



## Office of Evaluation

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# Mid-Term Evaluation of the Ethiopia Country Programme 10430.0 (2007-2011)

Final Report

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## Disclaimer

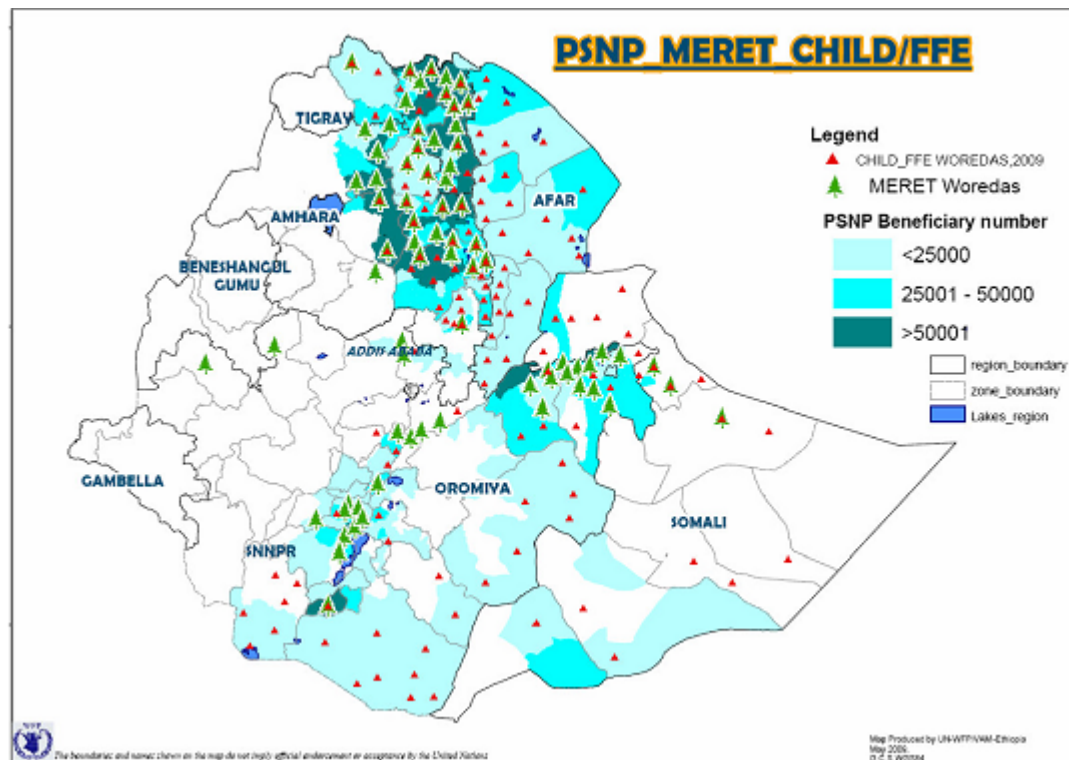
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# WFP Ethiopia Country Programme, 2009



# Fact Sheet

**Title of the Operation:** WFP Ethiopia Country Programme, 2007-2011

**Number of the Operation:** 10430.0

**Approval Date:** 13 November 2006

**Objectives:** The Country Programme has two components with two separate but complementary sets of objectives.

- *Managing Environment and Resources to Enable Transitions to More Sustainable Livelihoods Through Partnership and Land User Solidarity (MERET-PLUS)*, which helps households increase their ability to manage shocks, meet necessary food needs and diversify livelihoods, through improved, sustainable land management and community based approaches (SO 2) and strengthening of community-based solidarity mechanisms and the implementation capacity of counterparts (SO 5).

- The *Food-for-Education and Children in Local Development (FFE-CHILD)* initiative aims to increase enrolment and attendance of children in schools, using a community-based approach to support formal education and enhance child-friendly schools to develop into community resource centres for nutrition and environmental awareness (SO 4).

Both activities aim to ensure environmental sustainability, promote gender equality and increase HIV/AIDS awareness.

