6. COMPARISON AND DISCUSSION

In this Chapter some comparisons and the discussion of the main results is done. Firstly, the projects are located in terms of urban growth processes. The water and upgrading projects are compared and then the housing ones.

Then, efficiency is compared in the different projects, firstly in the water ones; then, in the upgrading programmes, where other projects additionally to the visited ones have been included; and finally, the housing projects are compared in terms of efficiency.

The actors involvements are compared, on water and upgrading projects and in the housing projects. Furthermore, other comparisons of actors have been done to find new groups and relationships.

To sum up, the discussion evaluate briefly the whole projects, some data is extracted of the upgrading projects, a classification of actors is done, and the scaling up of the projects and the actors is explained.

6.1 Locating the projects into the urban growth process (P, U, E)

In the previous chapter it has been explained for each project the process of parcel out (P), urbanization in terms providing urban services infrastructures (U) and housing construction (E).

This chapter is going to compare briefly the cases of the visited water supply projects and the visited upgrading projects. The housing projects are then compared as well.

6.1.1 Comparing the water and upgrading projects

As has been explained in the case of the Sole Chefa Water Supply Project, water is a prerequisite for the evolution of a town or a city. Therefore, supplying water to communities where the people have to walk four daily hours is covering a basic need. And the project has been done to reduce the water fetch time to an average of twenty minutes. It has not been tried to bring water to each house, what would have been a step too much.

In the case of the Wukro Water Supply Project, the design of the project was a step too high in trying to extend a water network in a reticular way, in an area where not even a previous water pipe was installed. It was calculated that everybody had the possibility to connect their house to the water pipe but there were two major problems: firstly, not even other areas of the town with better social level had a private connection and secondly, the connection to the private house was not assured since not everybody could pay it. To make such a long infrastructure for so few private connections would have been a waste of money.

On the other hand, the Entoto Integrated Upgrading Development Programme (EIUDP) was in the inner city of Addis Ababa. The people had already access to water through some fountain. It was about a big improvement of the area.
Therefore, a big upgrading programme was carried out for taking into consideration many social, health and economic aspects added to the physical upgrading.

To sum up, in all the cases, either if the house was legal or illegal at the beginning (P → E or E → P, respectively) the urbanization and building process has been and it is still iterative:

\[ P \rightarrow U_1 \rightarrow E_1 \] (or \( E_1 \rightarrow U_1 \rightarrow P \)) \( \rightarrow U_2 \rightarrow E_2 \rightarrow U_3 \rightarrow E_3 \ldots \) (1)

6.1.2. Comparing the housing projects

The housing projects that are being compared are of a very different scale of actuation. While the Addis Ababa was planning to spend million € 60 in five years for at least 50,000 houses, the projects of Alamata had a cost of € 48,000 for 164 houses. However, some similarities are to be found. In both cases, the plot was as planned by the municipality (P) and in both cases it was the aim to urbanize the houses while the construction (UE). However, it was not always possible and some urban services are to arrive after the households are in the house. Another similarity is the small involvement of the community in the house construction what results in few possibilities of improving the quality level of the houses by the community. Furthermore, some capacity building had and will have to be provided to the new owners of the houses to assure a good maintenance, since in both cases the houses have a high quality compared to the ones the beneficiaries would have in other circumstances. It is then spoken about \( E_F \) designing it as a final stage of housing construction (very little is to be improved in the house).

\[ P \rightarrow U_1 \rightarrow E_F \rightarrow U_2 \] (2)

6.2 Efficiency

<table>
<thead>
<tr>
<th>Housing Programme</th>
<th>Duration of the Project/Programme (years)</th>
<th>Beneficiaries</th>
<th>Approximate Budget (€)</th>
<th>€ invested per beneficiary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Addis Ababa (2005-2010)</td>
<td>5</td>
<td>250,000</td>
<td>60,000,000</td>
<td>240</td>
</tr>
<tr>
<td>EIUDP (1997-2004)</td>
<td>8</td>
<td>70,000</td>
<td>1,000,000</td>
<td>14</td>
</tr>
<tr>
<td>Charity Sisters of Alamata</td>
<td>12 Houses Project</td>
<td>1</td>
<td>60</td>
<td>21,600</td>
</tr>
<tr>
<td></td>
<td>50 Houses Project</td>
<td>1</td>
<td>156</td>
<td>36,400</td>
</tr>
<tr>
<td>Wukro Water Supply Project</td>
<td>3</td>
<td>30,000</td>
<td>300,000</td>
<td>10</td>
</tr>
<tr>
<td>Intermón Oxfam</td>
<td>Water Bank programme</td>
<td>3</td>
<td>75,000</td>
<td>1,800,000</td>
</tr>
<tr>
<td></td>
<td>Sole Chefa Water Supply project</td>
<td>2</td>
<td>9,000</td>
<td>140,000</td>
</tr>
</tbody>
</table>

It follows a more specific comparison of the projects which are similar or which at least make similar infrastructure. The housing projects will be compared in the next table; afterwards the EUIDP is going to be compared with other upgrading
programmes done in Addis Ababa in the past years which were explained in chapter three. Finally, the water supply projects are going to be compared.

**6.2.1. Comparing water projects**

In As stated before, the water supply project in Wukro is not yet finished. It is still very difficult to know about the beneficiaries since not enough data is available until the moment. However the initial plan was to make a big extension of the water network for providing the current 30,000 inhabitants of the city and with capacity enough for the 50,000 people there are expected to be in Wukro in 2020 with a grow rate of no less than 3 % per annum.

The investment per person in the case of Wukro is much less than the one done in Sole Chefa. However, it is really difficult that the network is going to beneficiate to 30,000 people. An approximation of the beneficiaries could be one third or one quarter of the city, what would suppose an investment of 30 or 40 € per person respectively. The reservoirs construction is the same in both cases (2).

The main difference is the context in which both projects are situated. The *Wukro Water Supply Project* is situated in a context where Ángel Olarán has been making many development projects in the town and where the water supply project was one more project coordinated by him. Whereas the *Sole Chefa Water Supply Project* is by itself a project which has many hygiene and sanitation aspects and where training is provided to the different houses for showing the improvements of hygienic and sanitary practices.

Table 20 the water projects are compared, even though the *Wukro Water Supply Project* is not finished yet.

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6.2.2. Comparing upgrading projects

In Table 21 some upgrading programmes that have been commented during this study are compared in some basic magnitudes related with infrastructure and sanitation.

The Entoto upgrading programme was visited for this study, the CARE upgrading programme was explained in the Chapter of Addis Ababa, as well as was briefly explained the programme of the Environmental Development Office (EDO), which is an Addis Ababa municipal institution. The CBISDO is an ex IHA programme, organization that has been presented in Chapter 3 as well.

