issues.

As the direct authority over the SMECs, the Gish Abay and Fasilo kebele Microfinance Offices should continue their assistance to the SMECs. Other stakeholders within and outside the BDCA should also render their help and support to the SMECs to realize the sustainability of the business entities.

Lem Ethiopia should have hired experienced experts for its staff from the beginning of project launching, to effectively realize implementation of project objectives.

LEM Ethiopia should have provided more responsibility and accountability to LEM Bahir Dar office staff. Opening of a LEM bank account in Bahir Dar would have created more opportunity for the Bahir Dar office in terms of demonstrating their responsibilities and accountability at the same time. Therefore, the evaluation highly recommends that future project management structure should encourage responsibility and accountability for the implementing office.

Lem Ethiopia should have improved the level of trust between its main office staff and the implementing office staff in Bahir Dar. Open discussion on issues of benefits, salaries and other expectations, visits from the Bahir Dar office to the Lem Addis office, and frequent visit from Addis to Bahir Dar office would have improved this situation.

Lem Ethiopia should have arranged a meeting with SMECs and clarify the status of the store house floors (the fact that the handover document says that the floor is concrete is only a type error) in the urban agriculture site. Doing so would create a positive working environment and an understanding of the actual status of the floors of the store rooms in the urban agriculture site.

Lem Ethiopia should have improved the human capacity building of its Bahir Dar office. This could be done by increasing number of staff, providing trainings to the staff on documentation of activities, monitoring and reporting guidelines, clear mandates about the assigned responsibilities and accountabilities in the project activity.

The donor organization should have employed project manager with earlier experience of managing a project in Africa, if not in Ethiopia or someone with a prior knowledge of the Ethiopian culture for a smooth running of the two partnerships.

It is recommended that the project implementing partner in Finland employs participatory decision-making during changes in project plan. This gap was evident during interviews with stakeholders from BDCA and project implementing partner staff in Ethiopia

It is recommended that the kebeles jointly with BDCA offices organize meetings and discussion forum with the surrounding community near the two ISF centers regarding the purpose, use, ownership and other issues.

The mobile dry toilet should be fixed and its management improved. During its six months service, it was learned that there is a demand for its use and was a source of income for the SMECs. The concerned BDCA offices should finance the maintenance cost. Earlier, the mobile toilet was managed in shifts with the two SMECs. It is advised that the mobile toilet be allowed to be managed by one of the SMECs to increase ownership and sustainability. Careful analysis and open discussion with both groups should be done prior to deciding by which group the mobile toilet is to be managed. The other option could be that the groups rotate in managing it once every year or every six months.

The evaluation recommends that construction quality and proper functioning of the two ISF centers and their corresponding bio digesters and safety slurry tankers be monitored by the concerned BDCA offices in collaboration with kebele administrators and the necessary maintenance be done immediately before the rainy season starts. Not doing so would weaken the income of SMECs (and force them spend money on maintenance) as the source of their income generating ISF centers fall short of their service.

The internal working guidelines of both SMECs should be reinforced by members and kebele microfinance offices for its full implementation. That way, it is easier to get every member to a similar level of commitment.

8 LEASONS LEARNED

The project, in collaboration with all the stakeholders involved, should identify, isolate and treat marginalized community members with special care; in this case the ‘weyito’ community (8 members from the Tsigereda Cooperative are from this community) to better implement project goals and meet their needs effectively. Otherwise, forcing stigmatized ethnicity members (the Weyito in this case) to work with non-weyitos (Tsigereda Cooperative is formed in such a way) without the absolute consent of both groups would have a backfiring effect on project goals.

Project management should be decentralized to the local office in terms of access to own bank account in the project implementation area with full responsibility and accountability for project performance. Yet, a better alternative would be to have a partnership between the funder organization and project implementing organization that is local to the project area whose direct call is to the funding organization.

A detailed agreement about delivery of an acceptable quality of construction outputs should be signed with the bid winning contractor. If project staff is not knowledgeable with construction issues, external support should be sought including advice from a construction lawyer on the terms and conditions of agreements. Getting detailed background and previous performance information of the contractor is also essential to ensure construction quality.

An atmosphere of openness and trust between the partners in Ethiopia and Finland must be created through clear agreements on project design, changed project plans budget allocation, administration mandates and communication strategies.

