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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

ADLI	Agriculture Development Led Industrialization
AIDS	Acquired Immunodeficiency Syndrome
CARE	Cooperative for Assistance and Relief Everywhere
CCA	Common Country Assessment
CFW	Cash for Work
CIF	Cost, Insurance, and Freight
CRS	Catholic Relief Services
CSA	Central Statistical Authority
CSB	Corn Soya Blend
DHS	Demographic and Health Survey
DPPC	Disaster Prevention and Preparedness Commission
ESDP	Education Sector Development Programme
ESRDF	Ethiopian Social Rehabilitation and Development Fund
EGS	Employment Generation Scheme
EU	European Union
FAO	Food and Agriculture Organization
FEWSNET	Famine Early Warning System Network
FFW	Food for Work
FINIDA	Finnish International Development Assistance Agency
FIVIMS	Food Insecurity Vulnerability Mapping System
FOB	Freight on Board
FRDCB	Foreign Relations and Development Cooperation Bureau
GAP	Gender Action Plan
GIS	Geographic Information System
GLASOD	Global Assessment of Human-Induced Soil Degradation
GDP	Gross Domestic Product
GNP	Gross National Product
HA	Hectare
HIV	Human Immunodeficiency Virus
HSDP	Health Sector Development Programme
IFAD	International Fund for Agricultural Development
IPRSP	Interim Poverty Reduction Strategy
LLPPA	Local Level Participatory Planning Approach
LRD	Linking Relief and Development
M&E	Monitoring and Evaluation
MEDAC	Ministry of Economic Development and Cooperation
MCH	Maternal and Child Health
MT	Metric Tonnes
NGO	Non-Governmental Organization
OED	Office of the Executive Director
PA	Peasant Association
PADETES	Participatory Demonstration and Training Extension Systems

PEM	Protein Energy Malnutrition
PMU	Project Management Unit
SAREP	Sustainable Agriculture and Environmental Rehabilitation Programme
SERA	Strengthening Emergency Response Abilities
SIDA	Swedish International Development Agency
UK	United Kingdom
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping

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Executive Summary

This Mid-Term Evaluation of the WFP Ethiopia Country Programme was conducted by an outside Evaluation Team (See Terms of Reference, Annex 1) during the month of June 2001, with field work completed in June, the Summary Evaluation Report submitted in July, and this final Evaluation Report submitted in August 2001.

This is one of more than 20 intensive country evaluations which have been conducted by WFP globally during the 2000 – 2001 period to improve the effectiveness of food resources in confronting the major problems of development preventing achievement of the 1996 World Food Summit Goal of halving global food insecurity by 2015.

The National Context

Poverty in Ethiopia is extensive. Some 45 percent of Ethiopia's 62 million people exist habitually below the poverty line, with both chronic and acute food insecurity occurring extensively, often among the same people. A worrisome structural food deficit seems to have emerged over the past 30 years, disguised in some years by particularly good rainfall and continuing low effective market demand, itself the consequence of widespread abject poverty. The estimated population in need of food assistance has grown from 4.0 million in 1995 to 7.7 million in 2000.

The Government takes this problem seriously. National policy focuses on food security as its premier development objective. The national agricultural strategy (ADLI), the Interim Poverty Reduction Strategy Paper (IPRSP), and the national Food Security Strategy are all formed around programmes intended to reduce, and eventually eliminate, food insecurity among the majority of its populace.

Although Ethiopia has, over the past three decades, been the world's largest recipient of targeted food aid, such aid is viewed by the government as a necessary but not sufficient weapon in its fight against food insecurity. A major issue regarding the utility of food aid in confronting factors causing food insecurity is that more than three-quarters of all food aid comes in the form of emergency relief to acutely food insecure Ethiopians while the preponderant majority of Ethiopians are suffering from chronic food insecurity requiring the use of development resources to address structural causality. In other words, the majority of food aid is utilized in ways which do not fundamentally address the factors continuing to place millions of Ethiopians at high risk of, or making them highly vulnerable to, suffering chronic and transitory food insecurity. Some of the donors – led by the EU are trying to address this apparent imbalance.

The 1998-2003 Country Programme is focused on Ethiopia's chronically food insecure poor. It is comprised of three activities:

- Participatory Rural Land Rehabilitation (Ethiopia 2488)
- Improving Education Through School Feeding (Ethiopia 4929)
- Urban Food Assistance Facility (Ethiopia 5403)

The first, and by far the largest, activity has provided FFW assistance for nearly 20 years to rural communities in the most food insecure districts to restore deteriorated lands, reduce soil losses, and re-establish sources of ground and surface water. In a country with one of the lowest school enrolment in Sub-Saharan Africa, the second activity - WFP's school feeding initiative – is providing nourishing blended foods to 260,000 children in 602 rural primary schools in the most food insecure districts (*weredas*). In doing so, enrolments are up substantially, drop-out rates have been reduced, child malnutrition is reduced and the ratio of girls to boys in these schools has increased significantly. The third element of the CP enhances the capabilities of the local government and NGOs to confront abject urban poverty in Addis Ababa – particularly among women.

During the first 2½ years of Phase IV of Project 2488 activities, 87,000 MT of food aid has been used to generate the following: i) community-based development plans prepared and enacted by 800 farmer groups in 66 weredas; ii) 400,000-500,000 hectares (ha) actively covered by these plans; iii) an estimated 1.4 million beneficiaries directly supported (and a large , but as yet uncounted, number of non-participants observed undertaking similar activities in neighbouring watersheds); iv) 680 tree and plant nurseries established; v) 70,000 ha already conserved; vi) 200 million trees planted; vii) women's participation increased from 30 percent of participants to 44 percent of participants; and viii) partnerships with donors initiated or enhanced. Excellent working relationships have been formed between FFW staff and regional bureau staff, wereda officers and farmer development committees.

In the school feeding project (4929), some 260,000 chronically food insecure children attending 602 primary schools in rural areas of four food insecure regions are being provided supplementary food, compared to 100,000 in 1998/1999. Expansion to 320,000 is planned by 2003. A fifth region, Somali, will be added by 2002. The project will also train 250 national, regional, zonal, wereda staff in new reporting formats; up to 2,000 cooks and counterpart staff trained in new recipes for use of CSB; and 1,000 staff at all levels in logistics.

The Urban Project (5403) is a continuation and expansion of a pilot project initiated in 1998. It provides wheat, vegetable oil and famix (a locally-produced micronutrient-fortified blended food product) through existing programmes of NGOs and government agencies to qualifying, poverty-stricken members of the poorest *kebeles* (neighbourhoods) of Addis Ababa as a ration to compensate for time spent during training in income generating employment, remuneration for building community assets, and for safety net programmes for orphans, the elderly and incapacitated. Famix is used in MCH and day care centres as rations for malnourished women, children and other vulnerable groups.

The essential distinguishing characteristics of what the Evaluation Team has concluded is a highly successful WFP Country Programme are the apparent advances which have been achieved over a long, 20-year history in: the land rehabilitation activity; the evolution of extremely cooperative and mutually rewarding associations with all the involved ministries, regional bureaus and local government entities; the strong emphasis on grass-root participation by community leaders and the greater memberships – women as much as men – in FFW and other community supported activities; and a programme of sufficient size and durability that there is a quite good likelihood that WFP/Ethiopia will have contributed significantly to enhanced, sustainable food and nutrition security in the rural areas where projects 2488 and 4929 have been operating – and will continue to operate.

That said, there are, as a reasonable person might surmise, a number of issues which WFP/Ethiopia has to confront:

1. Non-food resources

The lack of vital non-food resources is clearly impeding WFP's ability to maximize the beneficial impact of food aid in achieving food security and poverty reduction objectives. The lack of foreign exchange and local currency resources to purchase needed vehicles, to enhance capacity building, increase training, M&E, and to provide a large number of other small but essential components constitutes a serious problem for all three activities (although it may soon become less a problem for the school feeding activity, when promised non-food resources become available under the McGovern Initiative). In Phase IV of Project 2488, for example, $4.5 million in non-food items were planned, but just over $1 million has actually been received to date. A particularly troubling aspect of inadequate non-food budgetary resources is that it adversely affects WFP's and the government's ability to plan and undertake substantive, on-going monitoring and evaluations utilizing locally available skills and enabling better understanding of long term programme and project impact. This, in turn, ultimately affects adversely subsequent project design or re-design.

2. Need for strengthened monitoring and evaluation

In general, there is need to strengthen monitoring and evaluation in all three activities. VAM involvement can only be carried so far and it is therefore incumbent on WFP Development Unit staff and the involved Ethiopian Government regional bureaus and their respective staffs to undertake a more encompassing and timely series of monitoring and evaluation activities. Not only is there need to monitor the extent to which desired outputs are being achieved and the rate of progress in achieving objectives, there is also a need to use monitoring and evaluation results to help certify – or to call into question – the underlying assumptions and hypotheses that tie accomplishment of input or output-level results to achievement of major objectives and goals. The whole concept of sustainability needs to be clarified, quantified, measured and compared to assumptions about the nature, distribution, and resilience of 'sustained' improvements achieved as a result of WFP food inputs.

3. Weak reporting

A problem common to all three components of the CP is inadequate and untimely reporting by the implementing entities – regional bureaus of agriculture and education in projects 2488 and 4929, and NGOs and the PMU in project 5403. The reporting requirements in all three activities need to be enforced more vigorously. This is particularly a problem relating to reporting from local government authorities on school feeding activities, but the problem is substantial and potentially as troubling in the other two activities.

4. Other Attributes

The programme is well attuned to development priorities identified in the CCA and the strategy contained in the about-to-be promulgated UNDAF. Of the six priority objectives contained in the latter document, WFP food resources are already focused on five and is highly likely to emphasise the sixth – combating the effects of HIV/AIDS – in the upcoming 2003-2006 CP.

In terms of meeting important commitments to enhancing the role and status of women, WFP has made important progress. It operates in an Ethiopian government environment where enhancing women's rights has been taken seriously and in which the policy environment is clear – and supportive of WFP's own objectives. In Project 2488 the percent of women who are chosen by their local community to participate in FFW

activities is growing. The percentage of those popularly elected to the community development committees who are women has, according to the latest reporting, grown to 44 percent en route to a targeted 50/50 sharing of these committee posts. The rate of girl enrolment in primary schools participating in the school feeding activity has been increasing at a modestly faster rate than boys, bring student gender parity much closer in the districts where the project operates. In the Urban Project, the majority of the targeted beneficiaries are women, particularly those with undernourished infants or who are heads of households in the poorest neighbourhoods.

The discussion throughout this Evaluation Report highlights the numerous ways the WFP Country Programme in Ethiopia is fundamentally *enabling* the economic development of the food insecure rural and urban poor. It is, in fact, a primary and overriding theme of this entire Report. In terms of adherence to the themes and objectives of WFP's "Enabling Development" philosophy, WFP/Ethiopia could hardly be doing a better job. Its program is focused, in one way or another on all five of the major focus areas:

- enabling young children and expectant and nursing mothers to meet their nutrition-related health needs
- enabling poor households to invest in human capital through education and training
- making it possible for poor families to gain and preserve assets
- mitigating the effects of natural disasters in areas vulnerable to recurring crises of this kind, and
- enabling households which depend on degraded natural resources for their food security to transition to more sustainable livelihoods

The Urban Food Facility focuses on enabling infants and their pregnant or nursing mothers to meet their special nutrition-related health needs. The School Feeding Initiative, in particular, is an investment in human capital formation intended to produce better educated and better nourished girls and boys. The Land Rehabilitation activity and the support for the experimental aspects of the Employment Generation Scheme help poor families to gain and preserve physical assets, mitigate the effects of natural disasters in areas vulnerable to recurring crises and, of course, enables households which depend on degraded natural resources for their food security to move toward more sustainable livelihoods.

A total of thirteen recommendations are found throughout the Evaluation Report. They are:

- The 2003-2006 CP, unlike the present programme, must have an accompanying, approved, CSO.
- WFP/Ethiopia should be more proactive in securing complimentary non-food resources to extend the effectiveness of its food aid.
- WFP/Ethiopia and regional government authorities should seek more partnering opportunities with other bilateral and multilateral donors.
- VAM should work closely with the Development Unit to improve the quality of initial targeting and to help improve community-based monitoring of impact as a major component of the 2003-2006 CP.
- WFP/Ethiopia should undertake a survey of farmer attitude changes toward conservation that can be attributed to Phases I, II and III of Project 2488.
- WFP and Ethiopian Government agencies should agree on improved reporting formats and timetables for all activities.

- WFP/Ethiopia and the government should undertake a mutual review of the status of agreed contributions and prepare a revised schedule for the remainder of the present CP.
- WFP/Ethiopia should undertake a substantive impact evaluation of 20 years of project 2488 implementation.
- WFP/Rome should consider developing a media presentation of Project 2488 as a noteworthy example of utility of FFW programmes in land rehabilitation.
- WFP/Ethiopia and participating government agencies should more clearly identify the relationships between achievement of output targets in the school feeding activity and achievement of the overall food security goal.
- WFP/Ethiopia and government education agencies should insure that Project 2949 schools are either already included in the government's overall education sector development programme, or that they are added to it as soon as possible.
- WFP and the government should target Project 4929 schools in areas where other economic development activities are underway or proposed in order that these communities could eventually be able to take over the feeding of these children either at home or in school with their own resources.
- WFP/Ethiopia and its NGO and local government partners should improve the clarity of the beneficiary selection process and improve their ability to identify and measure lasting impacts of Project 5403 interventions.

Of these, six are programme recommendations and seven are activity-specific. The intent of these recommendations, taken as a group, is, first, to better understand the impact of what WFP's food aid programme has been achieving in recent years as a way of helping increase the beneficial impact of food aid in the next programming cycle – within the context of other donor and government resource availability; second, to focus on the critical importance of more proactive partnering in the future, in order to decrease the gap between what *can be* accomplished with food resources and what *needs to be* accomplished in order to achieve sustainable food security among an ever-increasing number of resource poor households; and third, to suggest several activity-specific changes to improve effectiveness.

Virtually every major section of the Report offers, in one way or another, prescriptive guidance for those who will be drafting the up-coming CSO and CP for the 2003-2006 programme. In addition, there are some specific suggestions contained in Chapter 8:

- An absolutely essential point that needs to be made is this: *government and donors working together – WFP included – must pick up the pace of development in Ethiopia if the process is to get ahead of the forces counteracting development*. The present rates of economic growth, of pace of improvements in production and income earning among the poorest, the rate of reclamation of land, soils and water, the growth of local entrepreneurship and the improvements in the co-equal participation of women in all aspects of economic, social and political life are far too slow. The pace of improvement must pick up dramatically and soon. It is akin to trying to move upward on a downward moving escalator. The strength of the forces arrayed to generate equitability-distributed growth and social development must be strong enough to more than overcome the momentum of the forces driving the economy and the quality of lives of the Ethiopian people in a downward direction. WFP must play a central role in this quickening of generating improvements in food and nutrition insecurity and livelihood security.

- The 2003-2006 CSO should be developed using a "sustainable livelihoods" approach, employing the argument that improving subsistence farming alone

cannot sustain an Ethiopia to be populated within 20 years by more than 100 million people. Other livelihood options, including increased focus on raising household on-farm and off-farm income must be pursued in which there will be an important role for food aid – partnered with the resources of other donors.

- In addition, WFP food aid will be needed to confront the impact on Ethiopia's poor of the spreading HIV/AIDS epidemic. Already an estimated 2.4-3.0 million Ethiopians are HIV positive – the second largest absolute figure in Sub-Saharan Africa. It will be the task of the new CSO/CP to ensure that, to the largest extent possible, WFP food be used to combat the effects of HIV/AIDS, but in ways more than just relief for HIV/AIDS sufferers and their families. The affected households and communities must be assisted to remain productive.

Finally, a programmatic tool is suggested to clarify the WFP process of ranking its on-going and future activities in terms of their contribution to i) feeding hungry people in ways that enable them to be active participants in their community development; ii) their actual contribution to improving livelihood security; iii) the likelihood that the progress made is sustainable when WFP assistance is removed; and iv) the contribution to institutional development by permanently changing traditional mindsets the inhibit improved food security and livelihood security

1. THE NATIONAL CONTEXT OF WFP FOOD AID

Ethiopia, a large, landlocked, mountainous country in North-eastern Africa, is the oldest independent country in Africa and one of the oldest in the world. It is also among the poorest countries on Earth, with an estimated per capita GNP of US$110, and a majority of its population existing on less than US$1/day. According to a recent World Bank study, Ethiopia "…has one of the lowest primary school enrolment ratio, the highest known incidence of malnutrition[1] and the lowest road density in Africa. Only 27 percent of the population have access to safe drinking water, while less than 5 percent have access to electricity."[2] It has also been, for the past three decades, the largest recipient of targeted food aid in the world.

1.1 Poverty and Food Insecurity

Poverty in Ethiopia is everywhere and can be measured in many ways. In terms of food consumption,[3] for example, the 1995/96 Household Income, Consumption and Expenditure Survey estimated that 45.5 percent of the entire population existed habitually below the poverty line. In the various Regional States, the percentage of their respective populations below this poverty level ranged from 25 percent in Dire Dawa and 29 percent in Harar to 56, 57 and 58 percent in Southern, Amhara and Tigray Regional States respectively. Poverty amid the 85 percent of the population inhabiting rural areas was found most often among the resource poor – those with inadequate land, degraded soils, unreliable rainfall, few if any livestock and very limited prospects for remunerative employment. Among the 15 percent of Ethiopians living in urban areas, poverty is found among the unemployed, those employed in the informal sector, the disabled, elderly, and orphaned.[4] In 1994, life expectancy at birth was 50.6 years, infant mortality and child mortality were 118 and 173 per 1000 respectively, and the maternal mortality rate was 700 per 100,000. Illiteracy in 1995 was 77 percent for females and 55 percent for males.

"Food and nutrition insecurity is closely tied to the adequacy and regularity of food availability and to access – or entitlement – to available food by the poor in both rural and urban settings. The ability of all members of households to consume the amounts and types of food required for physical and cognitive growth, basal metabolism, and desired and required physical activity (i.e., food utilization) is dependant upon additional factors. These include adequate health, appropriate nutrition knowledge and practices, and cultural factors affecting food allocation and consumption in the household.[5] Nothing, however, is more central to concerns about the adequacy of food security status among a nation's poor households than: i) whether adequate amounts of appropriate foods are available, week after week, in all seasons of the year, year after year; and ii) whether these households can maintain systematic access to these foods through a combination of self-production (including hunting, fishing and gathering) and market purchases." (Riley 2000a)

[1] The Demographic and Nutrition Survey (DHS) of 2000 (released May 2001), states that child stunting is greater than 50%.

[2] World Bank (2000) *Ethiopia Country Assistance Evaluation* (Washington: Memorandum to the Executive Directors and the President, November 30, 2000)

[3] Set at a minimum nutrition requirement of 2,200 calories per adult per day, and also including non-food consumption requirements.

[4] These are not static figures. Some observers argue that there has been a significant drop in the number of Ethiopians below the poverty line in the 1990s owing to an improved policy environment. Others argue that there may have been some improvements when compared the very bad conditions that existed at the end of the Mengistu Haile Mariam regime in 1991, but that there have been few if any fundamental changes in the factors causing chronic food insecurity – only better than average rainfall.

[5] These include, gender-related daily food allocation, food taboos, preparation methods, application of basic nutrition practices by household care givers.

Chronic and acute food insecurity both occur in Ethiopia. Often the latter occurs among those already suffering from the former. **Chronic** food insecurity is defined as "…a continuously inadequate diet caused by the inability to acquire food. It affects households that persistently lack the ability either to buy enough food or to produce their own" (Reutlinger and van Holst Pellakaan 1986). **Acute** food insecurity is a worst case manifestation of **transitory** food insecurity wherein a temporary decline occurs in a household's access to enough food. It results from instability in food production, food prices, or household incomes. In its worst form, i.e., acute food insecurity, it can produce famine.

The causes of chronic food insecurity in Ethiopia are numerous. They can include, among other things, heavily degraded soils in many areas, seasonal weather fluctuations (including regularly occurring droughts), depleted dry season water availability, widespread use of low-yielding seeds, lack of access to other agricultural inputs, a poorly developed and high cost transport infrastructure, inadequately functioning markets , civil unrest, high net population growth, and foreign exchange shortfalls caused, in part, by heavy reliance on a single export commodity – coffee. Wide variance in the amount and timing of rainfall occurring in areas of Ethiopia characterized by steep slopes denuded by centuries of deforestation and poor soil management adds to the causality of chronic food insecurity and malnutrition. Under such conditions, drought does not have to be very severe or very prolonged to transmute chronic food insecurity into acute food insecurity. In fact, modest changes in rainfall patterns can budge hundreds of thousands of Ethiopian households from the all-too-normal condition of chronic food deprivation to one of heightened vulnerability to famine – with actual famine averted only through the willingness of government and donors to provide food transfers. With Ethiopia continuing to be, in most years, the largest recipient of targeted food aid in the world, there is growing concern that such willingness on the part of many donors may now be weakening.

A worrisome trend, resulting from this mix of causality has been the emergence of a structural food deficit which has, since the 1970s, opened a significant gap between the amount of food normally produced in Ethiopia and that needed to satisfy nutritional need. It has become increasingly evident over these past 30 years that a large and growing number of Ethiopian households have been unable to produce or purchase, on a week-in, week-out basis, the food the household members need for minimally adequate caloric, protein and micronutrient ingestion. The result is widespread, chronic undernutrition – a near certain sign of growing levels of chronic food insecurity and of increased household vulnerability to life-threatening, acute food insecurity whenever there are modest increases in adverse conditions.

Table 1 provides a rough estimate of production, population in need of additional food, and estimated net food aid requirements over the 1995-2000 period. These figures include, in the "needy population" column, those suffering from acute and chronic food insecurity and, of course, those suffering from both.

Table 1
Estimated crop production, food aid requirements and needy population in Ethiopia, 1995-2000

Year	Estimated Crop Production (MT)	Estimate of Needy Population	Estimated Food Aid Requirement (MT)
1995	-	4.0 million	492,000
1996	11,800,000	2.7 million	262,000
1997	8,800,000	3.4 million	329,000
1998	11,300,000	5.3 million	602,000
1999	10,700,000	6.6 million	460,000
2000	-	7.7 million	896,000

Source: Masefield 2000 quoted in Devereux 2000

The growth in the number of people in need of food aid and the amount of food aid provided annually during 1995-2000 attest to the underlying reality of a population growing faster than the amount of food available and the inability of households to secure enough food for adequate nutrition. As one observer has noted: "Food insecurity in Ethiopia derives directly from dependence on undiversified livelihoods based on low-input, low-output rainfed agriculture. Ethiopian farmers do not produce enough food even in good rainfall years to meet consumption requirements" (Devereux 2000). As the population continues to grow at nearly three percent per year and eighty-five percent continue to farm on smaller and smaller holdings[6] characterized by exhausted soils and uncertain rainfall, it is difficult to envision a future scenario without substantial food assistance.

1.2 National Development Policies

The Primacy of the Agriculture Sector in Attacking Food Insecurity

The agriculture sector accounts for half of annual GDP, two-thirds of export earnings, and 89 percent of employment. Ninety percent of agricultural output derives from small-scale producers employing traditional agronomic practices. Under these circumstances, it is not difficult to understand the primacy of the agricultural sector in the formulation of development strategy in Ethiopia. In the most food insecure regions, many poor farming households attempt to earn their livelihoods on steeply sloped, heavily eroded landscapes. The result of inappropriate cultivation practices and overgrazing by livestock is low and declining soil productivity, deforestation, and rapidly declining shrub and brush cover.

Estimates of trends in national long-term agricultural production increases range between 1.5 and 2.5 percent for the period 1970-2000, significantly below the three percent annual population growth rate.[7] Since, virtually by default, the agriculture sector is seen as the primary engine of economic growth in Ethiopia, at least for the foreseeable future, the net agricultural sector contribution to the Gross Domestic Product (GDP) must be made to grow at something like 7-8 percent per year for the next 20-25 years. In recognition of this reality, the government launched its *Agriculture Development Led Industrialization* (ADLI) strategy in the mid-1990s which is intended to revitalize agriculture as the best means for improving food security among rural households while, at the same time, generating resources and "demand pull" necessary to create jobs in the commercial and industrial sector as well.[8]

Three elements have been considered key to the success of this long-term agricultural strategy. *First*, are efforts to increase production in the high potential areas through provision of input packages, improved extension, and credit. *Second* – and this is where large-scale WFP efforts in Ethiopia are focused – are programs to revive depleted lands in the food insecure semi-arid zones intended to make households that depend on these lands as productive as possible. *Third*, has been the need to focus on increasing the productivity and sustainability of the livestock sub-sector.

Efforts under ADLI to expand Ethiopian agricultural production have been spearheaded by the government's Participatory Demonstration and Training Extension System (PADETES) project which, by 1999, was reaching nearly 40 percent of farmers with input packages, information and credit. In the semiarid areas, another project – the Sustainable Agriculture and Environmental Rehabilitation Program (SAREP) – was initiated in 1992 to help implement small-scale irrigation schemes and watershed management. In the livestock sub-sector, programmes have been initiated to improve animal health, feed

[6] By 2025, using United Nations "medium population growth" rate projection, there will be just 0.11 ha of arable land per person in Ethiopia.

[7] Years of significantly better than average rainfall can raise year-on-year production increases well above long term averages, as is occurring in 2001.

[8] For a general exposition on the thesis that agriculture must be the engine of economic development in countries like Ethiopia, see: Mellor, John (1999) "Pro-poor growth – the relation between agricultural growth and poverty reduction" (Monograph prepared for USAID/G/EGAD, November 11, 1999) Inter alia, he states: "The preceding data make a powerful case that it is agricultural growth and essentially only agricultural growth that brings about poverty decline in low income countries with a substantial agricultural sector." p.17.

and forage availability through better pasture management, and improvements in breeding. Thus far, these efforts have met with mixed success. One significant problem has been implementation of input "package" programs in many traditionally low output areas where small plots, deteriorated soils, and seasonally insufficient water operate together to significantly reduce positive outcomes from the inputs provided.