As can be rapidly seen in Table 21, the upgrading programmes are much more difficult to compare since they all are quite different to each other. Most of the upgrading programmes contemplate many aspects of the neighbourhoods as health, education, sanitation and sometimes even micro financing (activities that where not included in the table trying to focus in the environmental upgrading activities). These programmes normally work through strong community empowerment and for many NGOs working in urban areas this community empowerment is a goal by itself.

However the differences of data, it is firstly important to note the different magnitude of these programmes. The Entoto upgrading programme was working for 7 years, the CARE upgrading programmes was working for 10 years, the EDO programmes stated in the table have been working for 5 years, even though their activities have not finished since it is a municipal institution, the IHA-UDP was working for 16 and finally.
Table 21: Upgrading programmes in Addis Ababa. The EIUDP was visited for this study and the other programmes are from different sources

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Duration</strong></td>
<td>16</td>
<td>8</td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td><strong>Beneficiaries</strong></td>
<td>35,000**</td>
<td>50,000**</td>
<td>310,565</td>
<td>1,140,000**</td>
</tr>
<tr>
<td><strong>Approximate Budget (€ millions)</strong></td>
<td>1.6</td>
<td>1.0</td>
<td>8.5</td>
<td>30.0</td>
</tr>
<tr>
<td><strong>€ invested per beneficiary</strong></td>
<td>45</td>
<td>20</td>
<td>27</td>
<td>26</td>
</tr>
<tr>
<td><strong>Access road (km)</strong></td>
<td>10.5</td>
<td>10.4</td>
<td>102.0</td>
<td>1,152.0</td>
</tr>
<tr>
<td><strong>Metres of access road per person</strong></td>
<td>0.3</td>
<td>0.1</td>
<td>0.3</td>
<td>1.0</td>
</tr>
<tr>
<td><strong>Drainage canal (km)</strong></td>
<td>7</td>
<td>86</td>
<td>622</td>
<td></td>
</tr>
<tr>
<td><strong>Culvert pipes (km)</strong></td>
<td>1.3</td>
<td>11.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Metres of drainage canals and culvert pipes per person</strong></td>
<td>0.1</td>
<td>0.3</td>
<td>0.5</td>
<td></td>
</tr>
<tr>
<td><strong>Retaining wall (m3)</strong></td>
<td>4,124</td>
<td></td>
<td>28,176</td>
<td></td>
</tr>
<tr>
<td><strong>Small bridge (units)</strong></td>
<td></td>
<td>30</td>
<td>115</td>
<td></td>
</tr>
<tr>
<td><strong>Foot crossings constructed (units)</strong></td>
<td></td>
<td>2,061</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Communal latrines</strong></td>
<td>204</td>
<td></td>
<td>676</td>
<td>2,982</td>
</tr>
<tr>
<td><strong>Communal kitchens</strong></td>
<td>705</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Shower and cloth washing facilities</strong></td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Water point</strong></td>
<td>7</td>
<td>5</td>
<td>3</td>
<td>805</td>
</tr>
<tr>
<td><strong>Money distribution among workers</strong></td>
<td></td>
<td>515</td>
<td>-</td>
<td></td>
</tr>
</tbody>
</table>

** Other activities included in the budget**

- **EIUDP**: Support to educational services, health clinic, some latrine construction, community empowerment activities.
- **IHA-UDP, CBISDO**: 1,102 newly built houses; 1,466 houses repaired. Other constructions: a primary school for 2,000 students; a kindergarten for 550 children; a clinic; modified a community hall; a youth centre; two libraries; two workshop training centres; four income generating units; a weaning food factory; a nutrition rehabilitation centre; rehabilitation centre.
- **Water Bank Programme**: Networking and Advocacy, which represents approximately _ and _ % of the whole budget of the programme.

* The beneficiaries of the EDO upgrading programmes are not clear since different sources give different quantities. The EDO office consider the beneficiaries to be 2,280,000 people, however, the report of Informal Settlements in Addis Ababa (UN-Habitat 2007) consider this number an exaggeration and says that previous studies consider the beneficiaries to be half of the official data.

** The beneficiaries of the EIUDP and the IHA programmes are not taken from official sources; this data were estimated through an approximation of the population of the target kebeles of the programmes.

As seen in Table 21 the economic investment of the EIUDP per beneficiary is of approximately 20 €. In the case of the CARE International Programme the investment raises to 27 € per beneficiary, very similar to the investment done by EDO (26 €). The maximum investment done for upgrading programmes is the one done by IHA-UDP with an amount of 45 € per beneficiary. However, as it is
indicated in the table, this programme included the construction of many houses and many social centres for providing different services to the target population. Furthermore, the estimated number of beneficiaries might have been underestimated.

The programme which provides more accessing roads per beneficiary is the EDO programme, which provides a metre of access road per person, what is extremely a lot since in a road there are not as many metres as people, since people living in slum areas live in a very high density. However, some connection roads between different neighbourhoods might have been created or new roads might have been opened between the houses. And again, the programme which provides more drainage and culvert facilities per person is the EDO programme with an implementation of half a metre of drainage per person. EDO programme provides much more latrines than all the other projects and constructs a big amount of retaining walls.

6.2.3. Comparing housing projects

Table 22 shows a specific comparison of the three housing projects. The first one is the one done by the Municipality of Addis Ababa and the other two are the ones done by the Charity Sisters of Alamata.

<table>
<thead>
<tr>
<th></th>
<th>Housing Programme Addis Ababa (2005-2010)</th>
<th>Charity Sisters of Alamata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>12 Houses Project</td>
</tr>
<tr>
<td>Duration</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>Direct Beneficiaries</td>
<td>250,000</td>
<td>60</td>
</tr>
<tr>
<td>Approximate Budget</td>
<td>60,000,000</td>
<td>21,600</td>
</tr>
<tr>
<td>€ invested per beneficiary</td>
<td>240</td>
<td>360</td>
</tr>
<tr>
<td>Quantity of housing units built</td>
<td>50,000</td>
<td>12</td>
</tr>
<tr>
<td>House unit construction cost</td>
<td>2,400</td>
<td>1,800</td>
</tr>
<tr>
<td>sq metre per house</td>
<td>25-40</td>
<td>23</td>
</tr>
<tr>
<td>House cost per sq metre (€/m2)</td>
<td>75 – 88</td>
<td>80</td>
</tr>
<tr>
<td>House price for the beneficiaries</td>
<td>75 - 88 €/m2</td>
<td>free</td>
</tr>
<tr>
<td>Approximate potential density of people per ha</td>
<td>750</td>
<td>250</td>
</tr>
</tbody>
</table>

In the Addis Ababa housing programme there are many different types of housing units. There are studio apartments, one bedroom, two bedroom and three bedroom houses plus commercial locals. How big they are depends on the type. An approximation of a standard building though, is a Ground plus 4 or 5 building and the houses in there are between 25 and 40 sq metres.

However, different scale programmes are being compared. While the Missionary Sisters made a total of 64 Houses in Alamata in these two projects, the Addis Ababa programme had a plan for doing 50,000 housing units in 5 years time and they have already done 60,000 in three years. And the plan is to build around 400,000 in the next years.
The cost of construction of one house is around 2,400 € in the case of the Addis Ababa programme (for a 30 sq metres house), and 1,800 and 700 € in the cases of the 12 and 50 Houses Project respectively.