Demonstration work is more effective in changing the attitudes of youths and communities than just theories or non-demonstrative or less-demonstrative project activities. The Bahir Dar SAWE Project had a number of activities that were highly demonstrable to the wider community hence affecting their core beliefs on sanitation and waste management issues. Incorporating such activities in the project during the project design

hence had a positive impact on achieving the project objectives and should be replicated in the design of similar future programs.

The project promoted entrepreneurship among the youths and demonstrated that youths from the poorest class in the society can have the potential to change their situation or they would do their best to try to break the cycle of poverty they are in, when established under the umbrella of legal micro enterprises.

Success indicators set in the project were a bit ambitious and difficult to assess. Lack of base line studies to quantify the outcomes was also another limitation. Hence, future projects should set realistic success indicators and ways of recording the baseline study should be planned along the formulation of the success indicators.

9 CONCLUSIONS

The evaluation, in its overall conclusion found out that the project has achieved its major objectives despite a number of implementation constraints that it had to deal with. These included the delay of land grant by the BDCA for the construction of sanitation technologies and the urban agriculture demonstration sites, underperformance of earlier project staff at Bahir Dar office of Lem Ethiopia and poor involvement of government stakeholders in the project implementation for about half of the project's duration.

This evaluation of the project had an opportunity to further enrich quality and diversity of its collected data through participation to terminal evaluation workshops organized by Lem Ethiopia. Representatives of the stakeholders expressed their views about the project performance individually and as a group without any reservations through tasks and discussions dictated by the workshop organizer. Hence it can be said that the evaluation had a fair degree of stakeholders' involvement. Furthermore, participation of the evaluator to these events has added experience to his evaluation methodologies.

The project's strategy for the sustainability of the outputs was based on using participatory approaches to facilitate local ownership over innovations, so that stakeholders maintain them. This was done through skill development and awareness trainings to the youth groups concerning management of the sanitation technologies and urban agriculture site. The project also transferred follow-up of project's core target groups (SMECS) and further assistance responsibilities to BDCA offices and kebele microfinance offices. In light of these strategies and other results like the starting of income generation by the youth groups from the project outputs, there is a potential for the sustainability of the outputs of the project.

The task of carrying out an evaluation of a development project is an immense responsibility and may require a team of evaluators with experience and ample budget to carry it out. Above all, it is a lesson learned in parts of the evaluator here that making the evaluation a participatory evaluation involving local partners and beneficiaries is the key to carrying out a good evaluation that would see its major findings and recommendations turned out in to practice by stakeholders in future projects. The participatory

nature of this evaluation is evident in the depth discussions and interviews made with the project's core targets (the SMECS), BDCA offices that are project's stakeholders, Kebele microfinance offices, members of the target kebele communities, Lem Ethiopia staff members, project manager from Tamk and participation in the terminal evaluation workshops.

A number of lessons were learned from carrying out this evaluation, starting from the planning phase, up to writing of the report of the final evaluation. Some of these lessons are: better knowledge of the structure and nature of global development cooperation work and the different mechanisms of documenting project performance, the critical importance of community and stakeholders participation at all levels of the evaluation process starting from the planning up to dissemination of the results, the importance of ethical conduct in carrying out evaluations, a better skill of producing scientific writings with proper references, flexibility in carrying out a given plan and a great deal of patience when confronted with challenges.

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APPENDICES

Appendix 1. Evaluation schedule

Date	Activity
08.02.2012	Interview with Mr Mogus Worku, executive director of Lem Ethiopia
10.02.2012	Arrival in Bahir Dar
13.02.2012	Field visit(two ISF center sites, UA site, two UDDTs at Meskerem 16 school)
14.02.2012	Lem Ethiopia Bahir Dar staff interview
15.02.2012	BDCA stakeholders interview
16.02.2012	Fasilo kebele microfinance head interview
17.02.2012	Tsigereda Cooperative key informants interview
19.02.2012	Target community interview Egnanewmayet Cooperative focus group interview
20.02.2012	Kebele interview
23.02.2012	Terminal community evaluation workshop
24.02.2012	Terminal community evaluation workshop
25.02.2012	<ul style="list-style-type: none"> • Terminal stakeholders joint evaluation • Case study on ‘Weyito’ community./visit the community • Site visit of the mobile dry toilet at the market place
26.02.2012	<ul style="list-style-type: none"> • Discussion with Lem Bahir Dar staff by the BDCA stakeholders’ joint evaluation team. • Focus group interview of both SMECs by BDCA stakeholders joint evaluation team
27.02.2012	<ul style="list-style-type: none"> • Feedback to the draft of the joint stakeholders evaluation by Lem Bahir Dar office staff • Egnanewmayet Cooperative key informants interview
28.02.2012	<ul style="list-style-type: none"> • Leaving Bahir Dar • Interview with Gebeyehu W.Michael
07.03.2012	Discussions with Mogus Worku and Arto Suominen