National Food Security Policies

Efforts to eliminate food insecurity are at the centre of the government's agriculture-focused strategy. The achievement of improved food security in the most food insecure districts of Ethiopia is "our priority of priorities" according to a senior Ethiopian Government official. To do so requires action on many fronts in many sub-sectors of the economy; in social, political, and cultural areas as well as economic. The Interim Poverty Reduction Strategy Paper – IPRSP (see next sub-section) states that "For the country as a whole, tackling food insecurity at the household level is, arguably, the most effective and direct way of poverty reduction being envisioned by the government…" and that the solution to reducing food insecurity must come predominately from within agriculture. "The medium- to longer-term target is to reduce the absolute size of the food insecure rural population substantially as to exit from food aid, and rely on fiscal transfer of resources to support a residual of relatively small numbers of food deficit households."

For some period of time, however, food aid will continue to be needed. As the IPRSP notes, "…there are two main issues in this regard, ensuring a timely intervention to avoid death for lack of food, and using the resources of food aid to build the potential of agriculture and rural infrastructure … Various activities of environmental protection such as soil and water conservation, terracing and afforestation carried out over the years have shown positive results, and will be approved and continued in the future." Environmental degradation is so far advanced and so extensive in Ethiopia that a massive effort must succeed in reversing deforestation, soil loss and too-rapid run-off of rainfall and consequent severe erosion. As Vice-Minister of the Ministry of Economic Development and Cooperation (MEDAC) Makonnen Manyazewal has written, "…the task of creating a diversified production base through supportive agriculture and industrial development also calls for tackling the growing environmental degradation as a component task of Ethiopia's agricultural transformation. It has increasingly been obvious, especially in the highlands area if Ethiopia, that accelerated deforestation and environmental degradation has seriously eroded the agricultural base and threatened the very existence of the people." (Makonnen 2000)

The problem of soil degradation as a major continuing factor in the impoverishment of millions of Ethiopians is difficult to overstate:[9]

"Soil degradation is the most immediate environmental problem facing Ethiopia. The loss of soil, and the deterioration in fertility, moisture storage capacity and structure of the remaining soils, all reduce the country's agricultural productivity. Soil erosion is greatest on cultivated land where the average annual loss is 42 tons per hectare, compared to 5 tons per hectare from pastures. As a result, almost half of the loss of soil comes from land under cultivation even though they cover only 13 percent of the country. Not surprisingly the highest average rates of soil loss are from former cultivated lands currently unproductive due to degradation and with very little vegetative cover to protect them ….the present rate of population growth will lead to intensive use of cultivatable and pasture land to produce more food and feed for the growing human and livestock population. Hence, it is clear that intensification of land use must be accompanied by technological innovations that will lead to more production and conserve the soil resource at the same time." (Bishaw)

Ethiopia's official *Food Security Strategy* was enacted in November 1996. It was premised on an in-depth analysis of the genesis of food insecurity in Ethiopia from which a framework was devised to

[9] See annex 6 for a notional map of Ethiopia's degraded areas.

guide food security-focused development programmes in drought-prone, food-deficit districts. At the heart of the strategy are efforts to increase farmer productivity, interventions to improve access to adequate food by the poor, some efforts aimed at improving nutritional status, plus disaster mitigation activities – including those meant to reduce land degradation and water losses. In the high potential districts, the strategy focuses on training extension workers, increasing the supply of improved seed varieties, and guidance on appropriate fertilizer usage. In the more food insecure regions, the long-term objective is increasing both on-farm and off-farm opportunities for poor households to gain better access to food. Region-based programmes include land reclamation, road rehabilitation, small dams and pond construction, increased delivery of basic health and education services in rural areas, and projects aimed at increasing off-farm employment opportunities for both men and women. On the basis of the national strategy, each of the food insecure regions has developed its own regional food security strategy. These were presented in draft to the major donors in 1998. The draft strategies were revised and have led to the launching of individual food security programmes in some regions. A World Bank-led group of donors, working with national ministries and regional bureaus has developed, as of July 2001, a major food security concept paper intended to lead to a new $100 million food security project in 2002.[10]

Attacking the Causes of Poverty

Vice-Minister Makonnen, of MEDAC has written that "Poverty in Ethiopia…goes beyond the simple fact of too low income to meet basic needs and is highly correlated with social exclusion, vulnerability, powerlessness, and other economic, political, social, and cultural dimensions of deprivation" (Mekonnen 2000). The primary long-term strategy to confront poverty causality is now being developed. An *Interim Poverty Reduction Strategy Paper* (IPRSP) was prepared by the Ethiopian Government and submitted to the World Bank and IMF in November 2000 as a preliminary statement of government strategy in dealing with these causes of pervasive poverty in Ethiopia. It proposed four principal building blocks: i) ADLI "…to improve the conditions of food security in the country…" as the principal engine of growth; ii) judiciary and civil service reform; iii) decentralization of government and empowerment of civil society; and iv) capacity building in the private and public sectors of the populace.

While the principal focus of the government's food security programme – and of a proposed major World Bank food security project – is on raising production, incomes and, in the case of the proposed World Bank project, infant nutrition levels, there are other important supporting elements contained in major programmes in other sectors, as well.

In the area of education and human resources development the IPRSP notes that: "The First Five-year Education Sector Development Programme (ESDP) envisaged expansion of primary enrolment from 3.34 million pupils in 1995/96 to 7 million by 2001/02, which would raise the participation rate from 22.1 percent in 1995/96 to a national average of 50 percent by the end of the programme period. However, noting the national participation rate had already reached 45.8 percent by 1999, the end-of-project target was subsequently increased to 60 percent.

Participation by girls is expected to increase from 36 percent of primary school-age girls actually in school in 1995/96 to 45 percent by the end of the programme period." This target, too, is expected to be exceeded by 2002. The ESDP has a proposed funding level of US$1.8 billion and is also intended to provide textbooks for every student, a large increase in teacher training and skills up-grading and a selective expansion of higher education. Another element of food security-related human capacity development is found in projects undertaking the strengthening of agricultural organizations and establishing effective working practices in relation to smallholder agriculture. They focus on training of farmers, technical assistance related to micro-finance institutions as is strengthening of public and private organizations devoted to improving the livelihoods of smallholder agriculturalists.

[10] This is an unofficial indicative figure. See Chapters 2 & 3 below for discussion of potential for 'partnering' between WFP-assisted FFW activities and the proposed World Bank-financed food security project.

HIV/AIDS : The prevalence of HIV/AIDS in Ethiopia is among the highest in the world, estimated by UNAIDS to have been at 10.6 percent of the adult population in 1999.[11] Sentinel Surveillance of HIV/AIDS in pregnant women in urban areas has shown positive rates of greater than 20 percent in some locations[12] Given the country's relatively large population, the absolute number of people living with HIV/AIDS in Ethiopia is the third largest in the world after South Africa and India. About 90 percent of the reported AIDS cases comprise adults between the ages of 20 and 49, the most important group in terms of labour force and reproduction of family. In many urban areas, about half of the hospital beds are now occupied by AIDS patient. The government adopted an HIV/AIDS policy in 1998 and has prepared a 2000-2004 project funded by the World Bank and focused on prevention, care and support with involvement by local, regional and national government organizations.

Health and Nutrition: The government launched a Health Sector Development Programme (HSDP) in 1998 focused on expanding primary health care services at all levels and in all regions, increasing coverage from 40 to 55 percent of the population and immunization coverage from 67 to 80 percent of Ethiopians by 2002. Interestingly, although Ethiopia has the highest infant stunting rate in the world, the causes of such socially and economically debilitating malnutrition received scant attention in the HSDP.

Gender Focus – The Ethiopian Government has described overall policies toward enhancing the state and status of women as "the institutionalised incorporation of women in the development process." A major effort to accomplish this task was initiated by the publication in 1993 of the government's National Policy on Ethiopian Women, followed by the inclusion of women-specific policies in each of the major sector policy statements released since that time.[13] A women's Affairs Office has been established in the office of the Prime Minister and gender focal points set up in 17 ministries and commissions. The are also Women's Affairs Bureaus set up at regional and zonal levels. A strategic framework for promoting gender issues has been established and agreed between the involved government agencies and NGOs and other traditional organizations based on the various policy documents and on the precepts of the Beijing Platform for Action. These efforts have focused on mainstreaming gender in all aspects of the overall development programmes in advocacy, capacity building and setting up women's organizations. A Women's Development Initiative Project has recently been launched by the Women's Affairs Office in the Office of the Prime Minister composed of a Grassroots Initiative Fund and an Institutional Strengthening and Information Education Component. The first provides technical assistance, training and financing to women's groups engaged in productive activities and the second offers assistance in capacity building, training and the management of information.

Governance: The attack on the causes of poverty in Ethiopia is premised on a decentralized system of governance, empowerment of individuals, households and communities all strengthened by serious efforts at capacity building. Judicial and civil service reforms are intended to underpin the entire poverty reduction strategy by establishing a more equitable delivery of services and the effective delivery to the poor of policy reforms and programme implementation.

1.3 Role of food aid

Effective decentralization, stimulating the overall economy, implementing the Poverty Reduction Strategy and the numerous sector development programmes enumerated above plus the relief feeding for millions of Ethiopians, all within the uneasy politics of the Horn of Africa – make for a very full and highly complex development agenda for government, civil society, and donors. Food aid has been, and – appropriately targeted – will continue to be, an important component of this agenda. Because of the

[11] Of the world's 36 million HIV/AIDS sufferers, 26 million are found in sub-Saharan Africa. Of these, about 1 in 10 is an Ethiopian (UNAIDS and World Bank data).

[12] See Annex 6 for a map produced by UNAIDS.

[13] In the education, health, social welfare, population and environment sectors and also by a number of regional government policy statements. The rights of women are entrenched in the Ethiopian Constitution of 1995.

continuing need among the poorest in Ethiopia for food assistance, it will continue to play a significant role in efforts to reduce poverty, improve food security, enhance human capacity building and increase the involvement of women in all aspects of development.

Ethiopia has been the world's largest recipient of food aid over the past 20 years. It received nearly 10 million MT of cereal aid in the period 1984-1998, an average of almost 10% of national cereal production for this period (Jayne, et. al. 2000). Until the causes of large-scale food insecurity are successfully confronted, the disparity between what the poor households can grow or purchase and the food they need for adequate nutrition will continue to be large. Some observers estimate a total Ethiopian food requirement of 24 million metric tonnes (MT) of cereals by 2025. Domestic production in 2000 is estimated to have been 12 million MT meaning that domestic production would have to increase from 12 million to 24 million MT over the 25 year period. There is scant evidence from the food production performance of the past 25 years suggesting that a sustained increase of that magnitude can be attained. The working supposition has to be that, unless efforts to raise smallholder cereal production are wildly successful over the next two decades, Ethiopia is likely to require more, not less, food aid well into the future. (Raisin 2000)

The core issue for the food aid donors – including WFP – is how best to use future food aid resources to foster increased production, increased income opportunities for poor rural households and improved food and livelihood security. With regard to the next WFP Country Strategy Outline (CSO) and Country Programme (CP), this discussion is taken up in Chapters 7 and 8 below. The more immediate issue for the food aid donors as a group is the relationship between emergency relief food intended to prevent starvation among acutely food insecure populations and development food aid intended to help chronically food insecure populations to increase their command over, or entitlement to, food resources through increased production and/or income and assets.

Increasingly, in recent years, the major food aid donors – particularly the EU – have become concerned that the distinction between poor Ethiopian households who are chronically food insecure (i.e., unable to command sufficient food resources or entitlements to insure minimally adequate nutrition levels for their families) and those who are verifiably acutely food insecure (i.e., threatened by famine) needs to be more sharply drawn. Emergency relief food, many donor officials believe, should be brought into Ethiopia only for the latter group. Too much food aid styled as "emergency" aid is being provided to chronically food insecure households who should more properly be assisted under the umbrella of development programmes (including food aid specifically intended for "development" projects). Emergency food aid thus used is, in effect, disguising the real need for development resources by implying that millions of households who are actually suffering from chronic food insecurity (i.e., resulting from structural causes) are suffering from acute food insecurity (i.e., presumably resulting from transitory causes). The structural causes of chronic food insecurity are not addressed by emergency food aid which is intended to fend off the worst effects of famine rather than reducing long-term, structural causality. In addition, the very size of the emergency food aid thus provided reduces, to some considerable – but unmeasured – degree, the food, technical assistance, training and other resources that donors and government might otherwise make available to confront the structural causes of chronic food insecurity.

Many donor officials argue that the annual request for emergency assistance includes large numbers of households who lack food for structural reasons, not as a result of drought or other catastrophic shock. They argue that it is inappropriate to deal with the causes of chronic food insecurity with emergency food aid – to do is too expensive, the resource is not well suited to – or provided in a manner – confronting structural as opposed to transitory causality; and too much of it will create disincentives for small producers by increasing food supply in the marketplace and lowering producer prices.

The EU and other donors make the case that the annual appeal for emergency assistance should be based on estimates of only those suffering from acute food insecurity. Assistance for those suffering from chronic food insecurity should be included in food security-focused development programmes which have been carefully designed to focus food resources where they can be most effective in overcoming (in

combination with non-food resources) long-term, structural impediments to improved food and livelihood security among the rural poor.[14]

In sum, Ethiopia is suffering – and will continue to suffer – from structural causality of chronic food insecurity as well as transitory or episodic climatic and sometime political causality of acute food insecurity. The majority – at least 75 percent and in some time periods 80 percent or more – of food aid has been used solely for the latter. Given the likely continuation of inadequate domestic food production increases and/or Ethiopia's continued inability to purchase foreign source food in sufficient quantity to bridge the gap between food availability and minimally adequate nutritional demand food aid is needed to fill that gap *and* to support efforts to reduce the structural causes of chronic food insecurity in appropriately designed and carefully implemented development projects.

1.4 Rationale for WFP Food Aid

WFP is the largest donor among the United Nations agencies in Ethiopia. Approximately three-quarters of WFP food aid delivered during the 1990s was provided in the form of emergency or protracted relief (See Table 2). Thus, about one-quarter of WFP food resources was used for development activities during the past decade, notwithstanding the fact that food insecurity in Ethiopia is predominately chronic in nature.

Table 2
WFP's Food Aid Deliveries to Ethiopia by Year: Development as a Percentage of all Programmes, 1987-99 (000MT)

	1987	**1988**	**1989**	**1990**	**1991**	**1992**	**1993**	**1994**	**1995**	**1996**	**1997**	**1998**	**1999**
For Development	63	56	52	46	65	56	62	13	62	7	75	47	94
Total all programs	134	121	208	224	430	257	208	63	178	85	247	220	240
Development as % of Total	47%	54%	25%	21%	15%	22%	30%	21%	35%	8%	30%	21%	39%

Source: WFP Data (WFPgo)

Food aid in support of activities intended to reduce the chronic causes of food insecurity and poverty was clearly needed at the time the CP was drafted, has been needed during the CP period and will be needed for those purposes long into the future. The rationale for WFP food aid used for development programmes is as follows:

- The preponderant majority of Ethiopians suffering from food insecurity are suffering from chronic food insecurity;
- Domestic food production has, on average, grown less rapidly than net population growth and will continue to do so for many years;
- The agriculture sector is the only sector of the economy capable of generating GDP growth, household income growth and improvement in food and livelihood security for the foreseeable future;
- There is, and will continue to be, a demonstrable gap between availability of domestically-produced food at locally-determined market prices and the ability of the poor to acquire enough of it through production or market purchases.

[14] Of course, many observers are concerned that while such action might well result in less "emergency" food, it will not necessarily result in a concomitant increase in "development" food assistance.

- Therefore, WFP food aid in significant amounts has clearly been needed during the 1998-2003 CP period – and will continue to be needed in the 2003-2006 CP period – to confront chronic food insecurity among the food insecure poor in Ethiopia.

For more than two decades prior to the preparation of its 1998-2003 Country Programme, WFP efforts in Ethiopia had, in general, been dominated by large scale emergency and relief feeding operations. Such programmes had assisted millions of refugees, displaced households, returnees, demobilized soldiers and others adversely affected by the numerous natural and man-made disasters occurring during the 1980s and early 1990s. The net effect of these shocks had at times seemed likely to overwhelm the new political and economic structures put into place by the Transitional Government at the end of Ethiopia's debilitating civil war. Gradually, in the mid- and late 1990s, the refugees and displaced returned to their home areas or started in new areas, decentralization of government was more fully effectuated, increased donor involvement in macroeconomic transformation, and the promulgation of pro-growth and pro-poor policy pronouncements saw an increased focus on removing the array of structural impediments to development and poverty reduction.

But while much greater consensus was being developed regarding the appropriate focus on reducing the causes of poverty and food insecurity, the problems remained overwhelmingly large and the trends enlarging them unabated. The average farming household continued to exist in an agricultural context where the soils were heavily deteriorated, where population growth seemed likely to overwhelm the country's depleted resource endowment and underdeveloped human resource pool, and where the prospects for a better quality of life for the majority of Ethiopia's poorest households seemed dim indeed. To improve the quality of life for the population of a poverty-stricken country projected to become the ninth largest in the world by 2050 was the core task for all engaged in economic development in Ethiopia as the CP was formulated. The particular task for those engaged in preparing the CP was to make WFP an active and constructive participant in poverty-focused economic growth and development in Ethiopia within that context.

2. The 1998-2003 Country Programme and its Activities

This section of the Evaluation Report contains two sections: i) descriptions of the overall programme and its constituent activities, and ii) an analytical discussion of performance and issues. Additional issues, specific to individual activities are found in Chapter 6.

A. DESCRIPTION

2.1 WFP Development activities prior to the CP

Several trends facilitated development of a 1998-2003 CP focused on Ethiopia's chronically food insecure poor. The government had recently devolved food security programming to the regions. New national policies on the role of food aid in Ethiopian development, food security, and sectoral strategies in agriculture, education and health provided a framework for joint WFP-government targeting of food resources on the most food insecure *weredas* (districts) in the most badly affected regions. In addition, the government has consistently maintained that relief assistance should contribute to mitigation and rehabilitation in food insecure areas. National and regional government actions to increase the involvement of the rural poor in the design and implementation of FFW activities helped in targeting CP activities on the participating poor.

Since the early 1980s, WFP had also been providing significant amounts of food and other development (as opposed to emergency) resources for government food-for-work (FFW) and maternal and child health activities in some of the most environmentally degraded food insecure areas of the country. The difficulties inherent in keeping the development programme afloat during the turbulent period during the late 1980s and early 1990s were not inconsequential. On-going activities in WFP's development

programme were, by necessity, shifted to the back burner each time a new emergency situation materialized. In addition, the country was in the aftermath of civil war; the political, social and economic situation was in a state of continuing flux; and a new "transitional" government was just beginning to govern a still restive countryside.

These were times characterized by widespread movements of people: those who had been internally displaced by forced "villagization" and were now moving back to their home areas; refugees returning from neighbouring countries (including Ethiopian citizens forcibly repatriated from their longstanding homes in a now independent Eritrea); demobilized soldiers from both the victorious and the defeated armies attempting to find their ways home and needing assistance to resume productive activities. The economy was in transition from state socialism to a free market orientation, and strongly fissiparous tendencies were evident among many ethnic groups and regions. In addition, of course, there was the reality of a country which had had two devastating, multiyear droughts in the mid-1970s and mid-1980s in which many hundreds of thousands of Ethiopians had lost their lives and with a great likelihood of a return to those conditions at any time.

It was during this period (1993) that WFP/Ethiopia prepared its first (and thus far only) Country Strategy Outline (CSO). It was a strategy very conscious of the transitional nature of the times in which it was formed: the continuation of abject poverty, the apparent growing gap between domestic food production and food needs, and the limited capacities of Ethiopian institutions and organizations – public and private alike – in designing, managing, and monitoring development projects.

The CSO proposed an expansion of the use of programme food aid to meet an expected 300,000-400,000 MT annual food deficit and the pooling of local currency counterpart funds generated from the sale of this food (together with the counterpart generations from commodity import programmes being considered by other donors at the time) into a budget support fund to finance projects aimed at reducing poverty and food insecurity. In addition, the CSO proposed 50-60,000 MT of food be used to support a modest expansion of WFP's development projects. This was to include an increase in land rehabilitation activities in drought- prone food insecure areas and new efforts in human resources development (including support to schools) and vulnerable group feeding programmes.

At the time, development activities included FFW efforts to reverse environmental degradation (Project ETH 2488)[15] in food insecure areas, assistance to the dairy industry (Project ETH 2500) and assistance to the Ethiopian Government's Emergency Food Security Reserve (EFSR) (Project ETH 2586). In 1993, at about the same time as the CSO was being prepared, the Improving Education Through School Feeding project (ETH 4929) was launched and an urban food security umbrella project was being prepared aimed at improving urban infrastructure, housing, sanitation, support for education and health facilities in poor neighbourhoods in Addis Ababa. The project was to be managed and implemented by NGOs operating urban poverty programmes. Other emphasis areas considered in the CSO included continuation of pilot activities, assisting the government to manage employment-based safety net programmes, and continued support for the Food Security Reserve. All was to be implemented in closer cooperation with government units and other food aid donors, UN agencies in efforts to confront "generalized food shortages" and "localised food crises" while simultaneously seeking to prevent food insecurity with development activities and safety nets for the most needy.

The 1998-2003 CP was developed without revising the 1993 CSO. So much had occurred in Ethiopia in the intervening four years that a revision of the CSO would have required, in effect, a total rewriting. Time was of the essence in 1997/98 and the decision was made to move directly to preparation of a CP.

[15] Which had been active since about 1980 and was throughout the 1980s and 1990s, the major component of the development programme. It was, thus, also the major victim whenever WFP/Ethiopia staff attention and resources had to be diverted more or less fully to emergencies.

2.2 Goal and Objectives of the 1998-2003 CP

The 1998 CP thus became both CSO and CP, containing both strategic and programmatic elements. It was developed within the context of: i) the government's Food Security Strategy; ii) its subsequent Investment Programme for Food Security; iii) the decentralization of government development planning and implementation to regional bureaus; iv) a continuing need for FFW tied to asset creation as a centrepiece of rehabilitation and development; and v) greater involvement by the food insecure poor in their own development decisions, beneficiary selection, and resource allocations. The CP was also prepared at a time when a new, more broadly collaborative mode of operation was being developed within the United Nations system to improve in-country coordination of its constituent agencies within the newly proposed UNDAF umbrella.

The primary requirement for WFP's development-focused food assistance was to help the Ethiopian Government facilitate progress through a perilous transition period in ways that accorded with the government's own policy agenda and development strategy. This strategy was summarized in the CP as follows:

"Taken together, the [Ethiopian Government's] policy statements imply a strategy aimed at economic growth, poverty reduction and food security which: a) gives top priority to providing poor people with secure and sustainable livelihoods; b) does this by fostering agricultural growth and rural development; c) increases access to food and develops labour markets to reduce geographical disparities and seasonal fluctuations; and d) establishes efficient and effective safety net, targeted to those most in need, to protect against the social costs of adjustment and the consequences of drought. This is a policy which is consistent with most current thinking on food security in Africa."

In early 1998, the WFP/Ethiopia staff delivered a CP intended to shift nearly a million Ethiopians in the most food insecure regions from substantial dependence on relief toward greater food security, and self-reliance. This was to be accomplished by:

- Continuing successful efforts to enhance the ability of farmers and communities to revive degraded lands, increase the availability of water, and expand reforestation for watershed protection and household income;
- improved access to primary education by children – especially girls – of the food insecure poor;
- employment of acutely food insecure beneficiaries temporarily during times of drought and other calamities;
- initial piloting of participatory approaches – utilizing locally-based NGOs as partners – in grappling with severe and rapidly increasing urban poverty and food insecurity; and
- Increased women's participation.

In order to accomplish these objectives, and make acceptable progress toward the overall food security, poverty reducing goal, approximately 400,000 MT of food commodities were requested for the five year period and $62 million in non-food resources (including the Ethiopian government contribution) were deemed necessary for the full program, including estimated supplemental requirements. These activities were to be coordinated with programmes of other UN agencies and donors, operated collaboratively with regional and sub-regional government authorities, and with full participation in project design, implementation and monitoring by the beneficiaries themselves.

2.3 Activities Included in the 1998-2003 CP

Specifically, the four activities proposed in the CP were:

- Participatory Rural Land Rehabilitation (Ethiopia 2488): 59 percent of the basic CP budget;
- Improving Education Through School Feeding (Ethiopia 4929): 25 percent;

- Urban Food Assistance Facility (Ethiopia 5403): 8 percent;
- Pilot Initiatives: 8 percent.

Of these, the first three form the present country programme. The first, and by far the largest, activity has provided FFW assistance for nearly 20 years to rural communities in the most food insecure districts to restore deteriorated lands and re-establish sources of ground and surface water. In a country with the lowest school enrolment in Sub-Saharan Africa, the second activity - WFP's school feeding initiative – is providing nourishing blended foods to 260,000 children in 602 rural primary schools in the most food insecure districts. In doing so, enrolments are up substantially, drop-out rates have been reduced, child malnutrition is reduced and the ratio of girls to boys in these schools has increased significantly. The third element of WFP's Ethiopian CP enhances the capabilities of local government and NGOs to confront abject urban poverty in Addis Ababa – particularly among women. The proposed pilot initiatives activity – which would have piloted the use of additional development resources in the two least developed regions of Ethiopia (Afar and Somali) – has been placed on a slower preparation track because adequate WFP resources have not been made available. A preliminary appraisal of possible pilot activities is currently being reviewed by WFP/Ethiopia.

The three active components are concentrated in rural weredas and urban Addis Ababa neighbourhoods of highest vulnerability. In the case of Projects 2488 and 4929, which operate in the most food insecure rural weredas in six regions, geographic targeting of food insecurity has been based on VAM assessments, with targeting of individual households in the first project undertaken by the communities themselves and of individual schools in the second by the regional bureaus of education. The targeting of participant households in Project 5403 is undertaken by NGO and local government intermediaries.