The houses of the 12 Houses Project from Alamata are around 23 square metres big and the houses of the 50 Houses Project are around 20 square metres big.

It means, while the houses of the GTZ and the ones of the 12 House project cost about 80 €/m², the houses of the group of 52 cost around 35 €/m².

However it isn’t being talked about the quality of the houses. For example, even though the circular houses of Alamata cost 35 €/m² they have an inefficient shape to be optimized inside the room, and the materials are of less quality than in the other two cases. Furthermore, much more space is required for building many houses together since in putting circular houses closed one to another a lot of space stays without being used. As it has been seen in the pictures of the 50 Houses Project, the extension used for locating the houses was very big, around an ha for locating 150 people. While for the 12 houses project, 250 people could be located in an ha and in the Addis Ababa housing programme up to 750 could hypothetically be located in an ha.

Finally, the price the beneficiaries get the house for is compared. In this part is where a big philosophic difference can be noted between both projects As it is stated in Table 22, the price for acquiring the houses of the Addis Ababa programme is exactly the cost of construction, what means about 80 €/m² or around 2,400 € per house, depending on the size. 30 % of the price has to be paid at the beginning and the rest is paid through a credit conceded by the Government to the beneficiaries. This means that not everybody is really able to pay the houses but is helping many people to afford for the first time a house with a minimum of quality standard.

On the other hand, the houses of the Charity Sisters are given to the beneficiaries for free. The Sisters decide who are the poorest of the poor and who deserve getting the house the most and those people are the beneficiaries of the project. As said before and as will be repeated as many times as necessary, the Missionary Sisters are not doing and is not their goal to do development cooperation. They make charity since they really want to arrive to the poorest, the ones that have no other option. As soon as their beneficiaries are not in a critical situation anymore, the sisters “transfer” the people to other organizations or municipal services, since no resources should be spent in other than the ones who are in the worst situation. It has to clear that this work isn’t being judged, it is only being explained. Every organization has to work as they believe trying to make their best and criticising other ways of working should be justified since it is unfortunately becoming very common in this development cooperation world.
6.3 Comparison of the actors’ involvement in the different projects

It follows a comparison of the different situations and actors in the different projects, in order to find some coincidences between the different projects in terms of the organization of the work and the decision-making, among others. Firstly, the water and upgrading projects are compared, followed by the housing ones. Finally, some more comparisons are done to find new actor groups.

6.3.1. Comparing water and upgrading projects

As seen in Figure 67, the actors’ position in the Sole Chefa Water Supply Project is more similar to the Entoto Integrated Upgrading Development Programme than to the Wukro Water Supply Project.

The work done by EOC-DICAC and PRO PRIDE is a very similar job that tries to coordinate the activities of the local government and the community. On the other hand, in the case of the Wukro Water Supply Project, this coordinating work was not done neither by “Ingeniería para la Cooperación” nor by Ángel Olarán, since the project was executed mainly by the Wukro Water Office. The project was done according to the decisions taken by the municipality, which differed from the initial plan done by “Ingeniería para la Cooperación” and Ángel Olarán.

The community involvement plays an important role in the Entoto Upgrading programme and in the Sole Chefa Water Supply Projects. In both cases, the community decides and is trained for managing the infrastructure done by the NGO. In both cases, the kebele government becomes technical advice as well, and trained for becoming the responsibilities of the infrastructures after the NGO phases out.

Micro financing was implemented in the case of Entoto since it was an integrated project looking for solving many problems that involve poverty. In the Sole Chefa project, it is looked as well further than providing only water since hygiene and sanitation programmes are as well provided.

In the Wukro Water Supply Project, the community participation is nonexistent since the decisions are taken by the municipality. No capacitating is provided to the municipality since the municipality already manages a water network and the infrastructure should be transferred without problems.

However, the water supply project of Wukro cannot be seen only as a water project. This project is one of the many projects Ángel Olarán has carried out in Wukro. These projects have given answer to the different difficulties of the population in Wukro, mainly the poorest. However, the whole projects cannot be seen as a full programme like the Entoto Upgrading Programme or like, in a fewer level, the Sole Chefa project. The projects of Wukro are complementary but independent one to each other.
Figure 67: Actor’s comparison between the EIUDP (top), the Sole Chefa Water Supply project (middle) and the Water Supply project (bottom)
6.3.2. Comparing housing projects

As has been explained along the actors’ involvement chapter, the two housing projects studied have a completely different configuration of the actors’ position. In the case of the GTZ housing programme, the municipality has become the main coordinator of the programme with an advising assistance of the GTZ IS. The GTZ began with the pilot project of the Low Cost Construction and currently it is the GTZ IS who makes the management of the programme in close collaboration with M.H. Engineers P.L.C. which is the main construction company.

On the other hand, as seen in Figure 68, in the case of Alamata the Missionaries of Charity are the only coordinating node of the project. They get the donations mainly from abroad and they contract the construction to different companies.

The municipality of the city plays a very important role in the GTZ programme since it is now an Addis Ababa Municipality programme. On the other hand, the
municipality of the project done in Alamata collaborate only by transferring the land without charging any taxes.

As said before, the private companies are present in both projects; however they are in different levels of importance. In the first case of Addis Ababa, M.H. Engineers P.L.C. collaborated from the beginning by designing the low cost construction method and was again contracted for making the construction and for the training on the job that is provided jointly with GTZ IS. In the case of Alamata, the private companies are only contracted for the construction activity.

In none of both cases, the beneficiaries participate actively neither in the planning or decision-making nor during the construction activities.

6.3.3. Other actor comparisons

6.3.3.1. Comparing the external actors

In general, all the projects and programmes visited have a lot of participation from outside. Financing support comes in all the cases from outside, even if it is done in different percentages. The difference of the external intervention can be analyzed from the decision power of these external actors, from the daily work on the project and through which are the main local organizations that get the money abroad.

If we have a look to the different projects, there are some differences. The programme with less external intervention is the Entoto upgrading programme. PRO PRIDE gets the money from ActionAid Ethiopia and they have to work with the community for achieving their own goals. ActionAid might make a general control and give some technical advice.

Another program with little external intervention is the Alamata housing project. They become a lot of financial support from abroad but the Sisters are completely independent for making their project.

The GTZ programme has a big initial intervention from Germany. However, there is always willing of transferring the responsibilities and currently, it is the municipality who is carrying out the housing programme, even though it is the GTZ IS who makes a technical advice.

It is often difficult to know the level of external intervention in the municipal programmes done by the municipality. The GTZ has an office inside the municipality and makes technical advice for many urban projects of the municipality and of the Urban and Work Ministry as well. Therefore, sometimes it is difficult to know which is the influence on the decisions of the GTZ in their advising activities, or if the GTZ has any decision power at all.