Appendix 2. Documents assessed

1. Project proposal agreement/MOU, March 2009
2. Progress review of SAWE, November 2010 by Aarto Suominen, Kari Silfverberg & Aino-Maija Kyykoski.
3. Interoffice Memo - Feedback report on Mission to Amhara (SAWE Project Sub Office)-, April 2011 by Gebeyegu W. Michael
4. Inventory List of furniture, machinery, IT equipment etc. of LEM Ethiopia and Bahir Dar SAWE project 2011.
5. Project Performance Annual Report of the year 2011 (January 01 to January 31 2012.) Bahir Dar Project office.
6. Mid-term evaluation of SAWE, August 2011 by Bahir Dar Administration Fin/Env./Eco./Dev./ Office
7. Annual report for NGO development cooperation project. Year 2010. Project code ETI23815801.
8. Annual report for NGO development cooperation project. Year 2009. Project code ETI23815801.
9. Project plan for years 2010 - 2011.
10. Lem Ethiopia Bahir Dar SAWE project results handover. January 2012.
11. Lem Ethiopia. The environment and development society institutional strategic plan. 2005 – 2007.
12. Application and use of GIS in small sanitation projects in developing countries, final thesis of Abel Terefe, June 2009.

Appendix 3. Persons met during the evaluation process

No	Name	Organization	Position	Telephone
1	Mr. Mogues Wor-ku	Lem Addis Ababa	Excutive Director	+251911408305
2	Mr. Getnet	Lem Ethiopia Bahir Dar	Project Manager	+251918017382
3	Mis Sirashowork	Lem Ethiopia Bahir Dar	Secretary & Cashier	+251918015081

5	Mr. Gebeyehu	Lem Ethiopia Addis Ababa	Project Manager	+251910361339
6	Mr. Biyadgilign Admitew	Bahir Dar City Adminstration	Micro and Small Trade Industry Co- operatives Office Head	
7	Ms. Belaynesh Melkamu	Bahir Dar City Adminstration	Ex-process Own- er(Bahir Dar City beautification)	
8	Mr. Alayu Mekonen	Bahir Dar City Adminstration	Mayor's Office Sec- retary	
9	Mr. Solomon Hadis	Bahir Dar City Administration	Development Plan- ning, Preparation & Core Process Owner	
10	Mr Degu Kebede	Bahir Dar City Administration	F/E/E/G/Office	+251913632845
11	Mr Mulualem	Gish Abay kebele	Land Issuing office manager	+251918005025
12	Mr Solomon	Bahir Dar City Administration	City Beautification Office Process Owner	+251918767163
13	Mr Getachew Andualem	Fasilo Kebele	Micro and Small Trade Industry Co- operatives Office Head	
14	Bimrew Taddesse	Gish Abay Kebele Resident	Beneficiary from Gish Abay ISFC.	
15	Amera Belete	Gish Abay Kebele Resident	Beneficiary from Gish Abay ISFC.	
16	Mr. Gebeyehu W.michael	Lem Ethiopia Addis Ababa	Project Manager	
17	Mr Gesese Worke	Bahir Dar City Administration	Women, Children & Youth Office repre- sentative	+251918702905

18	Mr Getachew Alemnew	Dream Light PLC	Community development head	+251920509528
19	Atirsaw Admasu	Egnanewmayet Cooperative	Chairman	
20	Bereket Mekuriyaw	Egnanewmayet Cooperative		
21	Alemnat Dilu	Egnanewmayet Cooperative		
22	Wondimneh Habite	Egnanewmayet Cooperative		
23	Melese Mulat	Egnanewmayet Cooperative		
24	Yemataw Kinde	Egnanewmayet Cooperative		
25	Yeshanbel Yirga	Egnanewmayet Cooperative		
26	Belachew Mulugeta	Egnanewmayet Cooperative		
27	Fischa T/Birhan	Tsigereda Co-operative	Chairperson	+251918139994
28	Zinabu Endris	Tsigereda Co-operative	Vice Chairperson	+251918764377
29	Tesfaye Gebre	Tsigereda Co-operative	Inspector	
30	Ashenafi Tafere	Tsigereda Co-operative	Member	
31	Mintamer Asefa	Tsigereda Co-operative	Member	
32	Selamneh Girma	Tsigereda Co-operative	Accountant	
33	Yeshewas Feleke	Tsigereda Co-operative	Inspector	
34	Desalegn Getnet	Tsigereda Co-operative	Member	