Activity One: Participatory Rural Land Rehabilitation, Project 2488

This project exists because of the compelling need to reverse the accelerated rates of soil erosion, land degradation, water losses and attendant steep declines in agricultural productivity and the declines in economic returns to smallholder farming families in the most adversely affected areas. It is estimated that 40-50 MT of soil are lost each year from every cultivated hectare in the more drought-prone, environmentally degraded weredas. It has been further estimated that a continuation of the present rate of soil and water loss will result in the loss of 7.6 million hectares for sustainable agriculture – about 10 percent of the total land area of Ethiopia – at the same time that the population will have grown by more than 35 percent.

The first five year phase of this project was initiated in 1980. It has been followed by three subsequent five year phases, each expanding into new, equally degraded watershed areas. Altogether, it is estimated that more than one million MT of WFP food have been provided to this activity during its four phases. The amounts of soil saved, of biomass and energy obtained from rehabilitated degraded areas is believed to have been enormous over this period and there are numerous locations in weredas which were included in the earlier phases of the project where hillside terracing has stabilized soil run-off; forests and shrubs have repopulated the upper hillsides; ground and surface water is now more available due to slowed percolation and recharged aquifers; and communities and their food insecure member households are better able to earn a living from their agricultural holdings than was the case prior to the project.

The activities undertaken in the project are managed by regional, zonal and wereda-level agriculture bureaus and offices who assist farmers' associations (termed in various places: peasant associations [PAs], tabbias, or kebeles) to organize themselves at the community level to engage in work programmes aimed at stabilizing soils, construction of terraces, bunds or faanya juus to stabilize soils, check dams to prevent gully erosion, water collection points, reforestation (in part to increase water percolation rates), rural road construction or rehabilitation to improve access to markets, and systems of locally-established rules to govern the local management of these resources. Food is provided as payment for labour. Labourers are selected by the communities from among their own less well-off members. A day's labour nets 3 kg of wheat. An individual labourer may participate in FFW activities for no more than 90 days in

any year. The lifetime for an individual project phase is five years in each designated set of watershed areas.

The geographic selection of candidate areas is determined by Vulnerability Analysis and Mapping (VAM) data gathering and analysis. The individual PA is selected by local agriculture field staff and the work programme itself is developed by the community itself with technical assistance from the agriculture bureaus and WFP technical staff. A total of 800 such PA-level "Soil Conservation-Based Development Plans" have been finalized under Phase IV with each plan area including about 1,500-2,000 people. These Plans enable the farmers to identify and rank their most pressing agriculture-related problems and determine possible solutions and courses of action. Community Development Committees are chosen to help establish priorities for action, objectives, targets, and modalities for making progress in solving problems and allocating local resources in doing so. Monitoring and evaluation is supposed to be undertaken locally, with WFP undertaking periodic overall monitoring and evaluation to determine progress and impact. In addition to extending and expanding community-based efforts to reverse centuries of land degradation by means of FFW-supported land rehabilitation and water development activities, the project facilitates the efforts of regional agricultural bureau staffs in five regions to assist farmers' groups through the use of local level participatory planning approach (LLPPA) techniques to prepare local action plans to reverse soil losses, regenerate water sources and revive vegetative growth on steep hillsides thus helping develop community-focused livelihood systems maintained by the farmer beneficiaries after the five-year WFP project ends.

During the first 2½ years of Phase IV project activities, 87,000 MT of food aid has been used to generate the following: i) individual LLPPA plans prepared and enacted by 800 farmer groups in 66 weredas; ii) 400,000-500,000 hectares actively covered by these plans; iii) an estimated 1.4 million beneficiaries being directly supported (and a large , but as yet uncounted, number of non-participants observed undertaking similar activities in neighbouring watersheds); iv) 680 tree and plant nurseries established; v) 70,000 ha already conserved; vi) 200 million trees planted; vii) women's participation increased from 30 percent of participants to 44 percent of participants; and viii) partnerships with donors initiated or enhanced. Excellent working relationships have been formed between FFW staff and regional bureau staff, wereda officers and farmer development committees.

The principal problems encountered include: i) inadequate availability of regional bureau and wereda-level agricultural staff, ii) several instances of delayed arrival of food resources and delayed payment to farmers, iii) insufficient transport for regional bureau field personnel caused by non-availability of funds for the purchase of programmed vehicles, iv) a lack of funds for numerous small but important supporting activities such as the printing of adequate numbers of training materials, and v) delays in implementing improvements in the monitoring and evaluation and impact assessment systems. These problems are further discussed in Chapter 6.

Activity Two: Improving Education Through School Feeding – Project 4929

The genesis of the school feeding activity stems from two sources. First is the fact that Ethiopia is one of the educationally least developed countries in sub-Saharan Africa. In 1994/95, the adult illiteracy rate stood at 65.5 percent (54.5 percent for men, 74.7 percent for women), compared to an African average of 43.4 percent. It was estimated that only 29 percent of the relevant age group were enrolled in primary schools during years 1994/95. No country can hope to develop adequately with such a high percentage of its population unable to read and write, add and subtract. Basic literacy and numeracy are as essential to economic growth and development as natural resources and rainfall. Increasing household income depends on securing remunerative employment and this, in turn, depends on an increasingly well-educated work force.

In 1994, the government adopted an Education and Training Policy with the objective of making education both economically more efficient and socially more equitable. The Policy was translated into an overall Education Sector Development Programme (ESDP) launched in December 1996, implemented

with full support of the donors including the World Bank, the African Development Bank, USAID, SIDA, FINIDA, UNDP and others UN agencies and NGOs. It is focused on the expansion of primary education, emphasizes quality improvement, and aims at achieving a more equitable distribution of opportunities in education while reducing gender and regional imbalance. Its goal has been to universalise primary enrolment by 2015.

The second impetus for the school feeding activity derived from the severe problem of malnutrition in young Ethiopian children. The prevalence of malnutrition in Ethiopia is high, particularly among women and children. The major nutritional disorder (as measured by wasting, stunting, and underweight) stem from inadequate food intake combined with infectious diseases, such as diarrhoea and ARI (Acute reparatory tract infection). It is estimated that 11 percent of children under five are wasted (acute malnutrition) and 1 percent of them are severely wasted, 52 percent are stunted (chronic malnutrition) and 26 percent severely stunted. Improved education of mothers impacts children's nutritional status positively, with 33 percent of the children of highly educated mothers stunted, compared with 53 percent of children of mothers with no education. (CSA 2000) As a product of population growth, the number of school age children facing malnutrition, health and developmental problems is increasing concomitantly, and their ability to attend school, and to learn while there, is compromised by ill health. In addition to protein-energy malnutrition (PEM), these children suffer deficient micronutrient levels of iodine, iron and vitamin A. Iodine disorders affect the mental development of children and their learning capacity. Iron deficiency causes anaemia resulting in reduced work and learning capacity. Vitamin A deficiency affects learning capacity through vision impairment and also has a direct impact on morbidly rates. Providing supplemental nutrition in school is seen as a cost effective and resource efficient way of addressing these adverse nutritional consequences.

Project 4929 was launched in 1998 by the Ministry of Education with WFP food support. Its total five-year cost was estimated at US$ 33.2 million. It grew out of a three-year pilot school feeding project initiated in February 1994[16] plus a one-year bridging activity which extended the earlier activity through 1997/98. The goal of Project 4929 remained as it had been in the pilot – to assist government efforts to extend primary education into areas of chronic food vulnerability and low literacy levels. The objectives are: i) improving micronutrient intake in students – particularly of vitamin A, iron and iodine; ii) enhancing students' capacities to concentrate and assimilate information; iii) stabilizing attendance and reducing drop-outs; and iv) increasing enrolment, particularly of girls.

Some 260,000 chronically food insecure children attending 602 primary schools in rural areas of four food insecure regions are being provided supplementary food, compared to 100,000 in 1998/1999. Expansion to 320,000 is planned by 2003. A fifth region, Somali, will be added by 2002.[17] The project will also train 250 national, regional, zonal, wereda staff in new reporting formats, up to 2,000 cooks and counterpart staff trained in new recipes for use of CSB and 1,000 staff at all levels trained in logistics.

The project has provided locally-produced micronutrient-fortified blended foods (famix porridge, famix drink, and locally-produced biscuits) to participating primary schools. To date, the project has generally purchased the foods locally. Increasingly, however, CSB and other imported foods are being substituted. This will continue to be the case as the "McGovern Initiative"[18] foods become the mainstay of the school feeding programme in Ethiopia. Day to day operations of the school feeding project are supported by the active participation of parents/communities who provide the required firewood and water for the

[16] As was, in fact, proposed in the 1993 CSO.

[17] Since the majority of the poorest households in the Somali Region are transhumant pastoralists, the provision of schooling is particularly problematic in this regional state.

[18] This is an initiative under the U.S. Government's Global Food for Education Initiative, a pilot program of the U.S. Department of Agriculture which provides Section 416(b) Commodity Credit Corporation (CCC) commodities to WFP for use in designated school feeding projects. In 2001, approximately US$300 million in commodities is being made available worldwide. Under this programme approximately 4,000 MT of CSB is being made available for Ethiopia for 2001.

preparation of meals and also voluntary labour and local materials for the construction/rehabilitation of kitchens, storage rooms and, in some cases, additional classrooms. Parents in some communities also help cover wage costs of food-preparation staff.

Problems include: total enrolment, in some schools, outstripping availability of classrooms, teachers and teaching materials; late arrival of WFP food in some locations; changes from locally purchased to imported foods reducing incomes of local food producers and creating the need to secure additional cooking utensils; generally inadequate monitoring and reporting; the need to better coordinate WFP school feeding assistance with other programs intended to expand and improve primary education and enhance rural development. These issues are further developed in Chapter 6.

Activity Three: Urban Food Facility Programme – Project 5403

This is an expansion of an earlier pilot activity, the "Urban Food Assistance Facility", initiated in 1995. the food assistance in the prior activity was provided to improve the living conditions of the poorest families and at-risk population in the poorest neighbourhoods of Addis Ababa (Region 14). Its long-term objective was to "…improve the living standards and alleviate the food insecurity of poor households in the poorest slum areas of Addis Ababa. The immediate objective of the expansion is to provide a food aid facility for development activities of local communities supported by NGOs within the context of national strategies…" to: i) upgrade basic physical infrastructure in these slum areas; ii) create short-term employment opportunities; iii) provide appropriate training; iv) improve the coverage of health and related services.

The strategic focus of the expansion activity is "to improve the nutritional status of malnourished children under five, pregnant and nursing women and other urban women and men belonging to the most vulnerable segment of society through food interventions in support of MCH (maternal and child health) activities, skill training and urban infrastructure upgrading." The activity responds to two of WFP's overall objectives in Ethiopia: i) increasing local capacity to effectively respond to emerging transitory food insecurity, and ii) addressing household food insecurity through developmental activities. It is budgeted for $24 million during the period November 2000-June 2003 and is intended to benefit 80,000 poverty-stricken urban participants during this period. Its more immediate objective is to improve the effectiveness of WFP food resources in confronting poverty and food insecurity in urban settings – also a high government priority.

It provides wheat, vegetable oil and famix (a locally-produced micronutrient-fortified blended food product) through existing programmes of NGOs and government agencies to qualifying, poverty-stricken members of the poorest *kebeles* (neighbourhoods) of Addis Ababa as a ration to compensate for time spent during training in income generating employment as well as remuneration for building community assets. Famix is used in MCH and day care centres as rations for malnourished women, children and other vulnerable groups.

The pilot and bridging activities originally supported the work of four NGOs in Addis Ababa focused on maternal child health, day-care, street children support, income generation, training, and infrastructure upgrading. The number of eligible NGOs gradually increased to 14 – the number now included in the expansion phase. Six local government agencies and one community-based organization have been added to the list of urban intermediaries eligible for WFP food resources.

The activity is managed on a day to day basis by a Project Management Unit (PMU) made up of project staff of the Foreign Relations and Development Cooperation Bureau (FRDCB) of Region 14 (Addis Ababa) which receives, reviews and approves proposals from NGOs and government agencies for WFP food support. The PMU maintains a close working relationship with WFP/Ethiopia.

Progress during 1997-2001 has been mixed. The infrastructure rehabilitation component achieved 87 percent of targeted outputs; health 36 percent; day care (children and elderly) 97 percent; skills training

35 percent; and income generating activities 42 percent. Of 80,000 originally target beneficiaries, 39,000 were actually assisted. While attention to improved progress indicators is included in the recently agreed extension phase, further review the design of these elements will be needed to insure inclusion of clearly defined objectives, selection of more quantifiable targets, and strengthened monitoring and evaluation. The new phase has, thus, had a slow start (but has recently been making better progress). Causes include: slow implementation of the pilot phase; human resource constraints in intermediary organizations; a cumbersome approval process; and the complex nature of a project operating in multiple sectors – each with its own set of hurdles.

Special Activity: The Employment Generation Scheme

As an element of its overall strategy related to the use of FFW, the government of Ethiopia attempts to insure that relief food is normally only provided to those suffering acute food insecurity in return for work of benefit to the local community. The Employment Generation Scheme (EGS), operated by the government's Disaster Preparedness and Prevention Commission (DPPC) is the epitome of that policy, providing food-for-work to acutely food insecure households in exchange for participation in asset-creating works programmes. Experience had demonstrated that the EGS interventions, while of critical importance in terms of food transfers to acutely food insecure households, were, generally, not achieving the objectives of creating sustainable assets, decreasing vulnerability or contributing to longer term food security in the manner expected.

In 1997 WFP, DPPC and Bureaus of Agriculture in two Regions – Tigray and Amhara – established pilot programmes intended to improve the planning and implementation of EGS with an emphasis on capacity building and strengthening institutional linkages and co-ordination. These pilot activities appear to have had positive results and have piqued the interest of many in government and among other donors to the possibility of expanding WFP development programme support of EGS beyond mere pilot activities in order to make substantial progress toward a goal that all entities greatly desire – increased and enduring development payoff from relief FFW assistance. Decisions related to possible expansion beyond the pilot phase will depend upon the results of a comprehensive evaluation of the EGS pilot activities. The design of this evaluation is now underway.

The CP support for the pilot EGS schemes in Tigray and Amhara Regions adds training, planning, capacity building and more substantive monitoring and evaluation to WFP's relief aid to EGS schemes. In 2000, a CP sub-programme was initiated to enable regional bureau personnel to apply successful approaches developed under Project 2488 in selected EGS sites. The idea was to determine whether EGS outcomes could be made more robust in terms of: i) improving the participation of the affected communities in the design of EGS activities; ii) improving the quality of assets created, and iii) increasing the likelihood that the soil and water rehabilitation efforts undertaken as EGS activities would be maintained and sustained over the longer term. CP resources included technical assistance and training for bureau staff and monitoring of results.

The use of the LLPPA approach, technical assistance from regional bureaus of agriculture staff, and training of DPPC field staff were made part of the sub-component during 2000 and early 2001. A total of 33,000 MT of wheat were made available from WFP relief assistance for this experiment. It is a clear example of supportive linkages between the CP development portfolio and existing relief/recovery activities. The objective is to see whether six months of relief support managed in a manner similar to the Project 2488 system might significantly improve the land rehabilitation outcomes of EGS schemes. There are some early signs of promise. The assets being created – soil, rock and grass bunds, gully check dams and watershed protection measures – appear to be of better, more durable quality than is found in normal EGS works. Careful monitoring will continue to be critical as will the upcoming evaluation.

Finally, the entire concept of experimenting with making the EGS more effectively developmental is further supported by the analysis of Simon Maxwell and Alemayu Lirenso who stated in a 1995 study that:

"The idea of linking relief and development (LRD) is immediately attractive in Ethiopia, where 27 million people, 55 per cent of the population, are food insecure, and where the cost of relief has exceeded the equivalent of one third of government revenue in drought years. LRD is indeed central to government policy, notably in the National Policy on Disaster Prevention and Management. Though practice lags behind policy, progress is being made, for example with an employment-based safety net [EGS]. However, LRD involves costs and tradeoffs, there are questions about what is feasible in a poor country with weak state capacity, and the future role of NGOs is in doubt." (Maxwell and Lirenso 1995)

B. ANALYSIS OF CP STRATEGY AND RESULTS

The questions that must concern any programme evaluation of food assistance in Ethiopia include the following:

- Does the programme make sense in light of Ethiopia's problems and needs?
- Is the programme (and are its principal components) appropriately focused on what is required to achieve its goals?
- Is it well targeted on beneficiaries?
- Is it effective?

These questions will imbue the discussion of the overall program, its strategic focus, the selection and implementation of its individual components, and discussion of the future of the programme throughout the remaining sections of this Evaluation Report with the findings summarized in the Conclusions Section.

Ethiopia remains among the world's poorest countries, in large part the result of a deteriorated natural resource base, rapid population growth and episodic drought. While there has been limited progress in confronting the causes of food insecurity during the past decade, food aid has continued to be needed in large quantities for both emergency relief and development projects aimed at reducing poverty, malnutrition and food insecurity.

Of all the many factors creating the seriously food insecure conditions in which millions of Ethiopians live out their lives, the designers of the WFP Country Programme determined that food aid would be most appropriately arrayed against three development problems: i) severe and extensive environmental degradation, ii) the low level of human resource development, and iii) the growing problem of abject urban poverty.

While a deeper discussion of the issues associated with individual activities is found in Chapter 6 below, there are some general themes which emerge from the individual activities associated with overall priorities of the 1998-2003 programme that are addressed in the following paragraphs.

The first and, by far the largest activity in the CP, project 2488, has made FFW assistance available for nearly 20 years to rural communities in the most food insecure districts to restore deteriorated lands and re-establish sources of ground and surface water. Given the extensive nature of severe degradation and the adverse impact of soil and water loss on the productive capacity and livelihood security of the food insecure poor, this is a particularly appropriate use of food aid in Ethiopia and should clearly remain the centrepiece of WFP's Ethiopia country programme. Evidence of its past successes in restoring degraded lands and increasing water availability can be observed in a variety of locations and provides the empirical base for continuing to make this element the centrepiece of the programme. However, there are issues that have been raised by some researchers regarding whether targeting at the beneficiary level has been as carefully accomplished as is desired, whether sustainability over the longer term has been fully established, and whether the level of environmental improvement attained in the project thus far equates

to substantial improvement in household food security. In Chapter 6, the Evaluation Team recommends the commissioning of a substantive evaluation of Project 2488 to provide the evidence that would enable a response to those who have raised these issues and further enable WFP to re-test long-standing assumptions and hypotheses about the efficacy of FFW in delivering sustainable improvements in household food security.

In a country which has long evinced the lowest school enrolment in Sub-Saharan Africa, WFP's support to the government's school feeding initiative has been providing nourishing blended foods to a steadily increasing number of children in the most food insecure districts since 1998. In doing so, enrolments in the participating schools have increased significantly more than in non-participating schools; drop-out rates have declined; child malnutrition, it is believed, is being reduced; and the ratio of girls to boys in these schools has improved. Making progress against these specific targets is also intended to represent important progress toward both the government's and WFP's overall development objectives. There can be no lasting improvement in the pace of economic development without concerted and enduring efforts to increase basic literacy and numeracy among Ethiopia's children, particular among girls. The use of micronutrient-fortified foods to as a means of increasing the enrolment of children from very food insecure families in the drought-prone rural weredas is a significant contributing factor in attaining that objective. The fact that school enrolments are rising faster in food assisted schools than in similar non-assisted schools attests to the efficacy of that element of the overall WFP strategy. However, there are some not fully tested hypotheses underlying the school feeding strategy that require more rigorous monitoring in order to be validated.

The third element of WFP's Ethiopian CP enhances the capabilities of local government and NGOs to confront an unalloyed and steady growth in the absolute numbers of people suffering the worst forms of abject urban poverty in Addis Ababa – particularly the case among women and their dependent children. The underlying general thesis relating to WFP's use of food assistance in support of NGO and local government poverty reduction efforts in Addis Ababa is the testing of approaches which might enable WFP to partner more satisfactorily with NGOs and local government organizations in confronting urban poverty in Ethiopia. This is being undertaken at a time when the total urban population in Ethiopia is still only about fifteen percent of the entire population rather than waiting for problems of urban poverty to grow too large before possible remedies can be formulated.

The CP is effectively focused on all five of WFP's "enabling development" thematic objectives. Its close partnering with regional and local government agencies, the expansion and enhancement of VAM technologies to begin incorporating those suffering from chronic as well as acute food insecurity is admirable. The programme is well focused on promoting women's development, although there remains much to accomplish.

WFP/Ethiopia submitted the 1998/2003 CP without having up-dated the 1993 CSO. While the situation in 1997 may have dictated submitting the 1990-2003 CP without a relevant CSO covering that period having been approved, this is generally not a good idea. A CP is best developed within the context of an already - and recently - approved Country Strategy Outline so that those responsible for designing functional programmes, can be confident they are doing so within an approved strategy framework. To combine the strategic and programmatic elements of a country programme into a single document runs the risk that the Executive Board will not agree to the country strategy presented in a field submission meant to be primarily programmatic, thus negating any work done on the programme design. Since a new CSO and CP are soon to be drafted for the 2003-2006 period it is hereby officially recommended that this procedure not be repeated.

Recommendation:

- WFP/Ethiopia should prepare and submit a CSO late in calendar year 2001 or early in calendar year 2002. Assuming approval, this submission should be followed within 4-6 months by the preparation and submission of a separate Country Programme document.

2.4 Integration, Coherence, Focus, Flexibility

The three primary activities in the present CP (plus the EGS experiment) are well focused on objectives of high priority within the government's overall development strategy. They have been designed and are being implemented in close collaboration with government and other donor organizations. They were not intended in the CP to be integrated one with the other, but to be well-integrated into those elements of Ethiopia's overall poverty-reducing development programme where food aid as a resource was capable of the greatest possible impact in achieving results in sectors where government and WFP food security objectives were congruent.

During the preparation of the Evaluation Report, the Team met with some donor and government officials who felt that the WFP programme was not particularly well integrated or coherent because it consisted of three distinct elements targeted on three different types of problems. Although not specifically cited in the 1998-2003 CP, the Team has inferred the intent of the CP was to focus on a limited number of key factors contributing to widespread food insecurity, rather than on any single factor – in recognition of the fact that food insecurity, like poverty, is the result of numerous causative factors, each of which has to be appropriately addressed, if food and livelihood insecurity are to be reduced. This approach, in fact, is not dissimilar to that employed by USAID in which a limited number of "Strategic Objectives" are identified and an overall development programme is designed to achieve measurable progress in reaching those objectives. WFP's CP, in effect, establishes three such objectives (each with related subsidiary objectives) and presents a program for making progress toward each of them. In this instance, coherence and focus are achieved by selecting objectives that are: i) of high priority in reducing food insecurity; ii) particularly amenable to being addressed by food aid; iii) are bolstered by activities undertaken in related sub-sectors by government and other donors; iv) capable of being achieved within realistic budgetary and time constraints.

Flexibility is an important element of any development programme operating in an LDC environment, although it is best employed when it serves as a means to desired ends rather than a programmatic objective in its own right. Both the design and the conduct of the WFP CP in Ethiopia have demonstrated flexibility in a number of ways. The use of development programme staff, training and technical advisory services to enable the Amhara and Tigray agricultural and DPPC regional bureaus to experiment with ways to improve the sustainable impact of EGS activities assisted with relief food is a perfect case in point and is likely to have important pay-offs in increasing the long-term development impact of short-term relief-based FFW activities. Project 5403, the urban support project, is another important case where WFP/Ethiopia is experimenting with ways to channel food resources through a variety of local government and NGO intermediaries to determine which among many approach being employed by these intermediaries seems most effective and cost-efficient in converting food resources into sustained improvement in livelihood security, primarily among poverty-stricken women and their dependent children.

2.5 Appropriate Use of Food Aid

In implementing the CP, WFP/Ethiopia and its government implementing agents have used wheat in more than 800 FFW sites, locally produced foods and imported Corn-Soy-Milk (CSM) blend as micronutrient-fortified foods in the school feeding programme, as well as a variety of locally-purchased and imported foods in the urban support project. In virtually all cases, the food is transported to a primary delivery point or points by WFP and conveyed to distribution points by the participating regional government entity. In general there have been few problems with these arrangements, although late arrival of food to distribution points is not uncommon and needs improvement.

WFP is not the only donor importing wheat into Ethiopia for relief or development use. A large number of bilateral governments and several of the larger NGOs have been importing wheat or other coarse grains for many years either for direct distribution or for monetization. As noted elsewhere, the Ethiopian

government has curtailed its approval for monetization of imported cereals and other foods (e.g. vegetable oils) to a few NGOs and only on a case-by-case basis.

The European Union (EU) which had been a major provider of food aid for use in development project, has for the past few years opted to replace imported food in many of its FFW projects in Ethiopia with cash. In discussions with the Evaluation Team, EU officers explained that they have found cash preferable to food because beneficiaries were often faced not with problems of food availability in local markets but with problems of lack of cash or liquid assets to be exchanged for food. In such instances, EU and government officials find it preferable to pay workers in cash and allow them to expend these funds to purchase locally produced foods – with the added benefit of increasing incentives for local food production in the form of added income for local producers . Only where there was a food shortage in local markets, and where cash payments to workers would tend to increase food prices rather than food availability, would the EU employ FFW in lieu of CFW.