The Wukro Water Supply Project was thought to have a powerful external intervention, since it was the Spanish NGO in charge for making the project document and for deciding the main network, even though some initial consultation was done with the municipality. However, the Wukro Water Office made basically what they wanted without previous discussion with the Spanish NGO. The municipality wanted the infrastructure to be paid by the government of the Basque Country and did not want to arrive to an agreement. It was even difficult that the Wukro municipality pay their percentage.
The case of Intermón Oxfam’s programme is a little different. Firstly, Intermón Oxfam is settled in Spain and the financial support come from different regional governments from Spain. It means the intervention is mainly Spanish. However, Intermón Oxfam has an office in Addis Ababa and the workers are all from Ethiopia, what makes a difference to other institutions where the workers are mainly from the country’s institution (it is the case of GTZ where most of the workers are form Germany). It means, often when Intermón Oxfam goes to the target communities, the people do not feel Intermón Oxfam is from abroad. Furthermore, Intermón Oxfam is not in charge for the execution of the project. The main interlocutor and the one working daily for the project is the local NGO, who in the case of Sole Chefa is EOC-DICAC. Intermón Oxfam makes a financing work, controls the quality of the service and makes a technical advice, additionally to all the networking tasks and the advocacy level work. It means, the external intervention of the Intermón Oxfam’s projects are very high, however, the local office is able for taking many decisions and, more important, the beneficiaries doesn’t even perceive the external

6.3.3.2. Differentiating between NGOs, cooperation agencies and financial supporters

The role of what are supposed to play an NGO, a cooperation agency and a financial supporter is not going to be discussed now but it is clear that in many cases and situations the role seems not to be clear as it is mainly the case of the Wukro Water Supply Project.

In the case of the GTZ, it is a cooperation agency with many branches, they make the financial support for different projects, provide training and acts sometimes as a local NGOs by getting involved with the Ethiopian universities and the private companies. In the EIUDP, the role of the local NGO PRO PRIDE is very clear as they make the specific work of an NGO, getting funds from other organizations and getting in touch with the community leaders. In the case of the Missionary Sisters of Alamata in the housing project, they act as does normally a church or a local NGO. They get the funds from other institutions and spend the money in what they thing it has to be spent through their knowledge of the community. However, the way of spending the money is an institutional decision that depends on the philosophy of the different Churches and NGOs.

About the Wukro project, the role of the main financer is clearly the Government of the Basque Country. The NGO “Ingeniería para la Cooperación” plays theoretically the role of an international NGO in the technician advice but there is a lack of the local NGO, since the counterpart is Ángel Olarán. Therefore, “Ingeniería para la Cooperación” has to play a role of local NGO as well, but they are weak in this position since being from abroad, the communication with local people becomes very difficult. Moreover, to make things more complicate, the main executor of the project is Wukro Water Office, which depends directly on the municipality.

6.3.3.3. Public sector’s position

The projects where the public sector is involved the most are in the housing project of the GTZ and in the Wukro Water Supply Project. In the projects of the Water Bank and in the Entoto upgrading programme the public sector is involved
only in some activities but not in the whole process. Finally, it can be considered that the public sector is not involved in the projects of Alamata.

In the GTZ programme, there are strong links between the German public sector and the Ethiopian public sector. The pilot project was done in the whole country with the Ministry of Federal Affairs, and the Condominium Housing Construction is being done by the municipality of Addis Ababa.

The project in Wukro is mainly being done by the Wukro Water Office, which depends on the municipality. Even though the Project document was designed and written by “Ingeniería para la Cooperación”, the municipality has been deciding many things and these two organizations have not had many good relationships.

The Water Bank programme has two parts. In the first and general part, the public sector is one of the aims of the project since Intermón Oxfam and other partners make advocacy to the Central Government and to the Water Ministry. It means, the public sector is not directly involved in the project but becomes one of the main issues of it. On the other hand, in the Sole Chefa Water Supply Project, the water bureau, which depends of the woreda, is directly involved in the project since they have to design it and have to give responses to the demands of the population. If the woreda administration and the Water Bureau are not capacitated enough for doing this job, it becomes a main goal for the local NGOs to make capacity building for this administration, since it is the Water Bureau, jointly with the community, who will have to be responsible for the water infrastructure once the NGO phases out

In the Entoto upgrading programme, PRO PRIDE makes a big job by capacitating abilities of the local government. The main subject where the NGO acts in the local kebele administration is in health. They create a kebele health committee that has to take care mainly of the polyclinic.

### 6.3.3.4. Private companies’ involvement

The programme with most involvement of the private sector is the GTZ housing programme. The GTZ often makes efforts to work with the private sector and works on capacity building programmes to create micro enterprises and to capacitate the employees the most for creating new job opportunities. They even have a programme called Public-Private Partnership (PPP), which tries to develop the private sector in cooperation with the public institutions.

In the housing construction, the cheap, easy and modular construction method was developed jointly with the engineering company M.H. Engineers P.L.C. Furthermore, micro construction enterprises were supported with capacitating programmes. The goal of GTZ is often to make an economic background to create jobs and stimulate local business. M.H. Engineers is completely involved in this housing programme. It is the main construction company contracted and it has been planning the project and developing the technologies from the beginning.
Figure 69: Private companies involvement in EIUDP (top), in Wukro with the new Development Office (middle) and in the Addis Ababa housing programme (bottom)

The Alamata housing project is implemented and constructed by private companies which are contracted by the Missionaries of Charity to build the houses. The
quality control is supervised by a man who works on the side of the Sisters and who cares for the good use of the money allocated for this project. However, contrarily to the Addis Ababa housing programme, these construction companies are only contracted for the construction and they do not participate in the decision making of the project.

Another project where the private sector participates in the construction of the infrastructure is the case of the Wukro Water Supply Project. However, the company is the Wukro Water Office and, even though it is a company, it is a public company, which depends totally on the municipality. Therefore, it cannot be said that this project is being implemented by a private company. In fact, in the Wukro development projects, the private companies have and insignificant role. However, some things have changed since the new Social Developing Office was created.

Since the Wukro Social Development Office was inaugurated, a lot of work has been done for making a new development project further than giving the orphans only an economic support. In 2007, a new Agricultural Cooperative was launched for offering a professional way for the students of the Agricultural School of the White Fathers. Land and cattle were given to the cooperative by the Social Development Office and the money is supposed to be paid through the production and the selling of the Cooperative.

Similar to this, the Entoto Upgrading Programme had an important micro credit project for creating new micro enterprises through the population. PRO PRIDE has been giving many micro credits to poor households in all their upgrading programmes obtaining very good results and having a repayment above 90 %. PRO PRIDE is one of the NGOs in Ethiopia which is allowed to concede micro financial help since they have the permission required by the Financial Ministry of Ethiopia.