35	Yeheya Kasaw	Tsigereda Co-operative	Store room keeper	
36	Hawa Kume	Tsigereda Co-operative	Member	
37	Aminet Endris	Tsigereda Co-operative	Purchaser	
38	Arto Suominen	Ramboll/COW ASH	Chief Technical Advisor – Ramboll	+251921775098
39	Ilkka Pulkkinen	Tamk	Project manager in Finland for KeTu ry	

Appendix 4. List of sites visited

Site Name	Site location	Site run by	Site conditions and activities observation
Urban Agriculture	Abay Mado	Half of the site is run by Tsigereda SMECS and the other half run by Egnannewmayet SMECS	<p>Most of the land is cultivated and planted with cabbages, tomatoes, salad, lettuce and all growing in good condition.</p> <p>The site is fenced well and there is four room store house made out of corrugated sheet.</p> <p>There is one water pump to take water from a nearby river.</p> <p>One UDDT built and functioning.</p> <p>Urine being used on the</p>

			cultivation.
Gish Abay ISF	Gish Abay Kebele	Egnannewmayet SMEC	-Construction completed -Partial service started - Chairs, tables, TV set stands and other cafeteria equipment observed inside the center.
Meskerem 13 2 UDDTs	Meskerem 16 Full Cycle Primary School compound.	Meskerem 16 School Administration.	-Construction completed -The wall material is made out of local material and design well suited for ventilation.
Fasilo ISF	Fasilo Kebele	Tsigereda SMEC	-Construction completed -Services of Shower, toilet & water selling already started. -Biogas stove connected to the biogas digester. -Chairs, tables, TV set stands and other cafeteria equipment observed.
Mobile Dry Toilet			-Not functional -In need of maintenance. -Faces around it.
Gish Abay Pit latrine toilet	Gish Abay Kebele	Six community households	One latrine dry toilet built for communal use for six households as a compensation for the failed toilet facility demolished to get land space for the ISF construction.

Appendix 5. Case study

This case study focuses on Zinabu Endris, a resident of Bahir Dar city. Description of his early life, state of his livelihood before SAWE project targeted him, his views on challenges he was and is still facing while working in the legacies of the project and his hopes for winning the fight over his age-long poverty are included in this study.

Zinabu is a member of the ‘Weyito’ community. He is always facing stereotypes of the general community towards him and members of his community. The ‘weyito’ community lives under age long social, economic and environmental deprivation in Bahir Dar city. The community at large has no or little education, no legal housing settlement, no or little source of livelihood (entirely depend on the natural environment) and lack of representation in the political atmosphere.



PICTURE 11. Top: Zinabu at his house door

Bottom: Zinabu’s village

Zinabu is 25. He lost his parents in his childhood. His sister and he joined the Jerusalem Children Development Organization(JeCCDo) for parentless children. There, Zinabu learnt how to read and write. Due to shortage of finance, the children center was closed leading Zinabu to go out and live on the streets. He kept receiving financial aid from JeCCDo while living on the street for a short period of time. Soon the financial support also discontinued. He spent half of the rest of his life on the streets. He moved to different cities as a street kid for many years. He also tried to work as a day laborer. Luckily, he joined jobless organized youth groups to collect solid waste in Bahir Dar city. When the solid waste collection responsibility is outsourced to Dream Light plc, the organized youth group was under threat of disintegration. The group then incorporated in to the Bahir Dar SAWE project.

Zinabu was so delighted when, he and his group of 20 members got a piece of land which is about 1 he for urban agriculture in the year 2010 from SAWE project. Despite lack of any agricultural experience, Zinabu and his group (now named as Tsigereda Co-operative) started working on the land they received. Zinabu mentions that he took part in many trainings on composting, urine use as fertilizer, urban agriculture. All the trainings were so useful on his work on the land, he asserted.