On the other hand, the argument in favour of continued FFW is this: per capita domestic food production in Ethiopia continues on a downward trend. In the semi-arid, drought-prone food insecure weredas – such as those where project 2488 operates – the average farm family runs out of self-produced food months before a new crop is available. The food sold in local markets has to be transported from the more productive areas which are often far away. Local market prices consequently reflect often quite high transport and storage costs. For the most part, the farm households selected by their development committees as FFW participants are the least likely to be able to pay these relative high food prices in their local markets. When CFW is provided in ways that target only the poorest of the poor, daily wage rates have to be set below prevailing minimum wages. The result is inadequate income for enabling the purchase of sufficient food (which is inevitably high priced given that is has usually been imported into the work site from more agriculturally productive areas of the country and the local market prices reflect high transport costs), especially so, given the basic fungibility of cash the high likelihood that some of it would not be used to purchase food. Under these circumstances – which are characteristic of most areas where Project 2488 operates, food is commonly more appropriate than cash. To further bolster this point, every farmer – male or female – interviewed by the Evaluation Team and asked whether he or she would prefer to be paid in cash or food, replied “food”.

2.6 Partnerships and Coordination

There is solid evidence of partnered analysis, planning, implementation, monitoring and evaluation throughout the programme. The Vulnerability Analysis and Mapping (VAM) Unit has worked closely with the EU Early Warning, the USAID’s FEWSNET operation and the Save the Children (UK) vulnerability analysis module in joint efforts to identify the regions most vulnerable to acute and/or chronic malnutrition. Planning and implementation of CP activities with central government agencies, regional bureaus, farmers associations, and other donors is evident in all three projects. There is a need, however, to locate other donor partners to provide necessary non-food resources because, as is noted in Chapter 3, the WFP budget for non-food resources – cash, technical assistance and non-food commodities – is simply inadequate and its policy of “full cost recovery” has not yet proved sufficiently effective to have resolved the problems of inadequate budget for non-food items which are being created in the Ethiopia country programme. The WFP/Ethiopia office must become much more proactive in the early stages of programme design or modification in engaging other donors in the concept of partnered activities where WFP’s food aid and the financial resources from partners are combined at the design stage and subsequently throughout the lifetime of the activities.

Recommendation:

- WFP/Ethiopia, with the approval of participating government agencies, should step up attempts to locate additional sources of cash, vehicles and equipment essential for enhancing the performance of WFP’s food resources. This should be a significant element in discussions with other UN agencies in the context of finalizing the UNDAF document.

There are a number of Phase I, II and III Project 2488 sites where the farmers' associations have continued to protect the rehabilitated soils and manage appropriately the ground and surface water resources that have been regenerated under project auspices. These would seem to be excellent candidate areas for "sequential partnering" whereby other donor-supported projects could be developed to take advantage of the improved soil and water situation created by Project 2488 FFW activities.

Recommendation:

- WFP/Ethiopia and the relevant regional bureaus should seek sequential partners such as the World Bank, IFAD and/or bilateral donors to develop production/income enhancing activities to capitalize on successful FFW land and water rehabilitation activities under Project 2488 to further enhance both food and livelihood security of participating rural households.

2.7 Targeting

Thanks in large part to VAM data collection and analysis, food assistance provided under the CP seems to be well-targeted on the poorest, most food insecure geographic areas in WFP's two rural activities. Altogether, an estimated 1.7 million Ethiopians are direct beneficiaries of the present phases of the three core activities and another several hundred thousand benefit under WFP support of the development aspects of the EGS and indirectly as observer participants. In the discussion of VAM in the following chapter, however, a recommendation is made proposing that VAM continue to improve its ability to help WFP and government regional bureaus do a better job of analysing the *effectiveness* of targeting at the beneficiary level.

VAM methodology is presently being used by WFP/Ethiopia to develop an improved set of indicators for measuring changes in chronic (as opposed to acute) food insecurity and in the relative influence of various combinations of causative factors. This, in turn, will allow better tracking of the nature, magnitude and sustainability of the impact of food aided activities on participating food insecure households. This is a significant next step in the application of WFP's VAM technology in rural Ethiopia.

2.8 Assets

The creation of assets that continue over the longer term to contribute to the food security of the participating beneficiaries lies at the heart of WFP's country programme in Ethiopia. Physical assets such as the bunds, drainage structures, check dams, local roads and reforested hillsides of project 2488, and to a lesser degree in the EGS activity are the products of tens of thousands of people employed in FFW programs because they lack productive capacity or incomes sufficient to feed their families to an acceptable nutritional standard. The physical assets created in Project 2488 (and to a lesser extent in the EGS) are the foundation – literally – enabling subsequent economic development of participating communities.

The improvement of human capacities, whether through the training offered in project 2488, the improved education opportunities fostered by the school feeding initiative or the small-scale income-enhancing training of the urban project create intangible assets in the form of beneficial changes in institutionalised patterns of human behaviour which can be both more enduring than physical assets and more enabling of an ongoing development process. Changing institutionalised patterns of behaviour and attitudes can preface changes in ways that communities organize themselves to overcome obstacles to self-improvement. They can also improve the ability of communities, households, and individuals within communities to formulate and communicate ideas and evolve new processes for effectuating good ideas. To the extent such changes are beneficial in increasing the effectiveness of groups of people in resolving problems – and where these changed mindsets and attitudes endure – they are every bit as important as the creation of physical assets – probably, in most instances, *more* important. Changes in this dimension

of the development process which are attributable, in part, to WFP interventions need more attention; need to be better identified and measured. When physical assets are created *and* mindsets changed to insure the perpetuation of these assets, true and sustained development occurs. The way in which these intangible human resource assets are augmented as a result of food aid interventions requires more attention from WFP than has been the case to date. Recommendation 5 addresses this concern in part.

3. Systems and Procedures Supporting the CP

This section contains the comments of the Evaluation Team on five thematic areas of concern or interest to the WFP country programme in Ethiopia: i) the impact of WFP's decentralization processes; ii) the inadequacy of WFP's non-food budgetary support to the Ethiopia CP; iii) the importance of a significant VAM presence in Ethiopia; iv) the need for greatly expanded monitoring and evaluation of the elements of the CP; and v) the need for more informative and more timely reporting.

3.1 Decentralization

The Evaluation Team believes that WFP's on-going decentralization process has had less impact on the Ethiopia programme than on most other country programmes because Ethiopia has been a stand-alone office, as a result of the large size of its food aid programme. Thus, it has needed to call on outside technical and support staff less often than most country offices. It also helps, of course, that the constant spectre of drought and famine regularly propels Ethiopia into the global headlines and, consequently, into the forefront of concern of donor governments throughout the world. The moving of Africa Bureau backstopping from Rome to Kampala had not yet occurred at the time this Evaluation Report was being prepared, but the move should prove helpful to WFP operations in Ethiopia because Bureau personnel will be more readily available to Addis Ababa and better able to participate in Government of Ethiopia/WFP overall policy discussions and major presentations. To the extent this leads to greater budget and staff support for the Ethiopian CP and its policy direction, the move will, in all likelihood, have proved a decidedly helpful event.

The changing policy guidance and procedures that have accompanied the decentralization process have created some difficulty for WFP/Ethiopia in determining how best to comport with these new procedures, but apparently no more so than for other WFP field offices. The principal difficulty encountered has been with the new budgeting procedures and the SAP process, some aspects of which are still somewhat unclear to WFP staff in Addis Ababa. Thus far, insofar as the Evaluation Team could determine, the difficulties have not been insurmountable.

3.2 Non-food budget

If there is a major problem which has faced all elements of the Country Programme, it has been inadequate availability of non-food cash and commodity resources. Whatever the suppositions that undergird WFP policies governing how field offices will obtain needed financial, technical assistance and non-food commodity support, they seem not to be operating optimally in the Ethiopia situation. The lack of vital non-food resources clearly impedes WFP's ability to maximize the beneficial impact of its food aid resources in achieving food security and poverty reduction objectives. The lack of resources to purchase needed vehicles, to enhance capacity building, training and M&E, and to provide a large number of small but essential components is a serious problem in all three activities (although it may soon be less a problem for the school feeding activity, when promised non-food resources become available under the McGovern Initiative). In Project 2488, for example, $4.5 million in non-food items were planned, but just over $1 million has actually been received to date. Of six all-terrain vehicles in the plan, only one has been provided thus far. This is symptomatic of a far larger problem.

WFP policy changes in recent years relating, among other things, to the precept of "full cost recovery" have emphasized the need to mobilize non-food resources at the country level (ED Circular OED 98/003 and RE 98/01) or to seek other means to generate the needed funds. This has proved difficult in Ethiopia.

A major reason has been the lack of success in securing collaboration, sponsorship or partnerships for WFP's core activities from other donors.

The need to look outside of WFP for financial and other resources is essential for maximizing the beneficial impact of food resources. It is also an unresolved problem for the WFP/Ethiopia programme. The lack of adequate vehicles and motorcycles to enable regional and local government staff to manage and monitor the large number of project sites (e.g., 800 far-flung rural sites for project 2488 and 260 primary schools plus regional stores and zonal and wereda local government offices) is a major constraint. FFW and school feeding activities are particularly dependent upon adequate numbers of vehicles and local currency budgets adequate for operating and maintaining these vehicles and providing local travel expenses for staff. There are similar but more modest requirements for additional non-food budget support in the urban project. A particularly troubling aspect of inadequate non-food budgetary resources is that it adversely affects WFP's and the government's ability to plan and undertake substantive, on-going monitoring and evaluations utilizing locally available skills and enabling better understanding of long term programme and project impact. This, in turn, ultimately affects adversely subsequent project design or re-design. Recommendation 2 speaks to this issue.

Monetization of WFP imported food commodities has been an option in some country programmes in the past,[19] it is, however, not an option in Ethiopia at the present time. Currently, the official government policy is not to approve monetization of imported food by donor organizations, except on a case-by-case basis for selected NGOs. The few NGOs which have received general government approval for monetizing some of their imported foods have, in recent years, found it difficult to do so. There is opposition from domestic vegetable oil producers. Grain prices in Ethiopian markets are low, making it difficult to sell imported grain at anything approaching CIF or FOB parity. The problem has become so acute for some NGOs (e.g., CRS, Africare, CARE, and several others) that they are presently cutting back or closing operation of their urban programmes and laying off staff financed by monetization proceeds. Thus, monetization is out of the question for WFP/Ethiopia as a means of covering local costs associated with Country Programme activities.

The most likely answer to this problem lies in WFP/Ethiopia's increasing its efforts to engage other donor organizations – particularly those within the UN family – in more proactive partnering arrangements in which WFP and one or more of these potential partners jointly agree with participating government agencies to collaborate more closely in jointly-designed, jointly resourced, and jointly-implemented and monitored projects sharing common goals and objectives. This is further discussed, and a recommendation proposed, in the section on 'partnerships'.

3.3 Vulnerability Analysis and Mapping (VAM)

The VAM Unit in WFP/Ethiopia has become an essential component of poverty-focused economic development in Ethiopia. Its analysis and reporting is being increasingly used throughout the government and among many other donors – not just those providing food aid. Its primary mandate remains the identification of those both at risk of experiencing drought and other transitory shocks engendering acute food insecurity and famine as well as changing factors increasing household vulnerability (i.e., the magnitude of adversity suffered when a drought or other calamity occurs). But, increasingly, VAM, in close cooperation with the USAID-financed SERA project in DPPC, FEWSNET, Save the Children (UK), FAO's FIVIMS activity, and the EU's vulnerability assessment staff, has been attempting to improve the ability of WFP, the government, and these other donors and NGOs to identify households at risk of, or suffering from, chronic food insecurity and poverty and to devise means of monitoring the effectiveness and impact of project interventions aimed at reducing chronic food insecurity and poverty.

[19] Albeit less so, since WFP, as a matter of agency policy, has greatly reduced the instances where monetization is an approved method for generating local currency to support the particular country programme.

Of all the units in Ethiopia working in this field, VAM is regarded as technically the most accomplished. Interviews during the evaluation with other vulnerability and early warning monitoring agencies revealed uniformly high praise for the competence and professional skills of the VAM staff and the quality of analysis being generated. A large number of GIS maps are produced and up-dated regularly which have been a nearly indispensable tool for illustrating the geographic incidence of factors – singly and grouped – associated with acute food insecurity. As noted, the Unit is increasingly focusing on clusters of factors associated with the existence of chronic food insecurity, as well – a major and highly significant new task.

VAM data and analysis has been used by WFP for selection of target weredas for projects 2488 and 4929, and were also used by the World Bank and the government to select possible weredas for inclusion in the proposed World Bank-financed Food Security Project.

Thus far, VAM analysis has only allowed targeting to the wereda level. VAM is now working with SERA project household data, presently available for 16 weredas, to help develop and refine more precise and usable vulnerability index indicators to enable community and even household targeting. Is also working with Save the Children/UK which uses the food economy model to refine indicators and methodology.

Recommendation:

- VAM should work even more closely with the WFP's Development Unit in the future to help improve the quality of initial targeting and, perhaps equally as important, to enable better monitoring of targeting of households undertaken by the community leaders themselves. There is need to track who are benefited by WFP's FFW programme, by how much and for how long. This should be a major component of VAM efforts in the 2003-2006 CP period.

3.4 Monitoring and Evaluation

There have been several articles and monographs produced in the academic community in recent years calling into question the effectiveness or appropriateness of household level targeting in many poverty-focused development programmes in Ethiopia, including WFP and other FFW programmes.[20] In the absence of better monitoring data, it is difficult to assess the validity of these criticisms, or to offer offsetting evidence. It is vitally important for WFP and the government to be in a position to do so in order to help counter continuing assertions that FFW programmes in general do not deliver enduring poverty reduction or food insecurity alleviation.

In general, there is need to strengthen monitoring and evaluation in all three activities. VAM involvement can only be carried so far and it is therefore incumbent on WFP Development Unit staff and the involved Ethiopian Government regional bureaus and their respective staffs to undertake a more encompassing and timely series of monitoring and evaluation activities. Not only is there need to monitor the extent to which desired outputs are being achieved and the rate of progress toward objectives, there is also a need to use monitoring and evaluation results to help certify – or to call into question – the underlying assumptions and hypotheses that tie accomplishment of input or output-level results to achievement of major objectives and goals. The whole concept of sustainability needs to be quantified, measured and compared to assumptions about the nature, distribution, and resilience of 'sustained' improvements achieved as a result of WFP food inputs. In Project 2488, for example, there is a particular need to evaluate the long-term impact of FFW-created assets and changed community attitudes regarding the importance of land and water rehabilitation over the long term.

[20] See for example: Berhanu and Swinton 2001, Devereux 2000, Humphrey 1999, Webb 2000.

Recommendation:

- As a first step in this regard, WFP/Ethiopia should undertake a study of farmer attitudes toward soil and water conservation in 2488 Phase I, II and III sites vs. attitudes held by farmers in non-2488 erosion-prone locations to test the key hypothesis that WFP FFW-assisted interventions have changed mindsets and institutions regarding the importance of preserving and maintaining land and water assets over the long term. This and similar studies of validity and resilience of programmatic assumptions underpinning project 4929 and 5403 should be undertaken in the 2003-2006 CP period.

3.5 Reporting

A problem common to all three components of the CP is inadequate and untimely reporting by the implementing entities – regional bureaus of agriculture and education in projects 2488 and 4929 and NGOs and the PMU in project 5403. The reporting requirements in all three activities need to be enforced more vigorously. There is a consistent pattern of slow and inadequate reporting. This is particularly a problem relating to reporting from local government authorities on school feeding activities, but the problem is substantial and potentially as troubling in the other two activities as well. If government and WFP are to be able to spot and correct difficulties in individual activities in a timely way it is prompt and good reporting by activity implementers that will help enable corrective actions.

Recommendation:

- WFP/Ethiopia and regional bureau authorities should reach agreement on simplified reporting regimens for reporting on, among other things, commodity transport, storage and use in each of the three CP programmes – most essentially so in the school feeding programme – and introduce them as soon as possible. There should be rewards for excellent reporting; penalties for inadequate or tardy reporting.

4. Factors in the Effectiveness of the CP

4.1 National and Regional Government Involvement and Support

The Country Programme is characterized, across the board, by particularly good collaboration between WFP and central, regional, local government agencies and community groups in project design and implementation in all three activities and the EGS scheme. Evaluation Team interviews with government officials in the central development ministry, the sector ministries, the Addis Ababa regional government, regional officials in Amhara and Tigray regions, and with representatives of farmer associations, school feeding parents and community committees revealed excellent understanding of the activities by senior Ethiopian officials and local implementation staff as well. Without a single exception, responsible officials were not only well-briefed on the strategic and tactical aspects of the WFP projects, they evinced a firm grasp of project rationale and the use of food aid resources within the individual activities.

In the case of the Amhara Region administrative council – most of whom had been called away from their regional capital of Bahr Dar when the Evaluation Team was scheduled to visit – they were so keen on briefing the Team on their views of the importance of projects 2488, 4929, and the EGS support activity that they convinced the Team to fly to the regional capital, Bahr Dar, in the following week for a half-day of substantive discussions. Similarly, in Tigray, when the airline schedules were changed at the last minute, the regional bureau heads gathered, on two hours notice, for a three-hour evening meeting at a local hotel in Makelle to discuss WFP development assistance. In both regions, WFP food aid is clearly viewed as a significant development resource and regional authorities made it clear to the visiting Evaluation Team that it played a central role in regional development planning.

Central government officials in the development planning ministry as well as in the sector ministries were also extremely well informed about the entire WFP effort in Ethiopia – the development programme every bit as much as the relief effort – and took pains to demonstrate for the Evaluation Team how food aid continues to be a critically important element in the nation's overall development strategy, and will be so for a long time into the future.

The Plan of Operations tentatively agreed between WFP and the Government requires that the former provide agreed levels of food assistance and endeavour to provide designated amounts of non-food assistance, Internal Transport, Storage and Handling (ITSH) costs and supervisory, advisory and training technical assistance. WFP has had problems providing non-food assistance in the desired amounts.

The government tentatively agreed to provided designated project coordination staff, project management staff in the regions and weredas, adequate and timely reporting, vehicle operation and maintenance, internal (within regions) transport, storage and management of the food commodities, and designated recurrent costs. There have been problems in all three CP activities in the provision of appropriate government personnel at the bureau, zonal and wereda levels that need to be addressed. The ability to supervise and/or monitor all 800 Project 2488 sites and all 602 primary schools participating in the school feeding programme is adversely affected by inadequate allocation of staff to these tasks. The problem is exacerbated, of course, by the lack of motorcycles and other vehicles discussed previously. In addition, regional governments have not yet begun to cover all the costs associated with transport of food from regional stores to schools or other distribution points. This, too, must be addressed.

Recommendation:

- There is need, at the earliest possible moment, for a joint WFP/Ethiopia-government review, on an activity-by-activity basis and subsequently on a CP-wide basis, of the status of agreed contributions by all participating funding and implementing entities. From these discussions a revised schedule of contributions should be agreed to, signed, and implemented.

4.2 CCA/UNDAF

The Common Country Assessment (CCA) was prepared by the U.N. family of organizations in Ethiopia during 1998/99 and was officially promulgated in September, 1999 as guidance for the preparation of the United Nations Development Assistance Framework (UNDAF). Among other things, the CCA suggests that the complexity of the poverty situation in Ethiopia requires an "…inter-sectoral, multi-faceted and integrated approach…" requiring "…the empowerment of people…increased participation in decision making that affect[s] their lives, equitable and sustained growth and gender equality in all spheres of life."

A significant point made in the CCA, of considerable importance to WFP (and all donors, in fact) in the preparation of the up-coming CSO and CP is that "More than 90 percent of the students completing the high school level are joining the bulk of the unemployed every year." This fact reinforces the need to assign a particularly high priority to livelihood security-focused employment generation as an objective of the new development programme. It also reinforces the point that donor support to an education sector strategy in Ethiopia can only be effective where the economy is generating jobs at a rate sufficient to absorb school graduates. A strategy that simply increases the numbers of graduates and of those entering the rolls of the unemployed has been seen as a major destabilizing factor in other African countries (e.g., Ghana, Kenya) historically. The CCA also points to HIV/AIDS and food security as the two other top priorities for development programming in Ethiopia.

The UNDAF had not yet been finalized at the time of the Evaluation Team's visit. The Evaluation Team was, nonetheless, able to review the present draft of the UNDAF document (dated May, 2001) and has concluded that the present WFP Country Programme fits very well indeed within the proposed UNDAF mandate and addresses virtually all of the major operational goals of that framework document. Of the

six thematic objectives[21] identified in the UNDAF, WFP development assistance is already engaged, in one way or another, in addressing five. In Chapter 8 below, the Evaluation Team recommends that the new CSO add a new program elements in the near future to help address the sixth – "HIV/AIDS and Development".

In a meeting with the United Nations Resident Coordinator, the Evaluation Team was advised that "programmatic coherence" would be a major theme for all UN family members operating in Ethiopia under the new UNDAF, with a renewed emphasis on expanding collaborative efforts among UN member programmes. The Resident Coordinator stated that the present WFP programme was "right on the mark" with its FFW programme aimed at community-based environmental rehabilitation, and its school feeding programme focused on increasing rural primary school enrolments in the most food insecure districts. He noted that UNDP is working in similar fields, as is UNICEF, and that there are already excellent opportunities for these three organizations to cooperate more fully.

5. Meeting Commitments to Women

As noted before, Ethiopian government policy explicitly promotes development activities which are focused on improving the participation and status of women. In food security-related targeting criteria, indigent women, very poor women with dependents, and women-headed households are all given high priority. In Project 2488 and other FFW programmes, women are now increasingly likely to participate and increasingly represented in the community development committees designing and allocating FFW activities. Improving the enrolment rates of girls to boys in primary schools is an explicit objective of the school feeding initiative which, if successful in the long term, will greatly increase the average education levels of Ethiopian women which, studies in many developing countries suggest, should have a positive, cascading effect on other aspects of women's quality of life . Women are also the primary beneficiaries of the Urban project. At the halfway point in the present CP an estimated 70 percent of the beneficiaries in the initial phase of the Urban activity were women, approximately 46 percent of the beneficiaries of the school feeding project are female as are an estimated 44 percent of the direct beneficiaries of the FFW land rehabilitation project.

Within the WFP Country Office, there have been significant developments relating to gender concerns during the past 18 months. The office recruited a gender adviser responsible for consolidating the gender action plan (GAP), as well as being assigned to take the lead in internal advocacy and monitoring of gender issues. This officer is an active member of the UN, donor, government and NGO coordination groups on gender. Though women staff are well represented in top management in the WFP country office, the overall ratio of women to men actually decreased from 34% in 1998 to 28% in 2000, due primarily to recruitment of male staff in the sub-offices. A Gender Action Plan (GAP) has been developed and is reviewed biannually. Gender training courses are being offered to WFP staff and plans are underway to initiate gender training shortly for counterpart staff at the programme implementation level.

To that effect the Country Office is considering requiring that gender concerns be included in planning, monitoring, and reporting documents. Gender related activities, and gender disaggregated data should be included in all operational contracts with partners. Continuing efforts to increase the numbers of women involved with the programme, especially in the FFW activities should be given added impetus. The CO should support and encourage Government and implementing partners, e. g. NGOs, to recruit more female staff as a matter of both priority and policy. A stronger gender focus should increasingly permeate all levels of male/female staffing decisions, and should be sought for NGO participants, and in all

[21] The six are: i) sustained economic growth; ii) productive employment; iii) food security and sustained agricultural development; iv) access to basic social services; v) good governance; and vi) HIV/AIDS and development

community-based development activities. A gender focus aimed at raising the level of female participation implies that men are also part of the focus because of the need, in many cases to work to change long-standing male attitudes about the role and responsibilities of women in many aspects of Ethiopian society.

If there is an issue with the prevailing emphasis on promotion of gender focus in WFP's activities in Ethiopia, it is not with the goal, objectives, or implementation, it is with the risk that the *appearance* of progress will be found acceptable progress, even though the underlying reality of progress in the traditional mindsets and behaviour of beneficiary groups will be less robust. As has been cited in a number of places throughout the report and is again raised here, there is over-reliance on the reporting of *outputs* achieved (in case, for example, the increases in women members of community development committees, or numbers of girls in school) as if these were the objectives of a gender development programme, rather than the reporting of observed and measures progress toward objectives and goals. These outputs are means to objectives, not ends in themselves. The objective of a gender programme is to bring about changes in behaviour. To have people – whether leaders of groups, or members of groups – change traditional attitudes which have contributed to, and maintained over centuries, the poor status and quality of life of so many women in Ethiopia (and elsewhere, of course).

The point here is not to denigrate the achievement of important output levels, it is rather to point out that output achievement, no matter how well accomplished, is only part of the story. These outputs must be achieved within an overall development context that enables the translation of outputs into progress toward programme objectives and goals and enables women to participate fully and freely in that progress as both implementers and beneficiaries.

6. Contribution of Activities to Overall Program Objectives

The Evaluation Report has already described and commented extensively on numerous aspects of the individual activities that comprise the WFP Country Programme in Ethiopia. There remain, however, several key issues specific to one or another of the individual activity deserving of more extensive comment and, in some cases recommendations for action. These are presented and discussed in this section of the Report.

6.1 Participatory Rural Land Rehabilitation – Project 2488

"…no more will Ethiopia's soils flow to Sudan and Egypt."
– Axum Zonal Meeting

One cannot overstate the importance in the Ethiopian situation of the problems Project 2488 is designed to confront. Note, for example, the following observation by Professor Michael Lipton of Sussex University:

"…food availability and rural employment are increasingly constrained by per-person rural land and water availability - reduced not only by population growth against the land frontier, but also by pollution and depletion, perhaps sharply worsened by global warming which may also raise the variability of food output over time and space, and hence make the poor more vulnerable." (Lipton 2000)

In Ethiopia, it is particularly difficult to grapple with this increasing vulnerability among those households who attempt to earn their livelihoods from the land in the more heavily degraded areas of the drought-prone, semi-arid, food insecure districts – particularly so because there are, in fact, millions of Ethiopians confronting this difficult prospect. Project 2488 is a major attempt to do just that. A few of the issues needing further thought and resolution are discussed in the following section of the Evaluation Report.

Issue One: Does Project 2488 provide verifiable evidence that FFW can improve food insecurity and reduce poverty in the drought-prone areas of Ethiopia?