Finally, the Water Bank programme is not related to the private sector. At the institutional level, no networking is done with private companies and advocacy is only done to the different public institution. The companies do not play a role at this level in this programme. And at a lower level, the projects of the communities are always Water Supply, Sanitation and Hygiene projects. It is thought for providing water and for training the community with the water managing, either in the consumption level or in the waste level.

In these communities, the lack of water impossibility any development of enterprises since water is normally used for every production business. Even the construction sector needs water for their activities. In Sole Chefa, the houses used to be build only during rainy seasons since a lot of water is needed and cannot be carried in such quantities. Constructing the houses used to take two rainy seasons. Teachers did not want to stay in the community since the conditions were poor and the lack of teachers was a constant. To sum up, the construction of a water supply infrastructure is a prerequisite for supporting private companies to be created, however, the Water Bank programme stays at the water supplying level without going further, since water supply is priority for this programme.

6.3.3.5. Community involvement:

The projects and programmes with the maximal participation from the community are clearly the Entoto upgrading programme and the Sole Chefa Water Supply
Comparison of Urban Upgrading Projects on Development Cooperation in Ethiopia

6.3.3.6. Coordinating work

Here, a comparison is done of the projects where the main entity plays a very important role in both designing the project and mobilizing the different local actors, such as the local public sector, the community or the local small private enterprises.

It is the case of PRO PRIDE in the Entoto Upgrading Programme, EOC-DICAC in the Sole Chefa Water Supply Project and what is trying to do the Wukro Social Development Office. As seen in Figure 70, PRO PRIDE and EOC-DICAC involve government (top) and community (bottom) and the new Development Office is moving into it.

The case of PRO PRIDE is clearly where more actors get involved in the project. PRO PRIDE coordinates many activities between the kebele governments and the community leaders. A kebele health committee is formed and capacitated in the kebele office; two educational groups are created in the community to support the educational activities of the schools; the Save and Credit Group (SAC) is created to improve saving attitudes among the community and to support people by making new micro enterprises; and community leaders are constantly involved in the decision-making of PRO PRIDE’s activities. It is one of the aims of the project to empower the community and support the kebele and woreda institutions.
Figure 70: The coordinating work is compared in different situations. As in Figure 67, on the top and in the middle are shown the coordination work of PRO PRIDE and EOC-DICAC, respectively, and, furthermore, the evolution on coordinating works of the new Development Office of Wukro is shown on the bottom.
Similarly works the EOC-DICAC, the local NGO in the Water Supply Project in Sole Chefa. The design of the project is done in collaboration with the woreda Water Bureau and with technicians of the community. The community is trained to make a good management of the water infrastructure and in some sanitary issues. Furthermore, the community and the woreda are put in contact for both the community to address their demands in water issues and the water bureau to know about the situation of water lack and to support the community as much as possible.

Even though the Wukro Development Office is still not working at full level, their goal is to work as well as a coordinator centre of the development projects done in Wukro. They will be the local counterparts of the projects already running in Wukro and they will implement (they already have began) new development programmes in the city. The office should establish contacts with the municipality to know the town priorities. Currently they are supporting a new Agricultural Cooperative from the students that finished the Agricultural School.

6.3.3.7. Comparing the GTZ and Intermón Oxfam

Of the entire visited projects, the biggest organizations in development cooperation are the GTZ and Intermón Oxfam (IO) which is the Spanish branch of the Oxfam international NGO. The Missionaries of Charity and the White Fathers may be even bigger organization but they are not development cooperation organizations, they are religious institutions.

Comparing the Water Bank programme and the Housing Programme it is interesting because both combine short term with long term solutions. There is in both cases a strong will of changing country policies, of making lobby, and for being influent in the country government.

In the case of the GTZ, the work is done from above. It means it is worked jointly with the government to put into practice good and sustainable policies for the benefit of the Ethiopian population. As said before, the GTZ has an office in the municipality of Addis Ababa and in the Ministry of Urban and Work. The GTZ advises on policy issues, works for a good implementation of them and works as well with the universities for creating new technical professionals. All this has repercussion on better quality of the work done in the country. In the case of the housing programme, it is even worked jointly with the big construction company and training on the job is permanently provided to the workers.

On the other hand, Intermón Oxfam works from the bottom. They make efforts for creating a network with other organizations and make advocacy campaigns. Firstly, water is provided in the communities and some experiences and good practices are sampled. Afterwards, the different communities are put into contact for sharing experience and for promoting the water infrastructure among other communities. The local NGOs that work in the different projects share and learn from the different actuations as well. Furthermore, meetings and seminars are done with the big organizations that work in the country for finding new national strategies and making advocacy and lobby, in the most efficient way, to the Central Government.
6.3.3.8. Comparing the religious organizations

Ethiopia has a strong traditional Christian religious history. Their religion is the Christian Orthodox and their calendar is seven or eight years before, depending on the month, since it was not adopted the recalculation of the death of Jesus Christ that was done by the Roman Church around 500 A.D.

Furthermore, the first Europeans that came to Africa after colonization were the missionaries because of the wars and the droughts that were affecting some of the regions of Africa, one of them Ethiopia.

In Ethiopia rain failed in the 70’s and in the north of the country the droughts were catastrophic. For that reason, many missionaries came to Ethiopia making charity.

Even the current umbrella NGO, CRDA (Christian Relief and Development Association), was established in 1973 through meetings done by the churches in Ethiopia because of the devastating effects of the droughts. Currently, CRDA is
not anymore only for Christian organizations but the name has remained since the establishment.

Therefore, nowadays, many religion associations are in Ethiopia making charity and even development projects. The religious institutions are all over the country and the aid they provide in Ethiopia is still very significant and helpful for many people.

Figure 72: Comparison of the two religious organizations involved. On the top the Missionary Sisters and on the bottom Ángel Olarán with the White Fathers in the development projects of Wukro additionally to the Water Supply Project

In this context, two of the projects visited were done by or through catholic organizations. One is the housing project in Alamata done by the Missionaries of Charity and the second is the project done by “Ingeniería para la Cooperación” through Ángel Olarán, a White Fathers’ member.

In the case of the Missionaries of Charity, the actors’ involvement figure is characterized by a strong centralization of the decision-making. The other actors involved are of very little importance in the whole process.

Similarly has happened before the new office was created in Wukro. In the social projects, Ángel Olarán was the main and nearly the only important actor of the project. The money was gotten from abroad and he used to decide what to do with
it. However, the water supply project has worked a little different since the main constructor of the infrastructure had to be the Wukro Water Office.

One of the reasons why the Missionaries of Charity and Ángel Olarán get so many donations is because the donors see directly the work they are doing. Donors get convinced that the work is done for the poor and in the best possible way, hence, many people and organization give donations to these institutions without asking any conditions since the donors trust them.
6.4 Discussion of the projects and its actors

6.4.1. Global evaluation

It follows a summary of the main aspects treated in this chapter. Firstly, Table 23 explains briefly the assessment done of the projects from different points of view. Secondly, the relation between the projects and their investment is discussed. Finally, the actors involved are divided into three different levels of actuation.