Operational specifications:	Start date	End date	Beneficiaries	Metric Tons	US\$
Approved design	1 Jan. 2007	31 Dec. 2011	1,048,000/yr	230,163	115,755,992
At the time of the evaluation <sup>1</sup>	1 Jan. 2007	31 Dec. 2011	1,048,000/yr	230,163	166,399,253
Food-for-work (MERET-PLUS)			610,000/yr	164,585	
School meals (CHILD-FFE)			438,000/yr	65,758	

## **Main partners, MERET-PLUS:**

**Government:** Ministry of Agriculture and Rural Development and regional and district agricultural bureaus and offices

## **Main partners, CHILD-FFE:**

**Government:** Ministry of Education and regional and district education bureaus and offices. **UN:** UNICEF **Non-government:** GtZ, PCI.

**Main Donors:** Canada, U.S.A, Denmark, Finland, Norway, Japan, Private Donors, Russian Federation. **Other ongoing WFP operations:**

PRRO 10665.0 - Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity.

PRRO 10127.3 - Food Assistance to Sudanese, Somali, Kenyan and Eritrean Refugees

PRRO 10362.0 (through 31 Dec. 2007) - Enabling Livelihood Protection and Promotion

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<sup>1</sup> As of 31 Dec 2008. the official number of beneficiaries, total value and total amount of commodities have not changed. During the first half of the CP period there have been significant reductions in these levels caused by annual fluctuations in donor contributions to WFP and to the programme in Ethiopia.

*"...but the earth has fallen away all around and sunk out of sight. The consequence is that, in comparison with what then was, there are remaining only the bones of the wasted body ...all the richer and softer parts of the soil having fallen away, and the mere skeleton of the land being left..."*

Plato: *Critias*

*"Feeling good about individual projects is not enough. The challenges that we face are just too big. It's not ten schools. It's 10,000 schools. It's not five bridges. It's 5,000 bridges. It's not 100 people. It's millions and billions of people. We have to understand how we can move from our successes in these feel-good projects and scale them up so that we can really have an impact which is great and which will help us achieve the Millennium Development Goals."*

World Bank President: James D. Wolfensohn

Opening address at the Scaling Up: Poverty Reduction Conference, Shanghai, China, May 25, 2004

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# Executive Summary

## Background

### Context

i. Ethiopia, one of the poorest countries in the world, is Africa's third most populous country with an estimated population in 2009 of 78 million. The 2007–2011 WFP Country Programme (CP) 104300 has been implemented during a period of significant policy evolution in Ethiopia and turbulence in the world economy. Over the past five years social and economic progress has been steady with major advances in education, significant improvement in the growth rate of gross domestic product and considerable progress in managing a national safety-net programme for rural food-insecure households. The global economic recession has reduced Ethiopian exports, remittance flows and donor resource flows to the country.<sup>2</sup> Devolution of decision-making authority to regional and local governmental bodies continues.

ii. Approximately 80 percent of households live in rural areas and are dependent on local agriculture to meet their food needs. There continue to be several million Ethiopians requiring food transfers<sup>3</sup> as a result of low agricultural productivity, heavily degraded agricultural lands, population growth and extremely low household incomes. In addition, drought has been a consistent threat and inflation has driven up food prices significantly. During 2007 many of the more food-insecure areas of Ethiopia experienced major floods. Severe drought reappeared early in 2008 in the eastern half of the country – particularly in the Southern Nations, Nationalities and Peoples Region (SNNPR) and Somali, Afar, eastern Oromiya and eastern Tigray regions. Drought conditions continued into 2009 in these parts of the country. The prices of food in 2007 in both rural and urban markets was 40 percent above the average for 2002–2006<sup>4</sup> and in mid-2008 reached levels 200 percent above 2004–2008 averages; in 2009 they were still above the longer-term average.

iii. Ethiopia's natural resource base is heavily degraded from unsustainable farming practices and deforestation, abetted by growing population pressure. The relationship between population growth and the relatively fixed quantity of arable agricultural land makes evident the magnitude of the problems confronting Ethiopia and underlines the difficulty of improving the food security status of the country's poor. The figure below shows the numbers of people in Ethiopia per km<sup>2</sup> of arable land over the 100-year period from 1950 to 2050. If population growth continues in 2050, 270 Ethiopians will have to gain a living from each km<sup>2</sup>