There are several knowledgeable observers who believe, in general, that FFW projects, by their very nature, are not particularly good at delivering development. Clay, for example, in reviewing the extensive literature pro and con on FFW, concludes:

"There remains a near unbridgeable gap in the literature between those who suggest that there are lessons for improvement to be learned from a mixed record, and the root-and-branch critics of food for work. The gap appears to remain because, as many writers suggest, public works and food aid supported food for work suffer from over ambitious statements of objective. Projects which are simultaneously highly successful in terms of employment and income generation, and have positive distributional benefits from asset creation in the long run, are few in number." (Clay 1986)

Project 2488 is the largest FFW programme in Sub-Saharan Africa (Humphrey 1999). Given its 20 year history, its size, evidence of having achieved significant progress toward the objective of halting erosion, restoring ground cover, reviving soils and increasing availability of water, and a history of outside observers calling for better and broader impact evaluations at the beneficiary level[22] there is need for WFP/Ethiopia with financial assistance from WFP/Rome to mount a substantial impact evaluation at the beneficiary level. Not only have FFW projects been criticised in general for not monitoring and evaluating beyond the "achievement of outputs" level but Project 2488 has been criticised specifically for not being able to demonstrate that the right households are being targeted, or the efficacy or magnitude of benefits realized by the recipients.

It is of the greatest importance at this juncture, not only for Project 2488, but more generally for WFP/Ethiopia and other proponents of FFW as a valid development instrument in Ethiopia that the results of 20 years of project implementation be carefully assessed in a statistically robust manner. The need is to demonstrate, convincingly, the magnitude of the contribution Project 2488 has made over those two decades – its successes as well as its failings – in terms of the numbers of people positively affected, the nature of the benefits derived and the extent geographically and temporally of sustained improvement in food security, poverty reduction, institutional strengthening and human capacity-building.

During its week in the field the Evaluation Team saw numerous instances of reforested hillsides which have remained forested years after Project 2488 had assisted the local communities to undertake that task. The Team saw numerous water catchments, springs and shallow wells delivering water in areas where, prior to the project, water had disappeared. The Team saw a large lake created behind a dam intended to provide water and energy to the town of Axum. The eroded hills surrounding the dam were losing soils at such a rate that the dam was threatened with heavy silting. Project 2488 enabled the hills to be protected and natural groundcovers and trees were planted. As a result the silting load diminished dramatically and both power and water continue to be available to Axum. This includes energy to the region's largest textile mill employing 10,000 unskilled workers who might otherwise be among the unemployed. The Team saw numerous instances of successful erosion controls having been established and maintained, farming being undertaken on terraced fields that ten years earlier had been nearly denuded steep slopes. Team members held discussions with farmers and development committee members in many locations in the two regions – Amhara and Tigray – visited. In conversing with these farmers, reviewing several of the community-level plans, speaking with local wereda, zonal and regional government officials at all levels, the Evaluation Team received the overall impression of successes having been achieved in many areas with some failures in others. In these latter locations local farmers had not protected the upper slopes, had cut down the trees planted, and allowing erosion to regain the upper hand.

[22] See Scollin 1986, Holt 1986, Humphrey 1999.

Clearly, however, there has been progress in a large number of areas. The nature, magnitude and the *importance* of this progress now needs to be quantified and analysis of its impact on beneficiaries undertaken to serve several purposes: i) WFP and government need to know whether the resources provided have generated sufficient benefit streams to have made the programme worthwhile (or not); ii) proponents of FFW as an effective development tool in eroded, drought-prone, food deficit, food insecure, and poverty plagued areas need a good case study to guide future FFW programmes in other areas of Ethiopia and elsewhere; iii) others who would argue the case in favour of FFW need evidence to bolster their case, and, in effect, counter Ed Clay's conclusion.

Recommendations:

- WFP/Ethiopia, with budgetary assistance from WFP/Rome must undertake a substantive evaluation of the impact – at the beneficiary level – of 20 years of Project 2488 implementation. This is a large project with a long history of having attempted to undertake a very difficult task under changing, but always difficult, circumstances.
- Depending on the results of such an evaluation, WFP/headquarters should consider developing a media presentation featuring Project 2488 as a particularly noteworthy example of a long-term WFP activity demonstrably improving food security in Ethiopia. This activity has enabled the transformation of heavily eroded lands into relatively well-watered, productive plots managed by farmers who have learned how to conserve these fundamental assets over the long term and who have increased food and livelihood security as a consequence.

Issue Two: How can the need for proactive partnering be met?

- Simultaneous partnering

In itself, Project 2488 cannot provide – even if definitively shown by the impact evaluation to have been as successful as the Evaluation Team surmises – all the elements required to deliver its clientele from poverty and food insecurity. To convert tens of thousands of households to a situation where they are able to produce enough from their lands, animals, and other sources of income to provide for household food needs and other essentials requires other forms of development assistance beyond that provided by the World Food Programme. Partners are required in order to provide added capacity for training, and technical and financial assistance to help local farmers' associations (by whatever name) and their members to better define markets for the goods they produce and the inputs they need to purchase. Partner organizations which can provide technical assistance in agronomics, storage, animal management, marketing, transport, household nutrition, health, and sanitation are required if the WFP activity is to deliver on its promise to assist target households in target weredas to escape from poverty and food insecurity. Both simultaneous and sequential partners are needed, the first to bolster the effectiveness of WFP programmes underway, the second to be responsible for further expanding household income-earning capacities once the FFW-supported phase of environmental rehabilitation is completed.

Box 1: The WFP – SOS-Sahel Partnership

"They bring the bees; we bring the flowers."
– WFP technician

The concept of simultaneous partnering is represented by a small but important pilot activity, combining WFP's food aid, local government agricultural staff, and production-enhancing technical assistance provided by an NGO. It is a good demonstration of how the positive benefit derived from efforts at environmental reclamation can be enhanced by efforts focused on increasing household income.

Partnering between WFP and another donor organization or NGO, based on a formal agreement, and undertaken with the blessing and active participation of the government has only recently begun in Project 2488 in Meket Wereda between WFP and a UK-based NGO, SOS-Sahel. This is a quite good example, albeit on a very small scale and at an early stage, of how partnering between FFW-based environmental rehabilitation and community-focused technical assistance from an NGO aimed at increasing smallholder productivity can be effectuated.

SOS-Sahel/Ethiopia have been working in North Wello Zone in northern Ethiopia for a number of years. During this time they have worked with a range of government organisations, NGOs and farmer groups in a series of studies, on-farm trials and other development interventions. Following identification by farmers of soil fertility as a major constraint to their production systems, work in north Wello focused on soil fertility management, leading to a determination of the range and severity of the soil fertility issues and the initiation of farmer-led trials on this theme. This led, in turn, to the decision to develop a partnership with WFP's Project 2488 enabling SOS-Sahel to focus on agronomic issues and raising farmers' income-earning potential while letting the government's agricultural field staff, with technical support and food aid from WFP, to focus on soil and water management and land rehabilitation.

One component being introduced by the SOS Sahel programme is bee keeping and honey production, using technology adapted from the so-called Kenya beehive model. A limiting factor, of course, is the availability of flowering plants on the dry, denuded slopes and fields. Honey cannot be made where there are no bees, but the bees are of little value without a profusion of flowering plants. The bund-building techniques that are being introduced by WFP, often foster the planting of fast-growing cash and other crops on top of, or adjacent to, the bund walls, since rain water is retained on or near these structures for longer periods of time. The growing of plants that provide increasing numbers of flowers for the bees is a natural consequence, particularly so, if the farmers are taught the importance of selecting the right plants and planting lots of them. Pigeon peas are a popular selection, since they also produce a popular legume for human consumption. Eventually, as water is retained for longer periods of time in the soils of the fields and terraces the numbers of flowering plants will multiply as will the availability of honey for sale – a nicely symbolic marriage of the differing approaches, assets created and combined benefits increasingly to be derived from the SOS-Sahel–WFP partnership.

"We need more training; we need some help because things are changing and we need to be ahead of the curve…we are moving into an integrated development approach in which production follows what WFP is doing with food for work."
– Axum zonal meeting

- Sequential partnering

The second part of this discussion deals with the key concept of "sequential partnering." This occurs when another donor follows WFP's food aid-based resuscitation of hillsides, soils and water with one or more agricultural and livestock production-focused activities or with social service-enhancing efforts in

education, health, nutrition, governance, gender enhancement and other programmes. These all build on the fundamentals of improved land, soil and water availability which serve to 'enable' the follow-on partner(s) to be more effective in delivering their benefits to the rural poor. The thesis, as applied to Project 2488 activities in Ethiopia, is that when WFP-sponsored FFW activities have succeeded in improving land, soils and water, have slowed or eliminated the worst manifestations of erosion, and have provided training to local agricultural staff and the opportunity for self-driven development activities by community groups, the stage is set for these groups to move on to a more production- or income enhancing stage of economic development. This is enabled not only by WFP's FFW activities but also by the changed local governance and social situations that have been energized by the participatory aspects of the FFW experience.

The array of experiences gained by participating community members, first in learning how to manage and conserve their natural resources, and then putting these lessons into practice. This is followed by involvement in planning, selection of participating households, actual asset creation, daily mini-self-evaluation, and eventually the accruing of long-term benefits which are the critical elements of the development effort. It is being involved in the process, perhaps more than the created assets themselves, that constitute the rootstock of sustained growth and development for the community and its members. In cases where researchers have criticised natural resource rehabilitation efforts as producing benefit streams of lesser present discounted value than the costs (viz. Bekele and Holden 2001), little or no benefit value is assigned to difficult-to-quantify improved capacity, enhanced governance, and beneficially enhanced institutions and mindsets that are, in fact, at the core of sustainable progress toward food and nutrition security and real poverty reduction in rural Ethiopia.

The real capitalization of the FFW investment occurs as a result of both FFW-related asset creation *and* activities to increase production and on- and off-farm employment generation which are, or should be, largely supported by other donors or NGOs. The entire process leading to lasting poverty reduction is multi-staged with participatory land rehabilitation as the first stage which create both the environment-improving assets and the farmer participatory experience enabling the later stages. This process then engenders substantial rural economic, social, and local governance-related development.

There may well be other potential partners already primed for further involvement in agricultural development related to land and soil rehabilitation. One example may be the International Fund for Agricultural Development. Michael Lipton told an IFAD audience recently:

"IFAD has increasingly concentrated on semi-arid and arid areas, which are home to a rising proportion of the world's poorest rural dwellers. Yet these areas are the most vulnerable to soil and water depletion, diversion and overuse, especially in the wake of agricultural intensification - and the least affected by high-yielding varieties or (due to relatively low population densities) by affordable irrigation. Arguably, the best service that public funds can render to drylands poverty reduction is to reduce environmental stresses on these areas…"(Lipton 2000)

What clearer indication might there be of the possibility for partnering with a major international development agency could be identified? The SOS-Sahel model represents one type of partner possibilities – i.e., the committed, but resource-strapped, international NGO. IFAD, major bilateral donors or UN sister agencies represent a potentially rich source of other partnerships. The World Bank's proposed food security project, USAID's food security strategic objective-related activities, the European Union's strong focus on improving food security, long term Scandinavian interest in social development activities in Ethiopia, and of course the large number of United Nations agencies active in Ethiopia – all present good possibilities for simultaneous or sequential partners for WFP in the 2003-2006 period. What, therefore, needs to be done in the proximate future, as part of the CSO-CP exercise is for WFP to discuss a variety of possible partnering options for programme and activity partnerships with all government, donor and NGO entities in any way associated with food and livelihood security and poverty reduction in Ethiopia.

Issue 3: The Evolution of Increased Beneficiary Participation

"The community is key to determining who should participate. You must listen to them."
- comment by a development committee member in Tigray

The evolution of methodologies used to increase community participation, greater involvement of women, improved geographic selection of appropriate target areas and the organizational strengthening and increasing involvement of regional and wereda officers has been particularly noteworthy over the years in Project 2488. In Phases I and II during the 1980s, the participation of farmers had been at the direction of local authorities. It is surmised that, as a result of the relative lack of popular participation in the targeting and selection of participants, and the lack of strong collaboration in designing the work arrangements and other procedures, there was a corresponding lack of ownership by participating communities and a higher rate of recidivism, once the active phase of the project was over. In the aftermath of the highly authoritarian, top-down, mobilization approach of the Derg government in 1991, a number of communities which had participated in the earlier phases of Project 2488 stopped maintaining some of the terraces, bunds, catchment dams, local roads and other assets which they had been directed to create by their local kebele and peasant association leadership and local government authorities. On the other hand, however, many other communities continued to preserve protected hillsides and maintain the bunds and check dams. Why some did and some did not is a question needing to be answered. Recommendation 5 is intended, in part, to address this issue.

In Phase 4 of Project 2488, popular participation is, clearly, the keystone of the entire effort. It starts with the initial preparation of the land use plans, with technical support provided by regional, zonal, and wereda agricultural staff. The participation continues into implementation, led by the individual community development committees. Individual self-appraisals and evaluations are an essential element as well.[23] The recent major effort to change and improve the work norms – especially for women workers – is a significant outcome of the participatory element, resulting in major improvements in project design. The level, vitality and scope of participation has risen considerably in these communities as a result of the project. Membership on the development committees, a symbol of prestige, is not a given. Committee members have to deliver results. In a meeting with a 14-member (5 of whom were women) development committee representing a 1,000 member farmer's association, one of the women members told the Evaluation Team "*if the people don't like how their development committee is working, they can always replace us… they have done it before…*" The very concept of development committee members recognizing they are being held responsible by the membership of the greater community for the outcomes of their actions represents major institutional progress derived, to a very considerable degree from WFP's food assistance to this community. It is an important dimension of the activity that is not well recognized, recorded, or measured. It should be.

6.2 Improving Education Through School Feeding: Project 4929

The School Feeding project, midway through the 1998-2005 CP period appear to be succeeding in achieving its three primary activity objectives of inducing enrolment increases, improving the nutritional status and learning capacity of primary school children and increasing the relative ratio of girl to boy students among the 260,000 participating students in 602 schools. The value of the daily food ration received by the students is viewed by their families as a valuable supplement to household income and helps to secure their willingness to send their children to school; something which they might not otherwise be willing or able to do. The increment of children – especially girls – attending school largely as a result of their receiving supplemental feeding at the school site is a measure of having achieved

[23] The Evaluation Team observed at least one instance of such a self-evaluation being conducted by a group of about 100 workers at the end of their work day, assessing how well they had done; who had performed best; who needed to contribute a greater effort. The Team was informed this was a normal occurrence.

success at the output level, as is the improvement in learning capacity attributable to the nutritional intake from the school feeding programme.

To be successful at the programme goal level, however, more than an attendance or transitory nutrition status objective must be attained. There must also have been, as a result of the school feeding project, a verifiable and lasting contribution to the reduction of those at risk of chronic food insecurity. The principal manner in which this would be signalled would be evidence that the beneficiary children are likely, as a result of their having attended school, to be less food insecure (or would be likely to raise their own children in a more food security environment) or that their families or communities have, as a result of other economic development activities been able to improve infant and child nutrition sufficiently that the continuing need of the school feeding programme has been reduced, or that the participating communities have been enabled, using their own resources, to continue the task of providing the food for continued school feeding after WFP assistance has been phased out, or shifted to other schools in other communities. While the Evaluation Team has been well satisfied that the project is working well at the output level, the contributions to WFP's overall development programme goals in Ethiopia that are likely to result from the school feeding project are less clear.

Recommendation:

- The relationship between the achievable outputs of the school feeding programme and substantial progress in achieving sustained household food security needs to be more clearly developed during the 2003-2006 CSO/CP design process by WFP/Ethiopia, the Ministry and Bureaus of Education, and authorities in the government responsible for promoting the government's food security strategy.

Issue 1: the need to insure that the school feeding project maximizes its contribution to WFP's overall objective in Ethiopia: improving food and nutrition security

This evaluation report has indicated in several sections that the school feeding programme seems to be doing a good job under difficult circumstances in delivering, preparing, and distributing nutritious foods to tens of thousands of primary school students in several hundred schools in drought-prone food insecure areas of Ethiopia. The issue is how can the project insure that doing so will contribute meaningfully to the larger problem of reducing chronic food insecurity and poverty over the longer term. The project must accomplish something more than feeding children in school for a few years in a manner that does not yield long-term improvement either in the food and nutrition security, overall poverty or quality of life of those children after they have completed school or for the community, region or nation as a whole as a result of the national school feeding programme.

While there is considerable data from outside Ethiopia suggesting the positive economic and social benefits that are derived from primary education for children of rural households, few studies have been conducted in Ethiopia. One such recent piece of field work was been carried out by Sharada Weir in 1999 using 1994 survey data from 1477 households in 18 Peasant Associations (of which six were in drought-prone areas) in 15 districts in 6 regions, Weir concludes that:

"Data drawn from a large household survey conducted in 1994 were used to estimate internal and external benefits of schooling in 14 cereal-producing villages. Empirical analyses reveal substantial internal (private) benefits of schooling for farmer productivity, particularly in terms of efficiency gains. However, a threshold effect is identified: at least four years of primary schooling are required to have a significant effect upon farm productivity. Evidence of strong external (social) benefits of schooling was also uncovered, suggesting that there may be considerable opportunities to take advantage of external benefits of schooling in terms of increased farm productivity if school enrolments in rural areas are increased." (Weir 1999:1)

This suggests that the success of the school feeding project rests quite strongly on the success of the entire education expansion and improvement effort of government. How much WFP's contribution to the school feeding – and how much school feeding as an element of overall education sector improvement – will contribute to the success of the overall education sector development effort might become a matter of concern, particularly so where there is not a strong link between schools selected for inclusion in the school feeding programme and schools which are included in major education sector development programmes. If WFP's food contribution to lasting educational development is to be effective, schools participating in the school feeding effort must also be included, at the same time, in the national upgrading and strengthening effort.

Recommendation:

- WFP/Ethiopia, the Ministry of Education, and Bureaus of Education in the participating regions should determine which, if any, of the schools selected for inclusion in the WFP-supported school feeding programme are not, either prior to, or during, implementation of the school feeding activity, being up-graded, expanded or otherwise improved as part of the government's Education Sector Development Programme. Any which are not so included should be added to the national education development programme at the earliest possible moment and provided with adequate classrooms, toilets, books and other teaching materials and, above all, sufficient numbers of trained teachers and other staff. School feeding activities should not be continued in schools which are not being upgraded and improved.

Issue 2: Strengthening the relation of the school feeding activity to the poverty reduction goals of both government and WFP

Another issue of concern to the Evaluation Team is the existence of quite distinct viewpoints within government and by outside knowledgeable observers about the relationship between school feeding on the one hand and efforts to reduce the incidence of food insecurity, overall poverty reduction programmes, or economic development, generally. The question is not whether the programme is feeding students, improving their nutritional status during the weeks they are in school or whether their performance in the classroom is improved as a result. The Team believes that these things are, in fact, being accomplished. The question has to do with the strength of the relationship of doing these things to the contribution they will make to achievement of food security and poverty reduction goals over the longer term. The following quotes provide context to the nature of the issue:

"A hungry student is not a good student."
- Ministry of Education Official

"*We are not comfortable with the school feeding programme; it does not solve the real problem…it is more of a stop-gap."*
- Ministry of Economic Development and Cooperation Official

"School feeding has a limited but positive impact – particularly as it represents an addition to household income."
- World Bank senior education advisor

These three quotes are taken from Evaluation Team's notes of meetings with a variety of organizations engaged in the economic and social development of Ethiopia. The Ministry and Regional Bureaus of Education are rightly concerned about the historical state of education in Ethiopia and have – also rightly – made it their foremost priority to broadly improve the education levels of the Ethiopia people in the shortest possible time. The school feeding programme is a major component of that effort in the poorer rural areas. During the course of the Evaluation, senior officials in the Ministry and in the regional bureaus of education were eloquent in the presentation of their views regarding the importance of school feeding in achieving Ethiopia's education objectives and of the priority they assign to it. They also noted

considerable evidence of success in increasing enrolment, particularly of girls, and of the importance of the nutritional benefits being derived by the participating students.

The perspective of some senior officials in MEDAC and of some regional economic planning officials with whom the Evaluation Team met was somewhat different. School feeding, while helpful and useful to those being fed, is, in effect, a safety net or transfer programme. It does not treat the causes or problems of poverty or food insecurity – at least not directly. The implication of this line of reasoning is clear. The provision of imported food to students in schools in the more food insecure rural areas needs to be a short- to medium-term programme implemented during a period of time while these poor regions are being helped to become more productive, more food secure and enabled over time to first reduce, then eliminate, the need for school feeding. Therefore, school feeding should not, in general, be undertaken in the absence of viable development activities in these same regions, aimed, among other things, at eliminating the causes of child malnutrition and low school attendance rates. Otherwise there is no discernable end to the school feeding requirement. The students graduate from primary school into an economic setting of continued high or disguised unemployment and low economic growth. Their own children will be equally poor, equally in need of school feeding.

The Senior World Bank advisor's comment adds the point that there is a real economic return to the household equal to the value of the net increase to the household's food supply created by the food being provided in school. This offsets to some unknown extent the provision of that food to that student at home for the days he/she is being fed in school. There is some discussion in the general literature on school feeding regarding the need to determine whether households with participating students reduce the food they provide to that student in order to increase food availability to other members of the family. In other instances, students bring home and share with siblings some of the food provided in the school. The Team heard anecdotal accounts of students sharing at home a portion of the biscuits that have formed part of the ration in many schools in the WFP-supported programme to date. If so, this, presumably, will end with the substitution of McGovern Initiative imported CSM for the previous locally-produced food rations provided to the students.

The Evaluation Team's conclusion from this discussion is that to be successful at the "objective" or "goal" level, the school feeding effort must be put into an appropriate context. It must be seen by all parties – central government ministries, regional bureaus, the donor community at large, and the participating communities – as one component – an *important* component – of an overall, relatively well-integrated, community-focused, multi-pronged, development programme aimed at reducing poverty, increasing productivity and household incomes, and reducing food and nutrition insecurity. To the extent that present school feeding sites are not in locations with activities underway or planned that are intended to accomplish these activities, such development-focused activities should be initiated in school feeding programme areas as a matter of priority. A principal goal of rural development in Ethiopia is to achieve a scenario in community after community where households have become sufficiently better off that they have become able to feed their children sufficiently well at home, and/or where they as a community are able to provide for the feeding in the local school of their school-age children using their own resources. If this does not occur, stand-alone school feeding programmes in areas unserved by other development programmes will need to be continued indefinitely, as each new group of students continues to evince the same undernutrition and poverty as all ones who came before. This is not a desirable outcome.

Recommendation:

- Targeting of schools within the school feeding initiative should be more closely aligned with implementation of other development activities – including those undertaken under Project 2488 – in order that improvements in livelihoods engendered under these other activities can enable households themselves eventually to provide better nutrition at home for their children. This would allow an orderly phasing out in these schools over time and consequent extension of school feeding opportunities to equally needy students in other schools.

Issue 3: the need for assured continuing support through the lifetime of each school's feeding requirement.

The third issue relates to the imperative that once a school is included in the school feeding programme, that adequate food is consistently available at that school for all the students for all the days they attend throughout the life of the school feeding programme. This, in turn, requires that the U.S. Department of Agriculture, the source of the McGovern Initiative foodstuffs, continue to be able to make sufficient food available to WFP in each and every year of the programme's lifetime; that WFP be consistently able to provide the promised food to the regional bureaus of education; that these regional bureaus are able to deliver the food to the schools in a timely manner; and that the school sites are able to store, prepare, and distribute the food on a daily basis. Thus far, although there have been a few hiccups in this process, it seems to have operated reasonably well, according to those interviewed.

The processes connected with ensuring the continuing availability of the food are raised as an issue only insofar as all parties should remain aware that, as now seems likely, all or most of the foods used from 2001 onward will be imported from U.S. Section 416(b) surplus stocks made available under the McGovern Initiative. The assurance of food availability under Section 416(b) has recently been a matter of concern in the U.S. Congress and efforts are underway there to improve the likelihood that sufficient foods will be available for school feeding and pre-school feeding programmes in many countries.[24] Until there is final resolution of a source of food for the McGovern Initiative school feeding programme globally, there is always the chance that agricultural production shortfalls in some commodities in the U.S. might affect future year food available for the Ethiopia programme.

6.3 Urban Food Facility Programme: Project 5403

This project, albeit relatively small, is of considerable importance for many reasons. First there is some urgency associated with finding more effective ways to confront the causes and consequences of urban poverty in Addis Ababa. Second, is the equally urgent need to provide a viable context in which both government and the NGO community gain ever-more-valuable experience working with each other on urban poverty issues. The food aid resource is an enabling mechanism in allowing that to happen. WFP food support to existing development-oriented NGOs and local government authorities is an approach holding the promise of programmatic sustainability over the longer term. But this will be true only if both types of organizations can be strengthened in terms of their planning, management and organizational competencies, leading to more efficient use of resources, increased cooperation and collaboration with other organizations focused on the same objectives, and improving effectiveness of reprogramming based, in turn, on better monitoring and evaluation. Third, of course, is the need to find an appropriate balance between using WFP's food aid resources in Ethiopia to assist the urban food insecure poor as well as the food insecure poor in the rural areas. The urban problem, while much smaller at the moment, will grow rapidly in the future as an inevitable consequence of social, cultural and economic change leading to systemic changes in the urban/rural population ratio. Food aid should be an important contributing factor in reducing urban food insecurity and poverty.