Table 23: Summary table with the punctuation of the projects on different themes

<table>
<thead>
<tr>
<th>Location</th>
<th>P U, E</th>
<th>Efficacy</th>
<th>Efficiency</th>
<th>Actors</th>
<th>Participatory Process</th>
<th>Appropriate Technologies</th>
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<tbody>
<tr>
<td>Intermón Oxfam, EOC-DICAC: Sole Chefa Water Supply Project</td>
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<tr>
<td>“Ingenieros para la Cooperación”: Wukro Water Supply Project</td>
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<tr>
<td>Missionary Sisters: 12 and 50 Houses Project</td>
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<td>PRO PRIDE: Entoto Upgrading Programme</td>
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<tr>
<td>Municipality, GTZ IS: Housing Programme</td>
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Punctuation: ▲ regular; ▲▲ good; ▲▲▲ very good

Table 24: Expected future scenario with the new Wukro Development Office

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<tr>
<th>Location</th>
<th>P U, E</th>
<th>Efficacy</th>
<th>Efficiency</th>
<th>Actors</th>
<th>Participatory Process</th>
<th>Appropriate Technologies</th>
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<tbody>
<tr>
<td>“Ingenieros para la Cooperación”: Wukro Water Supply Project</td>
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<tr>
<td>Wukro Development Office</td>
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</table>

P U, E location is evaluated in terms of urban upgrading stage. It evaluates if the upgrading step was coherent or it was too much for the community. Efficacy is evaluated in terms of whether the goals of the project were logical and was the best step for the community to take, and whether they were achieved in relation to the initial plan. Efficiency is punctuated depending on the resources used for achieving the whole project. The actors’ involvement is well considered if the function of each of them is clear and if their position helps in achieving the goals of
the project. Participatory process is evaluated for these projects that try to empower the community. Appropriate technologies are well punctuated if, additionally to make their function, they help for the sustainability of the project and the well consideration of the solution by the community and the government.

Table 23 is an assessment of all the projects, the punctuation of which is explained below:

**Sole Chefa Water Supply Project:**

Intermón Oxfam has a programme divided into two scales. The first is a country level programme, which at the same time includes around 15 smaller projects. The country scale programme has not been evaluated since it is more about networking and advocacy. Particularizing to a lower level, the Sole Chefa Water Supply Project done by EOC-DICAC (through the financial support and technical advice of Intermón Oxfam) has been well evaluated in most of the terms.

- **P U, E Location:** Water is the first upgrading basic infrastructure to begin evolution in a town or a city. ▲▲▲

- **Efficacy:** The project was well designed and the initial plan was achieved (14 water points + capacity building). Furthermore an extension of the water pipe has already been done (3 more water points). ▲▲▲

- **Efficiency:** The resources used were the planned (15 € / beneficiary) although a prolongation in terms of time had to be done to make sure a good capacity building in management issues was implemented. It was supposed to take 12 months and it took 18 months. ▲▲

- **Actors:** The actors involved in the project were significant, since the woreda water bureau was involved as well as community leaders and members of the peasant association. ▲▲▲

- **Participatory Process:** The participatory process has been part of the community empowerment carried out by the local NGO EOC-DICAC. A court, a board and a management committee was created and is currently working well. The community is now asking the local government to put pressure to the national government to improve the road that connects the town to the zone capital. ▲▲▲

- **Appropriate Technologies:** The technologies used were the right ones, according to the situation and to the environment. A natural source was improved and a gravity system is used for the supply, what is very cheap to maintain. Intermón Oxfam uses a technical manual of “Enginyeria Sense Fronteres” (ESF), Engineers without borders, to implement the right technology according to the particular situations. ▲▲▲

**Wukro Water Supply project:**

- **P U, E Location:** The design of the project contemplated a reticular network were no water supply was before. This is a step too much in a urban service upgrading if it is not supported through capacity building programmes. Furthermore, the reticular network was to arrive before to the poor than to
the rich area, what made things more difficult with the municipality, since for them this was not possible. ▲

**Efficacy:** The *Wukro Water Supply Project* has not been evaluated with a good punctuation in efficacy since many changes have been done from the initial plan and the water network extension has been reduced. ▲

**Efficiency:** Many resources were spent by the municipality of Wukro without previous discussion for the construction of the infrastructure. ▲

**Actors:** The actors’ involvement was critical since the municipality, the NGO and the main financer had not always good relationships, what made thinks more difficult. ▲

**Participatory Process:** There was no participatory process due to the intervention through the municipality. ▲

**Appropriate Technologies:** The technologies used were the right ones, since the municipality had made other similar projects before, but not good enough for involving the community. ▲▲

However, it is to expect that the new scenario with the new Wukro Development Office is going to become better for a better coordination and more contact with the community, as seen in table Table 24.

**Twelve and Fifty Houses project:**
There are two projects but have been evaluated as one since most of the things are very similar. The differences are explained below when they appear to be important.

**P U i E Location:** This project is about giving houses to the poor. Since these people get food from the same Charity Sisters and live in very poor conditions in the city, a housing project for them is not bad evaluated. However, it is not a city urban development project therefore is not evaluated with maximal punctuation. The quality of the houses are quite high for what they are used. Since this fact can lead to a very bad maintenance, the Sisters made capacity building for making sure the beneficiaries kept everything clean. ▲▲

**Efficacy:** The efficacy of the projects of the Missionary Sisters of Alamata has been well punctuated since the initial plan was always achieved (12 + 52 houses). ▲▲▲

**Efficiency:** The resources used for it are different in both projects. In the 12 houses (360 € / beneficiary) the resources used are to achieve a quality house. It becomes quite expensive and no recover is possible. In the case of the 50 houses (240 € / beneficiary), not so many resources are used but the quality is lower and a lot of space is used for locating the people because of the circular shape of the houses. ▲

**Actors:** The actors involvement is bad evaluated since there is a big centralization on the decision-making. The community is not empowered neither small entreprises. However, it is the way of work of the Missionaries of Charity, therefore, the punctuation is bad but this way of working is not
criticized. Furthermore, the Sisters make Charity and not Development Cooperation. ▲

**Participatory Process:** It is bad evaluated since the community is not empowered. They are only shown how to take care of the infrastructure, what is good but not enough from the point of view of development cooperation. ▲

**Appropriate Technologies:** The used technologies are not technologies that can be done or used by the poor. These people will always need the financial help of the missionaries, what makes the projects dependant on the Missionaries. However the beneficiaries are very happy with the houses and they are of good quality, so they will hold for a long time with further maintenance. ▲▲

Entoto Integrated Urban Development Programme (EIUDP)

**P UIE Location:** The programme contemplated many aspects of the urban live of the beneficiaries, from physical upgrading to social and economic. Upgrading activities was supported with educational and health services as well as with empowerment activities such as credit cession for micro enterprises. All together was a very well upgrading focus. ▲▲▲