Zinabu and his group members received an integrated sanitation facility center consisting of 2 shower rooms, 4 toilet rooms, 2 kitchen rooms and one cafeteria room, from the SAWE project at the end of 2011. The center is also connected to a biogas-digester which receives excreta from the four toilets. Kitchen waste from cafeteria would also be an input to the bio-gas digester. Zinabu and his group are going to use biogas stove (to prepare cafeteria services) that receive energy from the gas released from the biogas digester via a tube. The center is equipped with TV set and a Sony audio CD music player received from the SAWE project. Zinabu is pleased and his hopes soared higher at the prospect of running this sanitation facility along with his group members. In the time of about one month since the start of partial services of the center including shower and toilet services at a low price to the community, Zinabu and his group members got an encouraging income. For him being part of the direct beneficiary of the SAWE pro-

ject is an opportunity of a life time where he can fight back poverty & stigma with better weapon.

Zinabu is now a grade 8 student. He wishes to continue his education. He also desires to take the business to the next level. He admits that, ‘We have a lot of challenges in our group.’ Some of the challenges he mentions are the stereotypes by others that members of the ‘weyito’ community are lazy, dirty and cheaters. His group which is called the Tsigereda Cooperative (Zinabu is the vice president of his group) has 18 members of which 8 are from his community called ‘Weyito.’ This says Zinabu, is a challenge to work among the group. Even though, prejudice & stigma towards us among our group members from the other community have gone down a lot and we have come a long way’, Zinabu continues, ‘We still have a long road ahead of us.’ Zinabu’s closing statement goes like: ‘I want to change my self tomorrow and then change my community. I wish that my community members come to my sanitation center and take the first decent shower of their lifetime for free just for once. I hope the kebele officials would allow this in the future. There is no doubt that we are going to change our lives if the stereotype directed to our community is gone. We could be a good model to our community at large.’

Appendix 6. Workshops’ schedule

Table 1. Terminal community evaluation program and schedule

Date	Time	Description	Presenter	Facilitator
Feb.23/2012	9:00 AM - 9:15 AM	Registration	Participants	Lem Bahir Dar
	9:15 AM - 9:30 AM	Welcome and opening speech	Lem Bahir Dar	.
	9:30 AM - 9:45 AM	Opening remarks	Guest of honor	
	9:45 AM - 10:30 AM	Terminal report presentation	Getnet /Gebeyehu	Gebeyehu W.michael
	10:30 AM - 11:00 AM	Health break	Participants	Lem B. Dar















	11:30 AM - 12:00 PM	Discussion	Participants	Lem B. Dar
	12 :00 PM - 2:00 PM	Lunch	Participants	Lem B. Dar
		Target group report presentation		
	2:00 PM - 2:30 PM	Tsigereda Fruit and Vegetable and Biogas production cooperative	Target representa- tive	Gebeyehu W.michael
	2:30 PM - 3:00 PM	Egnanewmayet cooper- ative	Target representa- tive	Gebeyehu W.michael
	3:00 PM - 3:30 PM	Health break	Participants	Lem Bahir Dar
	3:30 PM - 4:30 PM	Discussion	Participants	Lem Bahir Dar
	4:30 PM	End		
Feb.24/2012	9:00 .M - 12:00 PM	Field visit	Participants	Lem B.D and youth targets
	12:00 PM - 2:00 PM	Lunch	Participants	Lem B.Dar
	2:00 PM - 3:30 PM	Group discussion & presentation	Participants	Gebeyehu
	3:30 PM - 4:00 PM	Health break	Participants	Lem B.Dar
	4:00 PM - 4:30 PM	General discussion	Participants	Lem B.D
	4:30 P.M - 5:00 P.M	Closing speech and end of the workshop	Lem B.D	-

Table 2. Terminal stakeholder's joint evaluation workshop schedule

Date	Activity
25.02	Discussion of the evaluation to Lem Ethiopia by stakeholders' representative
26.02	Focus group interview of SMECs by stakeholders' representative
27.02	Stakeholders' terminal evaluation draft debriefing and feedback from Lem Ethiopia Bahir Dar staff.

Appendix 7. Time line of project's planned and accomplished activities.

Planned  Done 

Activity description	2009	2010	2011	Comments
Project launching and awareness development workshop	 		 	
Training on urban agriculture	 			
Procurement of tools and equipment				Procured materials to the SMECs included: plastic tubes and appliances for the installation water abstraction lines, potato seeds, cabbage seeds, fruit seedlings, two three wheel bicycle carts, four water tankers, café materials, fencing materials, two Sony tape recorders and two Sam-
				

cooperative enterprises)		4													
Baseline survey															
Experience sharing visit to ROSA project in Arba Minch and another visit to Awassa and Dire Dawa to understand ecological sanitation and waste management.															