The present phase of the urban project, initiated in January 2001, has been slow getting underway. Causes include: slow implementation of the pilot phase, human resource constraints in intermediary organizations, a cumbersome approval process, and the complex nature of a project operating in multiple

[24] "The 107th Congress may address issues raised in the Senate Agriculture Committee hearings, including, whether and how to secure a more stable source of funding for an international food for education and child nutrition program and whether such a program would reduce food aid resources available for other food aid programs. H.R. 1700, introduced in the House on May 3, 2001, directs the Secretary of Agriculture, using Section 416(b) of the Agriculture Act of 1949, to establish and expand overseas preschool and school feeding programs, and maternal, infant, and child nutrition programs." (Hanrahan 2001)

sectors – each with its own set of hurdles. None of the 21 proposed intermediaries was yet operational at the time of the Evaluation, in June 2001. The Operational Contract between government and WFP was, in fact, not finalised until May 2001. Presently, 42 proposals have been received and are under review by the joint project management unit. Although none had yet been approved, initial approvals were expected in July and August 2001 with implementation to follow shortly thereafter. Both the regional government and WFP/Ethiopia believe that significant progress is finally being made and both continue, rightly, to assign the highest priority to developing a successful program to combat poverty in urban Ethiopia.

As with the other two primary elements of the WFP Country Programme, there are some issues worthy of highlighting. In the case of the urban project, given its relative new status and small size, these are issues related more to the proximate future than to past activities.

Issue 1: Most of the NGOs through which WFP food aid is channelled in search of development results need strengthening in management and administrative skills, and are characteristically under-financed.

Many of the NGOs through which WFP resources are intended to flow have been involved in care-giving, safety net and transfer programmes for the elderly, orphaned, sick, malnourished and abjectly poor residents of Addis Ababa for many years. Some have been further engaged in micro-development projects involving neighbourhood infrastructure improvement, skills training, maternal and child health, micro-credit for poor women and micro-enterprise training. For most urban NGOs and local government agencies, the target group is to a considerable degree comprised of abjectly poor women who are often heads of households. The total number of participating poor, however, is a relatively small segment of the total number of the abjectly poor in Addis Ababa who are not only resource poor, but unhealthy, malnourished and leading virtually hopeless lives, devoid of options or choices for improvement. In many cases the NGOs and community-based organizations who carry the brunt of the local urban development process are themselves small, undermanned, under-financed and in need of technical assistance as well as food and financial assistance for the programmes they operate. Many of those scheduled to receive food and other assistance from WFP are also recipients of assistance from bilateral donors, larger international NGOs, and private organizations. Presently, it appears the level of this assistance is falling off (see next issue) which may have the effect of further retarding efforts to carry out their poverty reduction mandates.

If the WFP-supported urban project is to provide significant and enduring improvements in the lives of targeted urban poor households, a considerable effort will continue to be needed to help NGOs and local government agencies strengthen themselves to the point where they can offer realistic *development* opportunities to more of those they now care for. WFP has included additional technical assistance and training to NGO and local government staff under the 2001-2003 extension. This is a significant step. More of this type of assistance will be needed, however, and, as was the case with the land rehabilitation and school feeding projects, other donor partners are needed. There should be a way, for example, to link some of the urban kebeles (neighbourhood associations) being assisted under one or more of the WFP-assisted NGO programmes to ESRDF (Ethiopian Social Rehabilitation and Development Fund) grants. While primarily focused on rural poverty, the ESRDF is intending to increase its focus on urban poverty in the future. There is need to discuss the possibility of partnering with government and the World Bank – the principal funding source of the ESRDF.

Box 2: A Potential Urban Partner with an Important Gender Emphasis:
The Ethiopian Social Rehabilitation and Development Fund

" The ESRDF has developed a gender impact assessment and action plan consisting of four elements: a gender checklist to identify whether a sub-project has a potentially negative impact on women; efforts to recruit women staff; a management information system to monitor the participation of women and the impact of sub-projects on women. A Primary Health Sub-Projects ($ 28.85 million) component will provide communities with the basic health facilities and services needed to improve access to essential preventive and curative health care and nutrition monitoring. These activities could take the form of promotional, educational, and training activities at the community level aimed at supporting the NGO public health programs run by regional bureaus and NGO providers of health care. Through this component, the ESRDF can provide programs to educate communities, and especially women, in basic health practices and disease prevention, good nutrition practices and the importance of periodic assessment of children's nutritional status, and the use of family planning methods. The Fund will pilot the use of labor-saving devices (such as grinding mills and oil presses) and methods to help alleviate the burden of women's work, to encourage greater attention to family health and nutrition. Sub-projects under a Basic Education Sub-Projects ($ 26.80 million) component will include the rehabilitation, expansion, or construction, and equipping of primary schools, based on accepted Government standards, and (ii) adult training, including literacy training (especially for women), training in the use of simple technologies and methods, training in business-related skills, training for special groups such as farmers and those responsible for water management, and training for communities in needs identification and project management. The rural water supply sub-projects will assist not only in raising the health standards of rural communities, but also assist in reducing women's burden of fetching water."
- http://www.worldbank.org/gender/opera/2841et.htm

Issue 2: Several of the larger international donors are curtailing their urban programmes at the same time that WFP assistance is increasing.

The problem for these larger international NGOs is that the source of their local operating funds (including financial, training, and technical assistance for Ethiopian NGOs) has been the monetization of donor food – principally vegetable oil and wheat. As noted previously, monetization is generally not consistent with government policy, with exceptions made only for a few of these NGOs. The latter have had considerably difficulty in recent years in being able to monetize (sell) the imported food for prices enabling them to stay above food donor-established price floors. Both cereal and edible oil prices have been extremely low for at least the past year. As a consequence, international NGOs such as Catholic Relief Services and CARE, USA have had difficulty in monetizing sufficient quantities of food to generate needed levels of local currency. They are having to curtail their financial support for urban NGOs with whom they have operated, in many cases, for several years. Some of these NGOs are also part of the WFP urban project. Therefore, at a time when these NGOs need all the support they can get – particularly local currency support – which had come to a considerable degree from the monetization proceeds of the larger international NGOs, total support seems to be waning, not increasing. The net effect may be to further weaken the ability of some of the 14 NGOs included in Project 5403 to manage, monitor and implement their activities.

Issue 3: The is considerable difficulty inherent in quantifying progress under the Urban Project.

There will be a crucial need for participating NGOs and local government units to be able to quantify progress toward sustainable food security and poverty reduction enabled under the WFP Urban Project. Better monitoring and reporting is only part of the need. A methodology for relating the outputs achieved (as revealed by good monitoring and reporting) to the overall objectives of the programme is essential. The testing of the hypothesis relating MCH delivery, improved long-term nutritional status, or women's training programmes to actual increases in household income levels, or other signals of improved quality

of life for the participating individuals and their families must become a part of the design of the Urban Project. For MCH activities, for example, the most important test of effectiveness should not be the numbers of women and infants attending MCH clinics. Rather, the real test of effectiveness ought to be the numbers of women and children who attend the clinic only once and who, because of what the mothers have learned there never have to attend again because the mother or child is malnourished. The measurement ought to be the extent to which their infants remain "in the green" on the colour-coded growth monitoring chart after attending MCH clinic sessions. Effectiveness ought to be monitored by how well the mothers are applying at home the nutritional lessons learned at the clinic. The effectiveness of skills training activities ought to be measured in terms of employment secured or increases in household income resulting from the training, rather than the numbers of people trained which is an intermediate "output" indicator rather than an objective- or goal-level indicator of progress toward improved food security or livelihood security. There is, thus, need to find low cost ways to measure the impact of the urban project on the lives of the urban poor beneficiaries beyond counting the number who participate in one or more of the NGO or local government programmes offered.

Recommendation:

- There is insufficient understanding of how the NGOs and government agencies participating in Project 5403 determine: i) who among the poor urban population qualify for assistance, ii) what is the near-term impact of that assistance, and iii) what changes, if any, in the lives of the beneficiaries are likely to result from having received that assistance. WFP/Ethiopia, working with its local government and NGO partners, should develop an improved targeting methodology to help assure that implementing partners select appropriate beneficiaries from among the food insecure urban poor.

7. Enabling Development

There are five focus areas at the core of WFP's Enabling Development policy. These are:

- enabling young children and expectant and nursing mothers to meet their nutrition-related health needs
- enabling poor households to invest in human capital through education and training
- making it possible for poor families to gain and preserve assets
- mitigating the effects of natural disasters in areas vulnerable to recurring crises of this kind, and
- enabling households which depend on degraded natural resources for their food security to transition to more sustainable livelihoods

7.1 Compatibility of current activities/projects with Enabling Development

The discussion throughout this Evaluation Report has already highlighted the numerous ways the WFP Country Programme in Ethiopia is fundamentally enabling the economic development of the food insecure rural and urban poor. It is, in truth, the primary and overriding theme of the entire Report. Therefore, this section need but briefly recap the nature of the 'enabling' dimension of the activities of the programme already discussed at length – and often – elsewhere.

WFP/Ethiopia's Country Programme directly addresses each of the five themes of WFP's overall Enabling Development philosophy. The Urban Food Facility focuses on enabling infants and their pregnant or nursing mothers to meet their special nutrition-related health needs. The School Feeding Initiative, in particular, is an investment in human capital formation intended to produce better educated and better nourished girls and boys. The Land Rehabilitation activity and the support for the experimental aspects of the Employment Generation Scheme help poor families to gain and preserve physical assets, mitigate the effects of natural disasters in areas vulnerable to recurring crises and, of course, enables households which depend on degraded natural resources for their food security to move

toward more sustainable livelihoods. All emphasize local participation by beneficiaries, careful targeting, particular focus on the advancement of women's interests, close, collegial, collaboration with central increased partnering with other donor and implementing partners.

The largest project in WFP's Ethiopia programme – Participatory Rural Land Rehabilitation (2488) – uses FFW not only to regenerate degraded, eroded lands and re-establish sources of water but to fundamentally change the ways poor farmer households in rural communities act in relation to these essential assets. Successful rehabilitation of the land and water sources is profoundly "enabling" of all development programs to follow; it regenerates a physical base upon which WFP or other donors can build productivity enhancing, income generating activities which are the means enabling these households to rise out of destitution and chronic malnutrition. What makes this program in Ethiopia almost unique in WFP's experience in Sub-Saharan Africa is the fact that this and predecessor phases have been focused on this objective for nearly 20 years in drought-prone areas among chronically malnourished people. A large number of watersheds have been improved; hillsides reforested; aquifers recharged. The communities that earn their livelihoods from these resources have – to varying degrees – been enabled to participate in development in ways impossible without the land and water rehabilitation accomplished under 2488.

The school feeding activity is fully focused on helping the poor – particularly the young daughters of poor rural households – to build human capital through education and training. As discussed extensively elsewhere in this report, the activity's long term ability to do so will depend on whether the overall social, political, cultural and economic context into which young primary school graduates will emerge will itself be enabling of a *sustainable* emergence from abject poverty and food insecurity. The fact that other development processes have to function appropriately to achieve this objective is not in any way a fault of the school feeding activity, but means that tracking the success of this activity in helping achieve food security and poverty reduction outcomes requires that the positive and negative contributions of these externalities be considered as well.

The urban activity is focused on enabling NGOs and local government entities to improve their capacities to increase the scope of nutrition-focused maternal and child health projects both in terms of numbers of participant-beneficiaries and the effectiveness of the these programmes in reducing the consequences of poverty. It also assists NGO projects to increase the focus on training, creation of employment opportunities, and skills development intended to reduce the numbers of abjectly poor urban residents. The target group is largely comprised of very poor women and their dependant children. The key to an eventually effective use of food aid will be the extent to which the intermediaries are able to improve effectiveness and expand the number of participating beneficiaries substantially. The "enabling" aspect to be measured – and considered carefully in future iterations of support for urban activities – is whether the Urban Project has enabled poverty reduction and achievement of food security and livelihood security objects just a little or considerably.[25] The idea ought to be to move the project from the former to the latter during its lifetime. Again, as has been so often discussed in this Report, the issue is being able to *measure* the amount of "enabling" that has been accomplished and to try to compare this "enabling quotient", at least notionally, to some standard.

A primary issue in terms of WFP's effectiveness in "enabling" (and being able to measure the amount of "enabling" actually accomplished in the overall economic and social development of the food insecure poor is the unavoidable need for external agents – other sources of development aid, the government policy environment, climatological factors and the willingness of the participant poor to effectuate new attitudes and approaches – to capitalize the enabling environment created by WFP's food assistance. The dictionary definition of "enabling" is "to make possible or easy." All of WFP's activities in Ethiopia are efforts to do just that and, as is noted throughout the Evaluation Report, the country programme appears

[25] No less true for WFP's other activities as well.

to have succeeded quite well in carrying out this mandate, particularly in the Participatory Land Rehabilitation activity.

The better the attainment of the state of "having enabled" in each activity – and for the programme overall – the smaller the gap, the shorter the time, to the full achievement of the goal of sustainable food and livelihood security – in a future environment characterized by reduced levels of poverty for substantial numbers of the poorest, most vulnerable Ethiopian citizens. The task ahead is to position the participating beneficiaries in such a way as to best able take advantage of the resources now – and in the future – being brought into play by partner development agents.

7.2 Strategy Considerations for the 2003-2006 CSO/CP

This section is intended to offer additional suggestions intended to guide development of the CSO/CP. Much of this Evaluation – its conclusions, findings and recommendations – has been presented with the next round of programme development in mind. What is included in this section is a brief recap and some additional thinking.

An absolutely essential point that needs to be made is this: *government and donors working together – WFP included – must pick up the pace of development in Ethiopia if the process is to get ahead of the forces counteracting development.*

In Ethiopia, perhaps more than almost any other country in the world, it is the "up the down escalator" problem that faces government and donors alike. Among the strong and unrelenting forces carrying the population downward, toward even more difficult circumstances are the following:

- rapid population growth,
- depleted soils and declining water availability in many areas with high population density,
- deforestation and declining ground cover leading to increased aridity and further erosion,
- continuing average low levels of per capita productivity in even the best agricultural areas,
- deteriorating rather than improving overall transport infrastructure conditions, with associated high transport costs,
- increasing – and increasingly variable – costs of needed imports associated with decreasing prices for traditional Ethiopian exports, and
- low levels of investment in enterprise; a low level of involvement in the financial, technological, and communication forces constituting "globalisation".

All of these factors increase the downward momentum of the escalator. The combined factors engaged in the economic development of Ethiopia must be more than sufficient to overcome those downward forces and to reverse the direction of the escalator. If one looks at what has been accomplished in Ethiopian economic development over the past three decades, or even in the most recent decade, the combined thrust of factors trying to climb that downward moving escalator have thus far not been adequate to offer the average Ethiopian citizen hope of significant betterment in the next decade or even in the next half century. While there may be dispute over the average growth in per capita GDP over the decade of the 1990s, no matter which data are used, there is little cause for optimism for Ethiopia to become mush less poverty-stricken without a vastly increased rate of growth and a larger, better managed, and more carefully deployed array of development tools – including food aid resources – than has been the case in the past. The 2003-2006 CSO/CP, operating in an environment governed by the precepts of the UNDAF, the final version of the PRSP, and WFP's overall policy direction, must be developed with that in mind. Whatever the level of food and non-food resources eventually are made available to WFP/Ethiopia, they must be utilized in such a way as to make the largest and most sustainable impact in achieving greater livelihood and food security for a significant portion of the abjectly poor in Ethiopia.

As WFP/Ethiopia is well aware, the timetable for the next country programme must accord with the programming cycles of the other UN organizations, i.e. 2002-2007. WFP is planning to speed up its own programming cycle to harmonized it with the other members of the UN family in Ethiopia with the present intention being that the WFP CSO/CP will cover the 2003-2006 period. Thus work on the next CSO is scheduled to commence in October 2001. The Evaluation Team strongly endorses this timetable.

It is absolutely certain that Ethiopia will need high levels of food assistance well into the 21st century. In the decades ahead, Ethiopia is likely, in many if not most years, to fall short in making enough food available through domestic production or the marketplace to feed its steadily increasing population. Large food imports will almost certainly be required to fill the gap between availability and nutritional need. WFP should assume that it will continue to be called upon to provide food in the context of government and other donor efforts to speed the pace of development. It should plan accordingly.

The 2003-2006 CSO should be developed using a "sustainable livelihoods" approach, employing the argument that improving subsistence farming alone cannot sustain an Ethiopia to be populated within 20 years by more than 100 million people. Other livelihood options, including increased focus on raising household on-farm and off-farm income must be pursued, and there will be an important role for food aid – *partnered with the resources of other donors* – in this process.

In addition, WFP food aid will be needed to confront the impact on Ethiopia's poor of the spreading HIV/AIDS epidemic. Already an estimated 2.4-3.0 million Ethiopians are HIV positive – the second largest absolute figure in Sub-Saharan Africa. It will be the task of the new CSO/CP to ensure that, to the largest extent possible, WFP food be used to combat the effects of HIV/AIDS, but in ways more than just relief for HIV/AIDS sufferers and their families. The affected households and communities must be assisted to remain productive.

The WFP country office should consider reviewing the design of the urban project in light of a realistic and objective analysis of achievements in the original phase. The review should analyse carefully CP objectives, multiple constraints on implementing the original phase, and assess what is likely (and what is not likely) to be accomplished by WFP and its partners. This analytical process almost certainly will require: i) prioritisation of objectives; ii) focusing on fewer components; iii) targeting fewer categories of beneficiaries, and iv) limiting the number of implementing partners. The net effect should be to simplify management of the various components of the project and increasing the measurement of progress and impact.

Finally, in looking ahead to the array programme activities that will constitute the 2003-2006 a system enabling WFP/Ethiopia to rank these activities in some sort of order in terms of their individual array of contributions to achieving programme objectives and goals is proposed. It is a simple "four star" ranking method that can be modified and expanded as WFP/Ethiopia management and staff wish. Under this ranking system each activity is assigned from zero to four stars[26] depending on whether it is succeeding in one, two, three, or all four of these generic categories:

First star – awarded to activities providing food to hungry people in the near term enabling them to be productive (or, in the case, of infants and small children, enabling them to continue to grow physically and cognitively).

Second star – awarded to activities that are generating: i) improving livelihood security (as measured in the specific context of the particular activity), ii) economic assets, iii) employment opportunities for the poor beneficiaries, especially women, iv)

[26] By a committee comprised of WFP/Ethiopia, government representatives and a representative from an outside organization – preferably an enterprise or other private entity.

Third star – awarded when the livelihood security or food security progress being engendered by the activity is seen likely to become sustainable over the longer term, after the phasing out of food assistance.

Fourth star – awarded for having changed attitudes and "mindsets" among the poor – constituting real institutional development – which will help maintain the direction and momentum of economic development. Examples include: attitudes toward women's participation in development as exponents as well as beneficiaries; farmer attitudes toward preserving protected and replanted hillsides and soil and water management; community leaders' attitudes about being beholden to the community.

Each of the awarded stars can be colour-coded, indicating whether the contribution is minimally adequate (red star), is a reasonably good and sustainable contribution, under the real-world circumstances in which the activity operates (silver star), or making a demonstrably exceptional contribution (gold star). The best possible over country programme ranking would, thus, be where each activity had reached the point of having four gold stars. The utility of this rating programme is that it is easy to understand, transparent and has the ability to be re-done each year. The system helps in understanding that there are many levels that have to analysed in determining the effectiveness of any activity to overall programme goals. This suggested star system allows for fairly thoughtful analysis of those contributions and the ranking of activities against each other. The comparative costs in terms of food and non-food resources in each activity can also be reviewed in terms of whether a disproportionate share of programme resources might be flowing into activities with few stars of the wrong colour.

8. Conclusions, Recommendations and Lessons

8.1 Conclusions

First, the Report returns to the four questions posed in Chapter 2. The summary conclusions regarding how well the WFP CP responds to each of these elemental questions follows:

- ***Does the programme make sense in light of Ethiopia's problems and needs?*** Yes, it clearly makes good sense. It is a large programme, as the Ethiopian situation requires. Its largest element, project 2488, is focused more than any other programme of any other donor on one of the major causes of rural poverty. The school feeding programme is a major contribution to turning around Ethiopia's low primary school enrolment rate. The Urban project is the beginning of what may be a long and important experiment to strengthen urban based NGOs and local government agencies in anticipation of a growing urban poverty problem in the years ahead. The relative allocation of food resources between the three principal components seems appropriate, given the underlying importance of reviving the lands and soils in order to enable other components of a full development package to – literally – take root.

- ***Is the programme appropriately focused on what is required to achieve its goals?*** The answer is a nearly unqualified yes. This conclusion is premised on the concept discussed in Chapter 2 of discrete strategic objectives for WFP's food aid programme not necessarily linked to each other, but strongly linked to the government's and donor's conception of the overall development strategy. However, a second principal theme which has been touched on throughout this Report is that achievement of food security and livelihood security goals requires resources from both simultaneous and sequential partners. Achievement of goals requires more than the focus of WFP resources. It requires a similar focus by donors willing and able to add non-food resources to the WFP food-assisted effort and/or to use their resources to continue development processes initiated and enables under WFP auspices.

- ***Is it well targeted on beneficiaries?*** The targeting aspects of the programme need additional work. As noted elsewhere in this Report, Project 2488 and other FFW projects in Ethiopia have been criticised for allowing the non-poorest to participate in activities intended specifically for the poorest individuals or households. This needs to be investigated and, to the extent it is true in more than a relatively few cases, steps should be taken to insure that the non-poorest are not selected for participation in FFW activities. In the school feeding activity, further research on the characteristics of households of students participating in the school feeding programme should be undertaken to better understand the underlying causes of the children's malnutrition. Thus far targeting in Project 4929 has been geographical. Additional information is needed at the beneficiary level, especially so, if ways are to be identified that would enable these households to provide better nutrition at home or the development of school-by-school community-based school feeding efforts are to be pursued successfully. There is insufficient knowledge of how targeting is undertaken by the participating intermediaries in the Urban Project. As noted elsewhere, this needs to be better understood.

- **Is it effective?** Overall, the CP receives a high score for effectiveness. The Ethiopian development environment is complex and difficult to work in. Effectiveness in achieving programme objectives and goals can be a somewhat nebulous concept where actually "being effective" is highly dependent upon exogenous variables or externalities. This Evaluation Report has devoted considerable attention to suggesting ways of better measuring effectiveness. At the programme level, "effectiveness" needs to be measured in ways that emphasize:
  - real impact on the quality of lives of poor people in terms of how much – and for how long – are food security and livelihood security enhanced/improved?
  - how sustainable are (or are likely to be) the achievements at the "objectives" or "goal" levels after WFP assistance has been phased out?
  - how likely is it that the communities, school children and their families, and the urban poor beneficiaries targeted by WFP's assistance have been enabled to move to another stage in their economic and social development?
  - how replicable are these activities in other communities, rural and urban, with or without WFP assistance?

Within a very difficult operating environment in Ethiopia, the 1998-2003 CP effort has, through the first half of its programme period, done very well. The array of activities has taken good advantage of the nature of the food aid resource in confronting several of the most pressing problems confronting 21st Century Ethiopia. The effectiveness of the entire effort has been, and continues to be, greatly enhanced because of the solid, highly professional relationships that have been established between WFP/Ethiopia and the government at central, regional and local levels. This situation reflects well on both the WFP and government sides. In the remainder of the present CP period, and especially in the upcoming 2003-2006 CP, effectiveness will depend to a very large degree on having achieved substantially more partnering with other donor partners and additional NGOs.

8.2 Recommendations

A total of thirteen recommendations are found throughout the Evaluation Report. They are:

- The 2003-2006 CP, unlike the present programme, should have an accompanying CSO.
- The need for WFP/Ethiopia to be more proactive in securing complimentary non-food resources to extend the effectiveness of its food aid.
- The related need for WFP/Ethiopia and regional government authorities to seek more partnering opportunities with other bilateral and multilateral donors.

- VAM should work closely with the Development Unit to improve the quality of initial targeting and to help improve community-based monitoring of impact as a major component of the 2003-2006 CP.
- WFP/Ethiopia should undertake a survey of farmer attitude changes toward conservation that can be attributed to Phases I, II and III of Project 2488.
- For WFP and Ethiopian Government agencies to agree on improved reporting formats and timetables for all activities.
- For WFP/Ethiopia and the government to undertake a mutual review of the status of agreed contributions and to prepare a revised schedule for the remainder of the present CP.
- For WFP/Ethiopia to undertake a substantive impact evaluation of 20 years of project 2488 implementation.
- For WFP/Rome to consider developing a media presentation of Project 2488 as a noteworthy example of utility of FFW programmes in land rehabilitation.
- To more clearly develop the relationship between achievement of output targets in the school feeding activity and achievement of the overall food security goal.
- For WFP/Ethiopia and government education agencies to insure that Project 2949 schools are either already included in the government's overall education sector development programme, or that they are added to it as soon as possible.
- For WFP and the government to target Project 4929 schools in areas where other economic development activities are underway or proposed in order that these communities could eventually be able to take over the feeding of these children either at home or in school with their own resources.
- For WFP/Ethiopia and its NGO and local government partners to improve the clarity of the beneficiary selection process and to improve their ability to determine lasting impact of Project 5403 interventions.

Of these, six are programme recommendations and seven are activity-specific. The intent of the recommendations, taken as a group, is, first, to better understand the impact of what WFP's food aid programme has been achieving in recent years as a way of helping focus the impact of food aid in the next programming cycle – within the context of other donor and government resource availability; second, to focus on the critical importance of more proactive partnering in the future, in order to bridge the gap between what can be accomplished with food resources and what needs to be accomplished in order to achieve sustainable food security among an ever-increasing number of resource poor households; and third, suggesting several activity-specific changes to improve effectiveness.

8.3 Lessons

- ***Food-for-Work is a powerful development tool when used appropriately.***

During its Rome pre-evaluation briefing, the Team was informed by at least one senior officer that WFP was likely, in the years ahead, to move away from FFW activities toward greater emphasis on social programs. The visible results of FFW in Project 2488 (and possibly FFW support for the experimental aspects of the government's EGS programme) and its essential continuing role in helping revive a massively deteriorated landscape argue strongly for a continuation of large-scale FFW in the environmentally degraded districts of Ethiopia well into the future. No other method for utilizing WFP food resources is likely to be as effective.

- ***WFP needs to undertake ex post evaluations of activities with long term pay-offs***.

Given the time needed to revive soils, replenish aquifers and confirm the environmental results of reforestation, WFP efforts to restore the physical environment as a fundamental means of enabling the development of the hungry poor requires "staying the course" in these important activities over the long term. A serious of ex post evaluations of the prior phases would provided needed data to support for continuation over the longer term.