**Efficacy:** The Entoto Integrated Upgrading programme was very successful in most of the aspects of the project but they did not make the best phase out They had to phase out very quickly and, together with some problems in a reorganization of the kebeles, made phase out difficult. However, after eight years of work many goals were achieved and the living quality standard of the area has improved substantially. ▲▲

**Efficiency:** Many activities were done with the few resources, it was spent as € 20 per beneficiary what is a good amount for an integral upgrading project. However, since the problems at the end during phasing out, some resources had to be resend, loosing the good initial efficiency. ▲▲

**Actors:** The actors’ involvement had a lot of variety, community was empowered, as well as beneficiaries that wanted to begin an enterprise and a kebele health committee was created. ▲▲▲

**Participatory Process:** As has been many times said, community leaders participated in the community decisions and the community was empowered. ▲▲▲

**Appropriate Technologies:** The technologies were the appropriated, however not a lot of information has been taken about his issue. The clinic was of a difficult management but access roads were well done and was the most liked actuation. ▲▲

Addis Ababa Housing Programme:

**P UIE Location:** After infrastructure upgrading, in Addis Ababa there was a huge housing shortage and this is what is going to be reduced with this project. Therefore, is well located in this theme. However the housing units
are very different than the traditional ones. The municipality wants to control the spread of the city, therefore the density was to be elevated through these constructions. But many communal services are not well maintained and a new project will have to do to make maintenance better.

**Efficacy:** As the Addis Ababa housing programme began in 2005 most of the goals were not achieved as it was firstly planned. The main objectives were not achieved at the beginning because of Ethiopian political problems in May 2005. However, at the beginning of 2008, 60,000 housing units have already been built, what is much more than the initial plan, which was to build a minimum of 50,000 before 2010. However, not everybody affords the price of the houses and more financial support for credits is required for the poorest.

**Efficiency:** The resources used for this project are well implemented and it is being worked with the private companies for achieving better results. However, the Addis Ababa municipality is in charge for many things as well as the Ministry of Federal Affairs and these big administrations are always very bureaucratic and some decisions are very slow. But it is well evaluated since a big research was done for the low cost construction for making efficiency better. Furthermore, training on the job is done and makes the quality better.

**Actors:** The actors involved are from different administrations and institutions, what has a lot of value, capacity building is being done in many aspects, this is why it has been well punctuated.

**Participatory Process:** The participatory process is inexistent. However, workers are often capacitated and with small and middle enterprises is being worked for enhancing the local economies.

**Appropriate Technologies:** Finally, the technologies used are very adequate for getting a low cost construction, this was the research of the GTZ before launching the project.

### 6.4.2. The relation between Urban Upgrading (U₁, U₂, U₃…), Housing (E) and their costs

As seen in Chapter 6, different projects and scale actuations have been analysed for this study. In terms of budget and beneficiaries the projects are rated from lower to higher scale as: the housing projects of the Missionary Sisters of Alamata (216 beneficiaries, € 58,000); the *Sole Chefa Water Supply Project* (9,000 beneficiaries, € 140,000) in the context of the Water Bank programme; the *Wukro Water Supply Project* (30,000 beneficiaries, € 300,000); the Entoto Integrated Upgrading Development Programme (EIUDP; 50,000 beneficiaries, € 1,000,000); the Water Bank programme of Intermón Oxfam (IO; 75,000 beneficiaries, € 1,800,000); and the Addis Ababa Housing programme (250,000 beneficiaries, € 60,000,000). This means on one hand that the Addis Ababa Housing programme has a budget 100 times bigger than the one of the housing projects of Alamata; and, on the other hand, that the budget of the EIUDP is 7 times higher than the *Sole Chefa Water Supply Project*.

The visited housing projects invest around 10 to 15 times more money per beneficiary than the visited upgrading and water projects (Fifty Houses Project
€ 240; Twelve Houses Project € 360; Addis Ababa Housing programme € 240; Wukro Water Supply Project € 10; EIUDP € 20; Sole Chefa Water Supply Project € 15; Water Bank programme € 24).

However, the urban upgrading programmes, which are also stated in Table 21 in page 123, invest 2 to 4 times more for each beneficiary than in the visited water projects (upgrading programmes of the municipal Environmental Development Office, EDO, € 26 per beneficiary and million € 30; upgrading programmes of CARE Ethiopia € 27 per beneficiary and million € 8.5; Integrated Holistic Approach and Urban Development Programmes, IHA-UDP, € 45 per beneficiary and million € 1.6 in total).

As can be seen in Table 21, IHA-UDP invests the most per beneficiary (€ 45) because they include in the upgrading programme the provision of housing and the construction of new facilities; EDO and CARE Ethiopia invest nearly the same per beneficiary (€26 and €27, respectively), however, EDO invests more on access road improvement (1.0 meter per beneficiary) and on retaining walls construction (28.176 m$^3$ in total) while CARE gives more priority to the construction of foot crossing bridges (2,061 units in total).

Resulting from the studied projects, it follows a list from the most expensive projects per beneficiary to the cheapest ones, explaining the main activities included in the budget:

- € 360, Twelve Houses Project, housing provision;
- € 240, Addis Ababa Housing programme, housing provision;
- € 240, Fifty Houses Project, housing provision;
- € 45, IHA-UDP upgrading programme, access road improvement (0.3 metres per beneficiary), communal latrines and kitchens construction (204 and 705 in total, respectively, what means 1 latrine every 171 beneficiaries and 1 kitchen every 50 beneficiaries); house construction (1,102); house repaired (1,466) and construction of new facilities (15);
- € 27, CARE Ethiopia upgrading programmes, access roads (0.3 metres per beneficiary), construction of foot-crossing bridges (2061 units, 1 every 150 beneficiaries), drainage canals and culvert pipes (0.3 metres per beneficiary), communal latrines construction (676 in total, 1 latrine every 460 beneficiaries, 2.5 less than IHA-UDP);
- € 26, EDO upgrading programmes, access roads (1 meter per beneficiary), retaining walls (28,176 m$^3$), drainage canals (0.5 metres per beneficiary), communal latrines (2,982 in total, 1 every 40 beneficiaries)
- € 20, EIUDP, access roads (0.1 meter per beneficiary), retaining wall (4,124 m$^3$), canals and culvert pipes (0.1 meter per beneficiary), support to educational services, health clinic, latrine construction, community empowerment activities.
- € 15, Sole Chefa Water Supply Project for 9,000 people, hygiene and sanitation promotion, community empowerment.
- € 10, Wukro Water Supply Project for 30,000 people.
Figure 73: Inversion cost per beneficiary for carrying out different urban activities

Figure 73 shows graphically were the different studied interventions are located inside a scale of cost per beneficiary for carrying out the different activities.