- ***Food aid used as an essential element in major development programmes requires a resident staff with technical skills.***

The success of Project 2488, the need to insure that the School Feeding Initiative is properly coordinated with 2488 in terms of targeting and the complexities of initiating an essential urban programme focused on a rapidly growing set of urban poverty problems underline the importance of having a small group of highly qualified technically-skilled officers on site. Without these individuals the opportunities for the development programme to lose momentum or effectiveness multiply dramatically.

Annexes

Annex 1

Terms of Reference
for the Evaluation of the Ethiopia Country Programme
(1998 – 2003)

1. Background

WFP is committed to implementing the programme approach, as mandated by the General Assembly in resolution 47/199. Accordingly, a general policy framework for introducing the Country Programme Approach was approved by the 38th session of the CFA (1994), in order to make WFP work in each country more integrated, coherent, focused, and flexible. The cornerstone of the WFP programme approach is its underlying strategy, which is set forth in a Country Strategy Outline (CSO). The Country Programme (CP) is then prepared on the basis of the findings of the CSO, and consistent with the planning cycles of the Government and the United Nations system.

There are three key reference documents, which outline the CP approach: CFA 37/P/7 (April 1994), CFA 38/P/6 (October 1994), and CFA 40/8 (October 1995).

Within the directions stipulated by the Country Strategy Outline (CSO) and a well-defined rationale for food aid, the CP should provide a countrywide strategic focus to WFP's programme of activities/projects. The proposed functions of food aid should be based on a thorough analysis of national food security and the vulnerability of specific population groups.

2. The Ethiopia Country Programme – An Overview

The **Ethiopia Country Programme** was approved by the Executive Board in 1998, based on the Country Strategy Outline of 1993. The CP provides a strategy for WFP assistance for a five-year period and involves a core allocation of 90.2 million dollars for basic activities as well as supplementary activities valued at 76.8 million dollars, and covering approximately 895,200 beneficiaries.

The overall goals of the Country Programme are to:

a) improve, in a sustainable manner, the level of food security of approximately 895,200 beneficiaries a year through the creation and rehabilitation of assets and support to the development of human resources; and
b) enhance emergency preparedness and response by targeting food aid to chronic food-deficit areas, and strengthening the capacity for planning projects suitable for EGS.

The primary objectives are to:

a) increase investment in soil and land protection, water harvesting and afforestation as a means for improving food security;
b) enhance human development, among the poor, women and children, through improved nutrition, and better access to education, family planning and health services;
c) create temporary employment and assets that reduce beneficiaries' vulnerability;
d) increase the participation of women at all levels in WFP-supported operations; and
e) increase availability of and access to food at critical times of food shortage.

Accordingly, the CP was planned to include four core development activities (1: Rehabilitation of rural lands, afforestation and development of infrastructure; 2: Improving education through school feeding, 3: Urban slum physical infrastructure improvement and support for vulnerable women and children, 4: Pilot

initiatives). And three supplementary activities (expansions of the first three basic programme activities). Currently, only three core activities are operational (1, 2, and 3).

As the CP will terminate in 2003, the evaluation will closely assess the CP experience, make recommendations for the formulation of the second generation CSO and CP, and may draw lessons for the future application of the country programme approach of WFP.

3. Objectives of the Ethiopia Country Programme Evaluation

1) To assess the extent to which WFP's current development activities in Ethiopia have been influenced by the CP approach so that they constitute a recognizable CP.

2) To assess, for the Ethiopia CP, the extent to which WFP's systems and procedures for programme and project identification, design, budgeting, resourcing and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.

3) To assess the extent to which the adoption of the programme approach has been effective for WFP's contribution to development in Ethiopia.

4) To determine the extent to which the development activities ongoing in Ethiopia have been designed to make a direct contribution to the objectives of the CP.

5) To assess the extent to which the individual WFP activities in Ethiopia represent recognized good practice in food aid (including the practices and principles recognized in the "Enabling Development" policy).

6) To provide recommendations which can be used in the development of future Country Strategy Outlines and CPs, and to provide accountability to the Executive Board.

4. Scope of Work

Evaluating the Country Programme In Light of Its Constituent Activities

The evaluation of the CP in Ethiopia will focus primarily on the development and implementation of the programme as a whole. It will consider the programme in the context of the principles of the CP approach as they were understood and communicated throughout WFP at the time that the current CSO and CP were developed.

While focusing first at the programme level, the evaluation will also consider the way in which activities/projects have been integrated into the programme and the extent to which they make a contribution to the programme objectives as well as meet their own. ***It is important to distinguish between the evaluation of the CP and the separate exercise of evaluating each of the activities/projects which make up the CP, the latter being outside the scope of the current evaluation.*** In CP evaluations, a team works its way from the general to the particular, from the CP to the activity level. Activities/projects are assessed in terms of their logic and their expected contribution to meeting the objectives of the CP. It may be that activities/projects provide the most concrete opportunity for assessing progress toward overall programme objectives.

Country Programmes and "Enabling Development"

The findings and recommendations of the evaluation will be forward-looking in that they will be framed in a way, which supports the development of a new CSO and CP in Ethiopia, which will conform to current requirements, including those of the "Enabling Development" policy. Since the "Enabling

Development" initiative dates from 1999, it will not be appropriate to evaluate programmes developed before that, such as Ethiopia CP, in terms of their effectiveness in meeting the requirements of this policy. Rather, the evaluation team will assess the current Ethiopia programme for its fit with the policy prescriptions evident in "Enabling Development" and make recommendations for the future CSO/CP. The assessment of programme compatibility with "Enabling Development" will be guided by the template provided in Annex 3.

Linking the Country Programme to Other Activities

The evaluation will directly cover only the activities defined under the CP. As such it will not attempt to assess the effectiveness of relief and recovery activities, or any development activities which may exist outside of the CP. However, the evaluation will examine development activities in the CP which have been designed to support current or future emergency operations.

5. Key Issues and Sub-Issues

The evaluation will address the following issues and sub-issues.

1. Has the process of developing a CSO and CP In Ethiopia resulted in a CP as described and expected in the guidelines and policies of the WFP?

1.1. How were the activities ongoing before the establishment of the CP modified to fit more readily into the CP approach?
1.2. Did the process of developing the Ethiopia CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability? Does the CSO and/or the CP make reference to any VAM material developed for Ethiopia?
1.3. Did the process of developing the Ethiopia CSO and CP result in an identified strategy for WFP development programming in Ethiopia? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?
1.4. Are the activities in the Ethiopia CP designed to be complementary in terms of addressing the cycle of food insecurity from various angles (for an identified target group), or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?
1.5. Are there specific objectives expressed at the level of the CP (as opposed to the activity level)? Are they relevant, realistic and attainable in light of the approved activities in the CP? Further, can the achievement of objectives be measured at the program level?
1.6. What evidence exists that the current Ethiopia CP exhibits the desired characteristics of:
- integration;
- coherence;
- focus; and
- flexibility.[27]

[27] These terms are defined in CFA 38/P/6 as follows:
- **integration**: with the priorities and other activities of the country itself, as well as those of the UN system and other donors;
- **coherence:** the elements of the WFP sub-programmesin the country relate closely to each other to achieve a clear purpose;
- **focused**: on those geographical areas and households that represent WFP's target groups; and,
- **flexibility**: allowing for activities to be adjusted within the programme period in line with changing circumstances.

2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?

2.1. To what extent has the delegation of authority to the regional and country office level enhanced the flexibility of the Ethiopia Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been pro-active in using those authorities which have been devolved?
2.2. Have appropriate policy statements, guidelines, and headquarters/ regional staff support been made available to the Ethiopia country office during the development of CSOs and CPs?
2.3. In the experience of the WFP country office in Ethiopia, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?
2.4. Is the staffing mix in the Ethiopia country office appropriate given the requirements of the CP approach? Is short-term technical support available where it is needed and appropriate? Has the organizational set-up of the Country Office been conducive to the implementation of a programme approach?
2.5. Were the defined procedures for preparing and implementing the CP at country level followed? For example, has a CP agreement been signed with the government? Were appraisal missions carried out to prepare Project Summaries? Does a Programme Review Committee exist and does it function?
2.6. What problems or constraints have been identified during the development and implementation of the Ethiopia CP?

3. To what extent has the design, development and implementation of a CP in Ethiopia resulted in a more effective WFP contribution to development programming?

3.1. Was the Ethiopian government fully involved in the review of needs in preparation for the CSO and does it agree with the stated priorities of the CP?
3.2. Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way in Ethiopia? Did the shift to a CP enhance WFP's ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes?
3.3. Has the process of developing the CP in Ethiopia had any appreciable effect on the ability of the Ethiopian government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?
3.4. Does the Ethiopia CP include contingency planning measures at either the country programme or activity level? Does it include measures in one or more activities aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely? Is there evidence that contingency planning will be included in the development of the next country programme?
3.5. While the Ethiopia CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities and emergency operations?
3.6. Did the Ethiopia CP mechanism permit necessary shifts of resources among activities in a timely and efficient way?

4. Do the activities in the Ethiopia CP adequately address gender issues and adhere to WFP's Commitments to Women?

4.1. Does the country programme approach make it easier or more difficult to meet the Commitments to Women, and to mainstream a gender perspective? (For a detailed guide to addressing this issue, see Annex 4.)
4.2 What changes would be required in the next CSO and CP which would ensure better compatibility with the Commitments to Women?

5. Does the design of the activities, which make up the Ethiopia CP reflect the lessons documented in Enabling Development Policy?

5.1. Is food aid the most appropriate resource for use in the Ethiopia CP activities? Is food aid justifiable and necessary for the achievement of the activity level objectives?
5.2. Are WFP's partners in each activity the most appropriate? What measures were taken during the design of the activity to assess possible partners?
5.3. Is food aid used in the activities in the Ethiopia CP targeted to food deficit sub-regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?
5.4. Are assets being created in the activities? If so, what measures are in place to ensure that the targeted beneficiaries benefit from these assets?
5.5. What indicators are being monitored which can be used to assess the effectiveness of the activities in the Ethiopia CP? Do they provide information regarding the achievement of anticipated outputs, outcomes and impacts? Were appropriate baselines established for the indicators being used?

6. To what extent does the use of food aid in the current activities of the Ethiopia CP conform to the "Enabling Development" policy[28]?

6.1. What changes would be required in the development of a new CSO, and CP in Ethiopia, which would ensure better compatibility with "Enabling Development"?

7. What measures can be taken in the development of the next CSO and the CP to improve the effectiveness of WFP's contribution in Ethiopia to development during the next programming cycle?

8. Are there any other lessons to be learned from the experience gained in designing and implementing the current CP in Ethiopia?

6. Methodology

6.1 Stages of the Evaluation

The proposed method is indicative and may be revised and/or refined by the Team Leader. The evaluation will normally be divided into three phases:

Phase I – Preparation and Desk Review (5 days: 2 days in Rome, and 3 days in Ethiopia):

Prior to the in-country mission, the team will review all relevant background documentation, including the CSO and CP, activity summaries, project progress reports, project mid-term and terminal evaluation reports, relevant international and national sectoral publications/reports. In addition, the team should locate and review country policy reviews, and studies carried out for recent thematic evaluations, such as the review of WFP Commitments to Women. Key team members will be assembled at WFP in Rome for a briefing prior to departure. Following decentralization of many programme functions to the field level, some of the documentary material on programmes and activities will be accessed at the level of the country office.

[28] It is important to note that this issue does not mean that the current country programme will be retroactively evaluated against the criteria of Enabling Development. Rather, the programme will be assessed with a view to providing guidance as to any changes required to ensure compliance in the future.

Phase II - The in-country evaluation (3 weeks):

To the extent possible, the Team will meet with all relevant stakeholders, including beneficiaries, local and national government, key implementation partners and other development agencies involved in the UNDAF and with any of WFP's programmes.

Data collection during the CP evaluations will take place both in the offices of key stakeholders in the capital and in the field where examples of major programme activities can be visited. Priority should be given to meetings in the capital but some coverage of field activities will be necessary. A useful rule of thumb may be to spend two-thirds of the available time in the capital and one-third visiting activities in the field.

Phase III - Report writing (5 working days team members, 10 working days Team Leader):

During each phase of the CP evaluation, the team leader should confirm the duties and accountabilities of each team member. This can be easily organized around the products of the evaluation which are in turn organized around the key objectives and issues.

The team leader is responsible for co-ordinating inputs to and writing the Aide Memoire, evaluation summary and final report. Individual reports by team members may either be integrated into the final report or, where necessary, presented as annexes.

6.2 The Evaluation Team

The evaluation will be organized and managed by OEDE and the team should be composed of four members, including the team leader. The team should contain the following expertise:

- Rural development/household food security expert
- Development planner/economist
- Socio-economist-cum-gender expert
- Nutritionist/household food security expert

6.3 Timetable and Itinerary

The tentative itinerary for the Ethiopia CP evaluation will be as follows:

Briefing and desk review at WFP Rome	4 - 5 June
Travel to Ethiopia	6 June
In-country mission	7 – 25 June
Debriefing of Country Office	26 June
Travel to Rome	23 June
Debriefing at WFP Rome	28 June

6.4 Organization of the Mission

Role of the Team Leader: Will finalize the methodology and key issues for the evaluation. This will be done in consultation with the OEDE Evaluation Officer. He/she will also clarify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by the Ethiopia CO prior to the mission (at least 2 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs:

- an **Aide Mémoire** for presenting the mission's early findings and recommendations at the final debriefing of the Ethiopia Country Office, Government, and at HQ ;
- an **Evaluation Summary Report** for presentation to the Executive Board; and
- a **Final Evaluation Report**.

The team leader will present the team's findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members: To provide technical expertise according to individual skill sets, and to provide written inputs to the Aide Memoire, Evaluation Summary and Final Report under the guidance of the Team Leader and WFP Evaluation Officer.

Role of the OEDE Evaluation Officer: In addition to participating fully as a team member, the OEDE Evaluation officer will provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant areas of WFP headquarters, and the country office. She/he will also ensure compliance with the intended thrust of the evaluation, and that the necessary logistical support is provided by WFP HQ and the CO.

Role of the Ethiopia Country Office: To advise on the timing of the evaluation to ensure that the evaluation outputs are available for the preparation of the CSO. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. Prepares and organizes the mission in-country itinerary, and organizes the CP evaluation workshop/briefing/debriefing.

6.5 Products of the Evaluation

- **Aide Mémoire** for debriefing the Country Office, Government, and HQ
  Deadline: 26 June 2001
- **Evaluation Summary Report** (maximum 5000 words)
  Deadline: 11 July 2001
- **Final Evaluation Report**
  Deadline: 18 July 2001

All reports will be prepared in English, and must be written in conformity with the outlines in Annex. Draft versions of the Evaluation Summary Report and Final Report will be reviewed by the OEDE Evaluation Officer prior to being finalized.

The Evaluation Summary Report, and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (ie. Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent report, which may not necessarily reflect the views of WFP.The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.

The Annexes to these Terms of Reference (not included) provide the evaluation team with some tools to be used in carrying out and reporting on the CP evaluation.

Annex 2

Persons Interviewed

• Ato Betru Nedassa, FFW Project Coordinator, BoA, Addis Ababa
• Ato Tekle Himanot H/Selassie, Vice Minister, MoE, Addis Ababa
• Ato Teferi Hagos,Head, Planning & Project Department, MoE, Addis Ababa
• Ato Alemayehu Worku, Senior Project Expert, Planning & Project Dept. ,MoE, Addis Ababa
• Ato Gezahegn Tadesse ,Field Coordinator, MoE, Addis Ababa
• Ato Gezachew Bezuayehu, Head, Multilateral Cooperation Dept., MEDAC, Addis Ababa
• Ato Admassu Nebebe ,UN Team Coordinator, MEDAC ,Addis Ababa
• Ato Mekonnen Maneyazewal ,Vice Minister, MEDAC, Addis Ababa
• Ato Getachew Demissie ,Project Manager, Project Management Unit, FRDCB, Addis Ababa
• Ato Mulugeta Berhe, Head, Foreign Relations & Dev't Cooperation Bureau, FRDCB, Addis Ababa
• Ato Habtu G/Hiwot, Secretary, Social Affairs Sector, Addis Ababa City Administration Region 14, Addis Ababa
• Ato Birhane Gizaw, Deputy Commissioner, DPPC, Addis Ababa
• Wzo. Meselu Mulugeta, Project Manager, Ethiopian Gemini Trust, Addis Ababa
• Ato Taye Beyene, Manager, CBICDO, Addis Ababa
• Sr. Turfat Feleke, Head, Health Component, CBICDO, Addis Ababa
• Wzo. Asefash H/Selassie, Street Children Project Manager, GOAL Ethiopia, Addis Ababa
• Dr. Gete Zeleke, Acting Director General, Amhara National Regional State Agr'l Research Institute, Bahir Dar
• Ato Ayechew Kebede, Head, Economic Developent Sector, Amhara National Regional State, Bahir Dar
• Ato Adebabaye Mengest, Head, Extension Dept., BoA, Bahir Dar
• Ato Getachew Bayaferese, Natural Resource Team Leader, BoA, Bahir Dar
• Ato Teshome Adego, Food Management Expert, BoA, Bahir Dar
• Ato Admassu Amare, Head, Natural Resource & Agr'l Dev't Dept, Org. of Relief & Dev't for Amhara Region, Bahir Dar
• Ato Destaw, Expert, ORDA, Bahir Dar.
• Ato Melkam Endale, Operational Department Head, DPPC, Amhara Regional State, Bahir Dar
• Mr. Paul Barker, Country Director, CARE Ethiopia, Addis Ababa
• Ms. Anne Bousquett, Country Director, CRS, Addis Ababa,
• Ms. Johan Graham, SCF/UK, Addis Ababa,
• Mr. Sam Nyambi, UN Resident Coordinator & UNDP Resident Representative, UNDP, Addis Ababa,
• Mr. K. Ramachandran, Chief of Education Section, UNICEF, Addis Ababa

• Dr. Mahandra Sheth, Chief Health & Nutrition Section, UNICEF, Addis Ababa
• Mr. Hans Joerg Neun, Food Security Officer, European Union, Addis Ababa,
• Ms. Jo Raisin, Food Security Policy Advisor, USAID, Addis Ababa
• Ms. Judith Lewis, Country Director, WFP
• Mr. Ben Fultang, Deputy Country Director, WFP
• Ms. Kerren Hedlund, Head, VAM, WFP
• Ms. Nigist Biru, Food Security Specialist, WFP
• Ato Endalkachew Alemenew, National VAM Officer, WFP
• Mr. Al Kehler, Head, Dev't Unit, WFP
• Dr. Purnima Kayshap, Programme Officer, WFP
• Mr. Volli Carucci, Programme Officer, WFP
• Mr. Alex Carr, Consultant, WFP
• Ato Arega Yerga, Programme Officer, WFP
• Ms. Helen A/Michael, Programme Assistant, WFP

Annex 3:
Indicative Checklist for Activity/Project Level of Coherence of Ethiopia CP with Enabling Development

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
1. Government Commitment					
National food security strategy or other enabling policy in place – identify policy	• There is a government food security policy. • The IPRSP is focused on food security as the overall objective • Each of the regional states also has a regional food security policy	x			
Inter-ministerial cooperation established – note any committees, mechanisms	• Overall coordination on WFP development activities is undertaken by MEDAC which also has overall responsibility for implementation of the government's food security strategy. • In each of the regions where WFP has CP activities there is a region-level, inter-bureau, food security coordinating committee headed by a regional food security coordinator.			x	
Committed to targeting the poorest – including women – references in CP agreement or activity designs	<u>All three activities are well-targeted on the poorest</u>: • Project 2488 targets poor households in heavily degraded areas of the most food insecure districts. Within the activity, FFW is targeted on the poorest of the poor households as determined by the communities themselves. Women who head households are high priority for selection as workers in FFW activities. • Project 4929 is focused particularly on righting the balance between girl and boy primary students. There is evidence suggesting that the ration between girls and boys is improving faster in schools participating in the school feeding activity. • Project 5403 is focused on malnourished urban poor women and children and other poverty stricken groups where women are in the decided majority.	x			
Staff and other human resources assigned in line with capacity – any references to insufficient or under-qualified counterparts	<u>There is considerable variance in the assigning of resources from the government side among the three principal activities</u>: • Project 2488 Generally good in this activity, but there is need for training of wereda agricultural staff • Project 4929 There is need for more monitoring staff assigned by zonal or wereda bureaus • Project 5403 There is need for additional staff assigned to the PMU		x	x x	
Related capacity building measures identified if problems occur in qualifications and availability of counterpart staff	• The government commitment – at both central and regional levels is high. Where there problems in identifying qualified staff at the zonal and wereda level, the various government units responsible have made it clear they assign high priority to the task. The problem is largely budgetary. Training programmes are scheduled in Project 2488 to upgrade the skills of bureau, zonal and wereda agricultural staff. There is need for additional staff to be assigned at the zonal and wereda levels by the bureaus of education and additional need in the Urban project for additional trained PMU staff.		x		

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
2. Coordination					
Programme refers to and conforms to priorities of UNDAF/CCA – cite reference in CP and activities to UNDAF/CCA	• Since 1998, WFP has been an active participant in CCA-related activities. WFP has also been a very active participant in the development of the UNDAF which was in the final stages of review and enactment during the period when the Evaluation Team was in Addis Ababa. The present CP is active in five of the six priority objectives contained in the CP and is planning to become more active in the sixth – HIV/AIDSAIDS – in the 2003-2006 CP period.	x			
Complementary linkages with other partners – evidence of participation of non-traditional and non-governmental partners	• As noted in many places in the text of the Evaluation Report, WFP/Ethiopia needs to become more closely involved with other donor partners. A good start has been in the SOS-Sahel linkage in Project 2488. Project 5403 is, of course, entirely channelled through NGO and local government organizations. Once that project is involved more deeply in actual implementation, the low score would shift from 'low' to 'high'			x	
3. Operational Partners					
Identify operational partners – cite key operational partners by activity	• Project 2488 – regional bureaus of agriculture, regional councils, regional food security coordinators, zonal and wereda-level agricultural field staff, DPCC, SOS-Sahel • Project 4929 – regional Bureaus of education, zonal and wereda-level field staff • Project 5403 – Region 14 (Addis Ababa) government, 14 NGOs, 6 local government agencies				
Operational partners chosen for effectiveness	• The operational partners in the case of all CP activities operate at the regional levels or below. Within the reality of serious budget constraints, they are all relative effective, save for the particular instances cited in the full Evaluation Report.		x		
4. Understanding Needs					
Consumption Needs					
Food consumption problem adequately identified? – cite references to VAM or other mapping/targeting exercises and information	• The work that has been done in Ethiopia by the WFP VAM unit has been outstanding and could well serve as a model for VAM Units elsewhere. The quality of the analysis, the numbers of thematic maps produced and distributed, the contribution to the totality of early warning and vulnerability assessment efforts undertaken by government and the entire donor community is highly praiseworthy.	x			
Nature of the food consumption problem – geographic location, effected population, severity	• The problems are numerous, mutually-reinforcing, difficult to correct, and are, in some cases worsening. They include land and soil deterioration, loss of forest and ground cover, semi-arid and frequent drought conditions, rapid population growth, low traditional productivity, a history of civil and ethnic conflict, a landlocked, mountainous, difficult to traverse geography and a continuing need for food imports. The affected populations tend to be in the north, east and south of the country	x			

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Key indicators of the food consumption problem – indicators cited in CP and activity documents	• Ethiopia has the highest rate of child malnutrition in the world. Stunting of under-fives is over 50 percent but is as high as 80 percent in some weredas. Nutrition data are derived from periodic sample surveys undertaken by the CSA and, about every five years, from the Demographic and Health Surveys conducted by MACRO International. These are the data used in both the CP and the individual activity documents. In the opinion of the Evaluation Team, major nutritional problems are not being adequately addressed either by the government, the other donors – including UNICEF – and WFP. Much additional effort is required to focus on infant mal- and under-nutrition. The school feeding activity, no matter how well done, is not the answer to the more fundamental issue of half of all the country's children irreversibly stunted by the time they are five years old.			x	
Consumption/Investment Link					
How Food was linked to the development opportunity in the CP and activity plan.	• In 2488 – FFW opportunities for individuals selected from among the most food insecure household by the community. Work opportunity was for 90 days in a calendar year, undertaken on days determined by the community and focused on creating assets intended to revive the land and increase soil and water availability. In 4929 – in the pilot phase local, nutrition-fortified foods were used for student feeding. Local purchase helped local producers and manufacturers. In present phase, imported fortified, blended foods are being used to increase school enrolment and student learning capacity. In 5403 – locally produced foods were used in the pilot and will continue in the present phase to be provided to participating NGOs. For some, the food is provided as FFW for asset creation. For others it is provided for MCH improvement and other social service activities, including safety net transfers to the abjectly poor.		x		
5. Creation of Lasting Assets					
Which assets were created and for whom?	• In 2488 – there have been four phases, each in different, equally environmentally degraded areas. Assets created have included reforested hills, thousands of kilometres of rock, soil and grass bunds built and maintained, faanya juus dug in thousands of fields, check dams, erosion diversion structures, protected forage areas developed and managed, rural roads constructed or rehabilitated, institutional development of participating communities ensconced, and local governance involving both government agencies and local communities engendered. Beneficiaries include all members of participating communities, those individuals in the communities selected for FFW activities and individual rural households on whose land assets were created or who, individually, and collectively, have had food security and livelihood security enhanced by assets on their land, on adjacent land or nearby communal land. (It should be noted as well, that there have been similar – but more fragile – accomplishments achieved in the experimental EGS activity, supported by 2488 non-food resources.)	x			