It can be clearly identified how the cost per beneficiary increases as the urban service increase in quality. If we consider $U_1$ as water coverage, $U_2$ as other upgrading activities such as access roads or drainage, $U_3$ as services and facilities provision and $E$ as housing coverage, it can be approximately established:

$$P \ U \ E_i \rightarrow U_1 (15 \ €) \rightarrow E_1 \rightarrow U_2 (25 \ €) \rightarrow E_2 \rightarrow U_3 (45 \ €) \rightarrow E_F (250 \ €), \quad (3)$$

where $P \ U \ E_i$ is the initial existing situation, $U_{1,2,3}$ are the different interventions (water supply; access roads and other upgrading activities; services provision such as school or clinic), $E_{1,2}$ are the housing situation after the urban interventions and $E_F$ is the provision of the housing unit. As stated above, it is named $E_F$ because the quality is already very high and few more improvements can be done.

Further researches should be done for comparing this data since a general overview has been done and the detailed budgets of the different projects have not been located for this study. Furthermore, many of these projects had other subjects which were as important or even more important than the urban infrastructure activities. Therefore, these aspects could as well be taken into consideration and be added to the different comparisons.
6.4.3. Classification of the actors through its activities in the projects

About the actors, they have been classified into three big groups of actuation:

To the first group belong the projects where a main actor makes as a big central node. These are the Missionaries of Charity and the Social projects of Wukro through Ángel Olarán, a White Fathers’ member.

A second group has been done where the main actor carrying out the projects is making efforts for involving the community, the local government and sometimes even local enterprises. It is the case of the actuations of PRO PRIDE in the Entoto upgrading programme; EOC-DICAC in the Sole Chefa Water Supply Project carried out through the Water Bank programme; and the new Wukro Development Office, which is still being created. This last office is already looking for new ways of work to change the development cooperation projects in Wukro, since it is getting the responsibilities of the projects of Ángel Olarán, who belongs to the White Fathers.
Figure 75: Second group of actors. The main actor tries to involve different social and administrative levels. PRO PRIDE in EIUDP (top left), EOC-DICAC in Sole Chefa Water Supply project (top right) and the new Wukro Development Office (bottom)
Finally, a third group can be stated. These are projects where one of the main objectives is to change the national government laws and policies. In one case, the GTZ works from inside the government for the benefit of all the Ethiopians in a top-down work, and in the second case Intermón Oxfam makes networking for experience sharing and advocacy activities, working in a bottom-up way.

6.4.4. Scaling up in terms of projects and advocacy. The search of a real change in the country through upgrading projects, technical advice

The advocacy level of the actors depends as well on the scale of the projects, for instance, the GTZ and IO have an annual budget for the respective programmes of million €12 and €600,000. On the other hand EIUDP, with an annual budget of €130,000 has only capacity on local government capacity building, as EOC-DICAC, with €140,000 for a year project. The Wukro Water Supply Project and the Alamata housing project, which do not include advocacy activities, have a budget...
of €100.000 and €58.000, respectively, for carrying out their projects. However, the fact that no advocacy is done is because it is not the aim of the project to do it, it is not only because the low budget.

During the visit of the projects, different scale actuations have been observed. These scale actuations, shown in Figure 77, could represent the way development cooperation has been evolving.

There is a first level of aid where basic needs are covered under critical circumstances, such as starvation or epidemics. This was the case of the droughts of the 70’s and 80’s in different parts of Ethiopia. A similar scale action is where some basic needs are covered through charity. These needs are, for instance, regular food provision or health assistance. This would be the case of the general activities of the Missionaries of Charity of Alamata (not only with the housing project) and the orphan and social projects of Ángel Olarán.

A next step would be the projects that are paid by an international supporter. These projects can be executed by an international organization as well or a local one can be paid for doing it. In any of both cases neither advocacy nor capacity building is the main goal of the project. The project simply aims to cover a specific need. Of the visited projects, it has been the case of the Twelve and Fifty Houses Project of Alamata, where international financing support has been provided to build the houses and the Wukro Water Supply Project, paid by the Basque Government, designed by the Spanish NGO and executed by the Wukro Water Office.

A next step, once basic needs are covered, is the upgrading intervention for improving the quality living standards of the population. These projects do not only aim to provide a service, but to empower the community and the local government trying to change attitudes to fight the underlying components of poverty and food
insecurity. In these projects, a big community participation is required and phasing out becomes crucial, since it is the final test that will proof the good job of the involved organizations. For these projects, strong local organizations are required for implementing the social aspects of the projects. At this level of projects, there can be found the Entoto upgrading programme, which had a difficult phasing out and the **Sole Chefa Water Supply Project**, that had to extend the time for phasing out, achieving however the good management of the infrastructure by the community. At this level is where the new Wukro Development Office is trying to arrive.

Finally, a big advocacy level or a strong influence on the public sector is the way searched by some organization to make policies and laws changing in favour of the inhabitants of the country. IO and GTZ have a real willing of changing the governments activities, as has been explained before. They use their experience on water and city management for demanding new laws and policies to the central government. However, the way they work is different: IO provides services to the beneficiaries and makes advocacy from its experience and the GTZ works with the government and tries to provide services to the population through the government, as has been explained with the Addis Ababa Housing Programme.

As can be seen in Figure 77, the poorest of the projects are normally the beneficiaries if it is through a charity project. The higher institutional levels are searched, the deeper are the changes achieved for the benefit of the whole community and even for the whole country. However, the poorest of the poor are not taken into the priorities any more.

Therefore, the NGOs willing to work in a country should define clearly their priorities and the strategy action plan has to be coherent to the objectives. Currently, International NGOs make every time more efforts on advocacy activities trying to change the mind and improving the capacities of the different country leaders to achieve a better national government that cares for the rights and needs of the country inhabitants. In fact, the idyllic situation would be when international NGOs were not necessary anymore and could leave the country.

However, this advocacy activity is not always well explained or well understood in western countries, where normally the donors are from. Many donors in development countries still think development cooperation means exclusively feeding hungry people. And it is normal, since many NGOs trying to get new financial supporters tell to the western population that money is required for saving people from starvation. It is true that many people are starving in many countries; however, what should not be true is that development cooperation has to stay neither at this feeding activities stage nor at this sorry-feeling marketing level.

However, the Ethiopian government seems to know that poverty reduction is only overcome with better country management, since some poverty reduction plans have been launched in the past years. In urban areas, and mostly in Addis Ababa, there is no doubt that the municipality is willing to control the urban situation. In the capital city, the slum upgrading programmes are being done every time more and more by municipal agencies. CARE International, Concern, Oxfam and other NGO have finished their activities on upgrading programmes in Addis Ababa. Only a couple of these NGOs are still working on upgrading programmes such as PRO PRIDE and IHA-UDP. Both are local NGOs and, at least PRO PRIDE, is working
closely with municipal institution and is moving, more and more, to social activities and micro finance support for urban beneficiaries.

Currently, the biggest upgrading programmes in Addis Ababa are being carried out by the Environmental Development Office (EDO) and by the Housing Development Project Office (HPO), which is currently in charge for this huge renewal Housing Upgrading Programme, with the technical advice of the GTZ IS.