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Continued	• In 4929 – the assets created are better educated children and progress toward greater community involvement in maintaining local school efforts to better teach and better feed their young children. • In 5403 – the assets created are local public works improvements resulting from NGO- and local government supervised FFW programmes. The beneficiaries are the members of the local kebeles utilizing these assets – roads, public latrines and similar kebele-selected micro-projects.				
Which are the sustainable benefits from the assets and for whom?	• In 2488 – sustainable benefits include income increases resulting from tree cropping in reforested regions, the community-sanctioned sale of grass fodder from "cut and carry" operations on protected hillsides, nutrition improvement from intensive planting of readily-consumed legumes on and around bunds, expanded bee-keeping and honey production from these same plants, increased availability of improved soils and water enabling yield increases from formerly heavily degraded farm plots. Beneficiaries are many – but not all – inhabitants of participating communities. • In 4929 – the sustainability of the education and nutrition benefits to participating students needs more time to have been proven in the rural Ethiopian context. In cases where communities have constructed assets – food storage structures, additional classrooms – these indeed create sustainable benefits accruing to all who send their children to these schools. • In 5403 – sustainable benefits include the public assets created in the participating kebele areas of Addis Ababa. Should skills training be shown by on-the-ground surveys to have resulted in on-going employment expansion among participating urban poor – especially women – these two can be included among sustainable benefits generated from WFP food assistance. Such studies should be conducted.	x			
6. Reaching the Right People					
Indicators used to identify geographic areas and target groups within these areas	• The primary targeting device used to identify Project 2488 and Project 4929 geographic sites has been VAM analysis of vulnerability to experiencing food insecurity, land degradation, potential for drought and famines. In 2488 targeting of individual watershed areas has been accomplished largely by on-the-ground analysis undertaken by local agriculture officers at he regional and zonal level. Actual beneficiary households, are selected by communities themselves after having successfully prepared a community "soil conservation development plan". Indicators include satellite imagery, government-FAO crop data, estimates of severity of land degradation and household expenditure surveys. In 4929 – selection of individual schools for participation have been the responsibility of the regional bureaus of education using some of the same data enumerated above. In 5403, selection of the NGOs has been, in effect, a self-selection process where NGOs submit application for participation in the project which are reviewed by Region 14 authorities and WFP/Ethiopia for suitability of beneficiary clientele, capacity of the NGO to perform the necessary tasks and the importance of the activities themselves within the poverty and food insecurity reduction mandates of government and WFP. Actual participating beneficiaries are determined by each participating NGO and local government entity using its own criteria.		x		

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Do targeted areas match with most food insecure areas?	• To a very great degree the answer is yes, as is very extensively discussed in the Full Report.	x			
Methods/techniques used to identify groups of participants within a geographic area – cite methods noted in activity summaries.	• In 2488, the watersheds and communities are selected by the regional bureau and zonal and wereda offices of agriculture using criteria, developed in earlier phases of the project, to determine the level of land and soil degradation, poor agricultural production, poverty and overall vulnerability to food insecurity. Within the community, the popularly elected development committee is responsible for preparing the soil conservation development plan which includes problem identification, a semi-cadastral survey of landholdings, vulnerability ranking of households, agronomic and livestock analysis of the area, natural resource availability, water availability, soil erosion analysis, plans, maps, timetable, and listing of intermediate outputs and targets for implementing the plan. The actual participants in the FFW element are selected, using this plan, by the development committee in a transparent manner in which all community members are aware of who were selected and why. • In 4929, the geographic selection is the primary method. Once schools are identified because of the geographically-defined problem analysis, all primary school children attending the school receive the WFP-provided food commodities every day of attendance. • In 5402, individuals and households are selected by the participating NGOs and local government agencies on the basis of the objectives of the particular organization and of their understanding of the overall precepts of the Urban Project.		x		
7. Participation					
Project participants involved in planning, implementation and/or monitoring	• In 2488, as described in the above section community participation is full – both in the selection of the development committee, in the preparation of the development plan that will guide the development effort for several years, the selection of individual elements of the plan and in monitoring its implementation. • In 4929, there is not a great deal of popular participation in the selection of individual schools involved. Once the programme is about to be implemented, or is in the early stages, local parents and other community members participate in developing the methodology for preparing and distributing the food to the children. The workers are identified and paid by the local parents. Additionally, in a large percentage of the schools, parents are active in providing firewood for meal preparation, construction of stores for storing the food commodities, and in some cases other rooms needed by the school for teaching. In many of the schools, the parents take an active role in school activities – perhaps more so than in non-school feeding schools, although this is another area where surveys of the differences in community behaviour between participating and non-participating schools might be rewarding. • In 5403, the method of participation by beneficiaries in planning, implementation and monitoring varies – depending on the policies of the NGO or local government agency.		x		

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Participatory tools and methods used	• In 2488, the LLPPA approach guides participation. It is neatly encapsulated in the 800 soil conservation plans that have been prepared in the present phase. • In 4929 and 5403, the methods of local participation vary and have yet to be well recorded.		x		
Mechanisms used for Facilitating participation	• The primary mechanism for facilitating participation in all activities is the local community association: the peasant association, tabbia, or rural or urban kebele which are a central element of Ethiopian society and a source of continual discourse among and between community members and local government and donor agencies. They form an essential binding element without which locally-focused development in Ethiopia probably would not function.		X		
How women and men were involved in decision making – cite references in activity documents to special measures to encourage full participation in decision making	• In 2488, men and women were involved in the development of the "soil conservation-based development plans" (which are based on extensive household interviewing and review of drafts), in the selection of development committee members (of which 44 percent are presently women according to the latest project reporting), the continuing review of the performance of the development committee and the possibility for replacing any or all members found by the community at large to be deficient, and by participation on the development committees themselves. All 800 of these development plans are available for public review. • In 4929, local community participation is largely undertaken by the parents of children attending participating schools. In some areas full scale parents' associations seem to be relatively active. In other areas, less so. • In 5403, the level of popular participation in micro-project decision-making is still unknown, as the present phase of the project had not become operational at the time of the evaluation.		X		
8. Cost Effectiveness					
Alternatives examined for meeting food aid objectives	• Non-food alternatives, cash-for-work, and monetization as a source for securing non-food alternatives by WFP are not presently available for a multitude of reasons covered extensively in the Full Evaluation Report. Within the array of food uses, those presently employed – FFW, school feeding and mixed programmes for supporting urban NGOs and local government institutions do not lend themselves to alternatives, other than the need for more, better and bigger partnering by other donors and international NGOs. These have not only been investigated, but the essentiality of their participation has been underlined throughout the Report.			x	

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Measures introduced to minimize costs	• Lower cost alternatives are often unavailable because of WFP or WFP donors' policies. It would be less costly to purchase some of the food used domestically, thus obviating the extremely high international transport and added storage and port clearance costs. This is not possible. It would be less costly, because of increased efficiency in reaching programme objectives, to monetize a portion of imported WFP food. This is not possible. The potential for decreasing costs, by reducing the size of the WFP staff in Ethiopia would be a very bad approach, because it would – without any doubt – reduce the effectiveness of the present programme and lead to increased waste of food resources. The Evaluation Team saw no evidence, whatsoever, of elements of the programme which could be characterised as too high cost, given the importance of the overall objectives in Ethiopia and the extreme difficulty of accomplishing them in this difficult context.		x		
9. Technical Quality					
Activity appraisal mission?	• Appraisals have been conducted relatively recently for all programme components. Project 2488 was appraised in November 1998, school feeding in November 1997, and the Urban Project in March 2000.		x		
At what stages of programme cycle was technical expertise used?	• Technical assistance has been used throughout. There are resident technical staff managing Projects 2488 and 4929. A technically-qualified manager for the Urban Project is presently being recruited in Ethiopia.	x			
From Where: (FAO, ILO, UNESCO, WHO)	• In addition to the on-going management by technical staff referred to in the previous section, problem-specific technical backstopping has been secured from UNICEF and FAO		x		
Conditions under which WFP assistance no longer required – cite reference in activity plan	• This is an area in need of additional work for all three active components and will need to be highlighted in the up-coming CSO/CP round. In Project 2488, while there has been extensive experience with finishing one phase before initiating the next in new communities, it is unclear as to whether this was because overall objectives had been successfully reached in the outgoing phase, or simply because the end date in the timeframe of the phase had been reached. The conditions to be reached before WFP assistance is no longer needed need to be clarified. The called for impact evaluation can be very helpful in providing evidence to support one or another modality.				
	• In project 4929, this is an especially important issue which was raised by the Evaluation Team in meetings with both WFP and government staff. It is unclear how the school feeding project ends in any particular school. The conditions that will have been engendered to reach a successful conclusion need additional discussion, clarification, agreement and publication. • Similarly, in Project 5403, there were clear indications from meetings with some of the proposed participating NGOs that they viewed WFP assistance as a continuing source of resources, indefinitely. The CSO/CP must be very clear on the need to address "end game" issues and to insure that individual activity agreements and sub-agreements are very clear on the conditions that need to be established enabling WFP to move the focus of its development programme to other, equally poverty stricken and food insecure Ethiopia households in the ensuing years.				x

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
10. Market Impact					
Analysis of food aid imports or local purchase impact on local markets	• There has been some criticism of food aid programmes for having adversely impacted the domestic producer prices for cereals because of the high volume of imports. The evidence, however, is largely theoretical and circumstantial. The first point that needs to be made is that 75-80 percent of imported food in any given year over the past decade has been in the form of emergency relief and protracted recovery programmes. Of the food used in the development programme, that intended for school feeding had originally been locally purchased. The fact that in the new phase the commodities for school feeding will be imported is a WFP policy decision which has already viewed the impact on local producers of a full-scale import programme. The food used in 5403 is partially locally purchased and partially imported. The imported quantities are so small, that they will have no impact on national markets. Finally, in 2488, imported wheat amounts to well under one percent of domestic production and is intended for FFW activities where the wheat is provided for 90 days of work to the poorest households in the participating communities. The effective market demand from these particular households offset by their having access to 3 kg of wheat for 90 days per year is, simply, miniscule.		x		
11. Demonstrating Results					
Performance indicators established and in use?	• In 2488, indicators are quantities of physical assets created, number of development plans put into operation, percentage of workers who are women, number of development committee members who are women, numbers of community members, and ministry of agriculture staff provided training sessions. • In 4929, indicators are number of participating schools and communities, number of total students being fed, changes in the ratio of girls to boys in the school feeding schools vs. the rations in non-participating schools. • In 5403, indicators are numbers of beneficiaries participating in skills training, number of women and children attending MCH clinics, numbers of children participating in day-care, number of physical assets of various types created, numbers of persons employed to create them, percentage of those participants who are women.		x		

Annex 4:

Checklist for Meeting the Commitments to Women & the Mainstreaming of a Gender Perspective

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment I: Provide Direct Access to Appropriate Food for Women					
• Does the Country Programme make a real effort to get food into the hands of women, e.g. through women's ration cards?	There are no special efforts such as women-specific ration cards. In a country in which several million are receiving emergency relief and protracted recovery food assistance every year, the development-oriented CP is aimed at improving food security and livelihood security for all household members. It is not, with the exception of some of the NGO activities in the Urban Project, a social safety net programme. In project 2488 there is some evidence, according to the WFP Gender Advisor, that in at least some of the 800 FFW sites in Project 2488, that women may not be adequately represented among the FFW participants and that, in some cases, men household members are collecting the food ration, even though the women have done the work. Recommendations 4, 6 and 8 can help determine the actual situation of women as beneficiaries under Project 2488.			x	
• Do the CP activities address micronutrient deficiencies amongst women and children?	WFP-supplied food in the Urban project and the SFP are fortified with micronutrients. Also, WFP is encouraging local production of fortified food (famix) even though its use is being discontinued in Project 4929.		x		
• Do the CP activities consider local cooking and eating habits?	Wheat, the primary food provided for FFW activities in Project 2488, and to certain extent in Project 5403, is a staple food throughout the higher elevations in Ethiopia, and is well accepted. Originally, students being fed under Project 4929 auspices received famix porridge, famix drink and nutritionally-enhanced biscuits which were locally produced and readily accepted. This is changing as a result of the McGovern Initiative and imported CSM will form the primary food offered under the programme. It is also highly nutritious and seemingly readily accepted by the students. Those responsible for its preparation in the 206 schools are being re-trained in its preparation and kitchen utensils suited to CSB are having to be purchased. The Urban project, once it is fully operational, will use famix and other locally-purchased foods, as well as imported cereals and fortified blended foods.		x		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
• Have women been consulted in determining the food basket?	The determination of what foods constitute the WFP contribution to projects 2488 and 4929 have been determined between the Government of Ethiopia and WFP/Ethiopia. Wheat and CSB represent foods that are readily acceptable or, in the case of CSB, a reasonable substitute for the preferred, locally-produced famix and fortified biscuits. The extent to which women rather than men may have been involved in the decision from the Ethiopian Government side, or who may have been consulted before the Ethiopia position on food suitability was determined is unknown. There is certainly no reason to believe that women do not prefer these foods at the same rate as men, or that men prefer these to foods that women might have suggested. In the Urban Project, the foods used are determined largely by the participating NGOs and local government agencies. Since many of the NGOs and women-led and women- and child-focused, one may reasonably assume that their concerns and interests were represented.			x	
• Are female-headed households given special attention because of their greater poverty and time constraints?	Female-headed households are a priority group for the Project 2488 (FFW) and the urban projects, but practices can vary from one community to another. Though there is little data on this issue, they seem generally to be considered as primary beneficiaries in Project 2488. For many of the NGOs in the Urban Project (5403), poverty stricken women-headed households are given top, or nearly top, priority.		x		
• Does the CP make an effort to reduce the security and /or health risks women face when collecting food?	No such effort exists though it may well be needed in some locations. The WFP Gender Advisor is concerned over some reports of rapes or abductions in some areas which may have influenced some women to chose not to participate in FFW. During the field visits undertaken by the Evaluation Team, no such concerns were raised by any interviewee. Abductions of girls and their harassment at schools are reported to be a problem in many parts of Ethiopia and an obstacle for their going to school.			x	
Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making					
• Does the CP address women's strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.	As described on pages 7-8 of this Report, the government takes women's empowerment seriously. That said, Ethiopians exist in an ancient, tradition-oriented, and very conservative society where the concept of equal access by women to the levers of authority – while sanctioned in the law, and in policy – is percolating more slowly through rural society than those who attended the Beijing Conference would find comforting. The CP is particularly forceful in challenging these traditional mindsets in the rural FFW elements of the programme and in the processes of active, co-equal local participation by men and women, which imbue Project 2488. There has been significant progress, but there still some way to go. In the school feeding activity, the government and WFP are as one on the need to speed the pace of girl's education.		x		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
• Does it address gender relations? Does it bring men into the dialogue around the issues of women's status?	The programme could do more in this area. While there is more dialogue on gender, and on women's status in the various levels of government, and while women who are relatively better educated and who live in households with high household income seem to be gaining authority readily, the same is still not true among the poorest, least educated households in the rural areas.			x	
Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade					
• Are Country Programme resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25%? (For information on the gender gap in your country, contact te Senior Gender Adivser, SPP at HQ) (This includes most WFP-assisted countries.) What is done?	No, however 70 percent of the beneficiaries of the urban projects are women, as many NGOs focus on MCH activities. For school feeding, which address both boys and girls, 43 percent are presently girls, but the ratio seems to improving nationally at better than anticipated speed, according to the 2000 DHS Survey. In Project 2488, 44 percent of the beneficiaries are presently women. Here again the ratio is improving steadily, over time.		x		
• Does the CP have incentive programs to address the gender gap in primary education? What are they?	While there is not a girl student incentive programme, per se, one of the specific objectives of the government's overall education effort is to increase the ratio of girls to boys. UNICEF now reports that the ratio of girls to boys in Tigray is 93/100 and in Amhara it is 86/100. in Addis Ababa it has reached 100/100. All are substantial improvements over 1992 figures. There is anecdotal evidence that in the rural areas served by the WFP-supported school feeding programme, girl enrolments are increasing, on average, faster than in non-participating schools.		x		
• Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?	Yes, in the pilot Urban FFW activities, 60 percent of the workers were women. In Project 2488, the number is presently 44 percent of the work force. They also participate in all decision-making bodies at the community level through planning and development committees. However, the relative level of women's active participation in decision making is highly variable. In some cases, the Evaluation Team was told that women were less likely to speak out in these committees than were men. Women still have limited control over the assets created, as most assets tend to be community assets, benefiting both women and men. Improved availability of water which has resulted in several of the Project 2488 sites has reduced women's workload significantly and, it is surmised also improved sanitation and health at the household level thus reducing women's time spent in taking children to clinics.		x		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
• Is there any opportunity in the CP for women to learn new skills through FFW for greater development sustainability?	Yes. Skills in land and water conservation, hillside management and forage protection have been learned and practiced by women in Project 2488. Membership in development committees has also provided skills training in decision-making and other elements of local governance. Skills training is also an element of Project 5403, although the number trained has been small and there has been little follow-up to determine what level of enduring benefit has resulted from the skills training. In addition, more follow-up and support from partner organizations would be needed, for example, for women working in Project 2488 nurseries to start their own enterprises. This is the type of follow-on proposed for WFP/Ethiopia consideration in the design of their 2003-2006 programme.		x		
• Does the CO engage in advocacy under the CP on behalf of women? For gender equity? To leverage resources for partnership work?	Yes. Gender training for WFP staff was undertaken and some training of counterparts has been organized and is being planned. Gender monitoring missions are undertaken in order to advocate and sensitise partners on the WFP commitments to women.		x		
Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation					
• Are the M&E systems used in the CP sensitive to gender? Explain how.	Not sufficiently. Information on several gender issues needs to be systematically collected in all CP activities.			x	
• Is qualitative information sensitive to gender also collected?	Not in a systematic way. The Gender Advisor does collect qualitative gender information through gender monitoring missions. The extent to which the Development Unit is making use of this information is not clear.			x	
• Does the CP look at inputs, outputs outcomes and impact from a gender perspective?	While some outputs gender-disaggregated data is being collected, it is still insufficient.			x	

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment V: Improve Accountability of Actions Taken to Meet the Commitments					
• Are WFP staff held accountable in the CP for meeting the Commitments to Women and mainstreaming gender? How?	All the unit heads are held accountable to their own supervisors on meeting those commitments & GAPs.		x		
• Is the Gender Focal Point given sufficient authority? Support?	Yes, the Gender adviser gets strong support from the CD and the Deputy (supervisor). However support from the operational department needs to be strengthened.		x		
• Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender, e.g. through inclusion in LOU's and MOU's? How?	Not consistent. This issue needs to be addressed.			x	

Annex 5

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Annex 6

Tables and Figures

Figure. 1. Severity of soil degradation due to soil erosion in Ethiopia

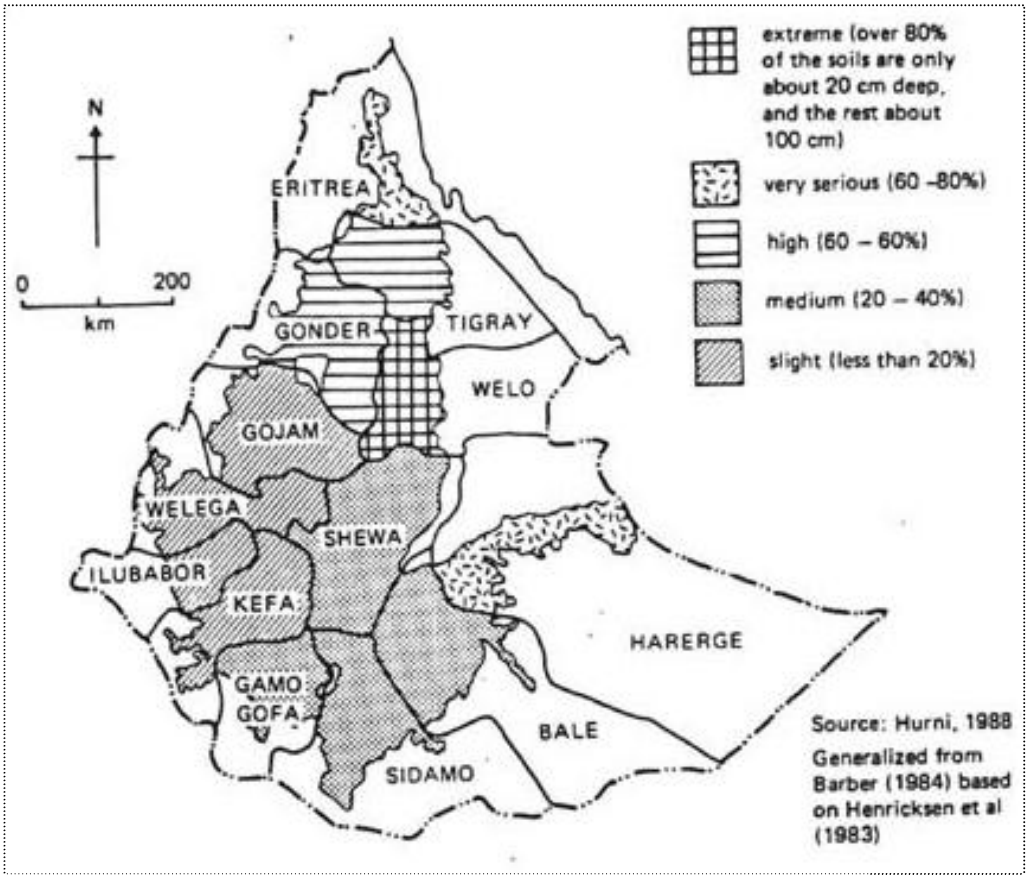


Figure 2: Ethiopia: Basic Health Data Compared, Ethiopia vs. East Africa Average

	Life Expectancy at Birth (years)			Infant Mortality Rate (per 1000 live births)			Maternal Mortality Rate (per 100,000 live births)	
	1970	1997	1999	1970	1997	1999	1990	1999
Ethiopia	40.0	43.3	m:42.4 f: 44.3	159	111	116	1,400	1,400
East Africa Avg.	44.6	48.5	m:47.1 f: 49.7	141	87	98.5	1,042	973.7

Sources: Human Development Report 1999. UNDP; The World Health Report 1999. WHO; The State of the World Population 1999. UNFPA; Ministry of Health. Fed. Dem. Rep. Ethiopia; UNESCO and UNESCO Addis Ababa Office

Figure 3: Ethiopia: Highlights of Donor Assistance Strategy, 1980- 2001

	Policy & Capacity Development	Adjustment & Growth	Physical Infrastructure	Poverty & Human Svcs	Agriculture & Environ.
1980-91 *(Derg)*	Tech Assistance: planning agency CEM	Coffee Processing IMF Standby (1981-82)	Energy Transport/Telecom Towns/Urban	Education V-VII Family Health	Irrigation PADEP
1992-94 *(TGE)*	CG1-2 (1992, 1994) SPA PFP1-PFP3 PER1	Economic Recovery and Reconstruction Program SAC 1 & SAF Priv. Sector Development	Road Rehab Calub Gas Gilgel Gibe	Food Security	Improved Seeds Fertilizer
1995-2001 *(EPRDF)*	CG3-4 (1996,98) PFP4-PFP5 SIP (or SDP) MTEF/PIP PER2-PER6	ESAF (1996-99) Export Promotion SME development Rail Rehabilitation	Power Distribut. Water Supply Road SIP Energy Women's Rights	Family Planning Social Rehab Education SIP Health SIP Conservation	Sale of State Retail Support Services Research & Training Food Security

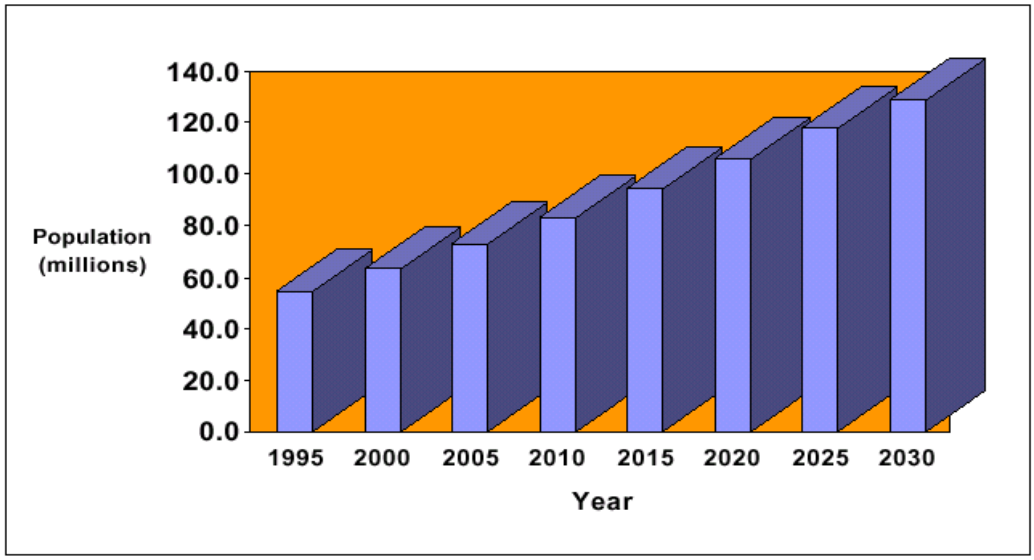
Sources: World Bank, *Ethiopia: Country Assistance Strategy*, 1992, 1995, 1997; USAID (1999); Maxwell (1998); IMF (1998).

CG	Consultative Group (multi-donor conferences)	SIP	Sector Investment Program
SAC	Structural Adjustment Credit	ESAF	Extended Structural Adjustment Facility
SME	Small and Medium-scale Enterprises	CEM	Country Economic Memorandum
PFP	Policy Framework Paper	PER	Public Expenditure Review
MTEF	Medium-term Economic Framework	PIP	Public Investment Plan

Source: (Abegaz 1999: 54)

Figure 4

Chart 4: Trend in population growth – 1995-2030



Source: FDRE, Population and Housing Census Commission (1998): *The population and housing census of Ethiopia, Results at country level, statistical report, Volume I, Addis Ababa, June 1998.*

Note: From Ethiopia CCA p.27