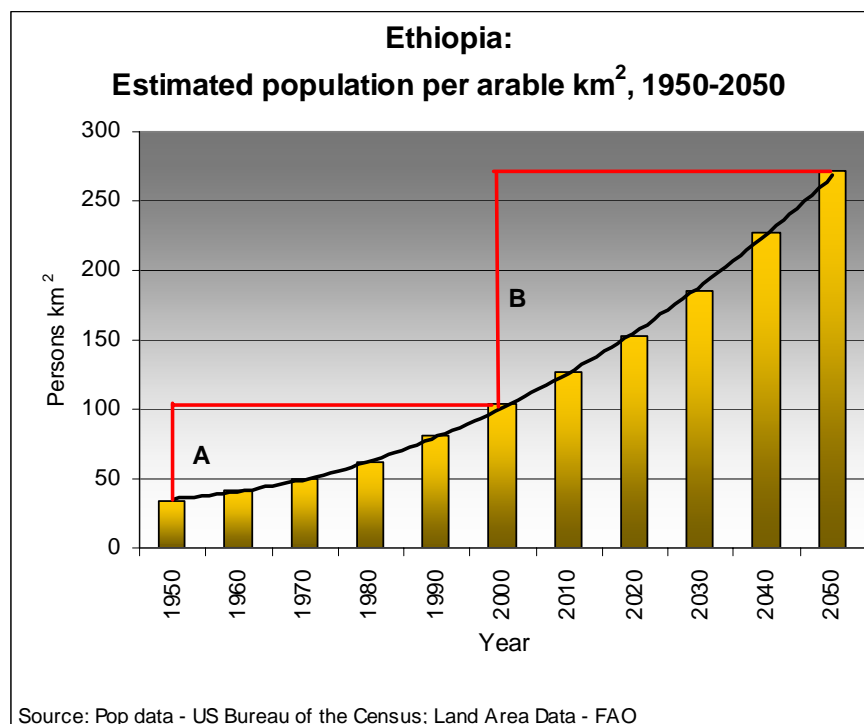
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<sup>2</sup> According to International Monetary Fund data, per capita official development assistance to Ethiopia remains near the bottom compared to other low-income, food deficit countries.

<sup>3</sup> There are 7.5 million chronically food-insecure people under the Productive Safety Net Programme (PSNP) and an estimated 4.9 million people in need of emergency food assistance for the period January to June 2009 (citation footnote 1). Under the PSNP a large portion receive cash transfers or a combination of cash and food transfers.

<sup>4</sup> Famine Early Warning Systems Network (FEWS NET). Ethiopia Food Security Update. January 2008.

of arable land, compared to 35 in 1950. This underscores the importance of efforts to reduce the amount of arable land in Ethiopia that is degraded, to increase the returns to this land and to decrease the rate by which the population is growing.



iv. WFP, in collaboration with other United Nations agencies, bilateral and multilateral donors, and the Government, aims to assist Ethiopia to achieve Millennium Development Goals (MDGs) in poverty reduction, agricultural growth, empowering women and achieving universal primary education, among others. Major advances have been achieved in primary education: the number of students enrolled in primary education increased dramatically from 8.1 million in 2001 to 14 million in 2007, resulting in a gross enrolment ratio of 97 percent for boys and 85 percent for girls.<sup>5</sup> Table I below shows dramatic progress in selected primary education indicators from 1995/96. Notwithstanding these achievements on the national scale, considerable regional and gender disparities prevail.

<b>Table I: Ethiopia's Progress Toward Millennium development goals in primary education*</b>			
	<b>1995/96</b>	<b>2000/01</b>	<b>2006/07</b>
Number of Students	3.8 million	8.1 million	14 million
Gross Enrolment ratio (percent)	-	61.6	91.6
Completion rate (percent)	-	42	65
Percent of female students	37	41	47
Literacy rate (percent)	26 (1996)	29 (2000)	38 (2004/05)

Source: *The Federal Democratic Republic of Ethiopia, Ministry of Agriculture and Rural Development, 2008.*

<sup>5</sup> [http://www.unicef.org/infobycountry/ethiopia\\_statistics.html#56](http://www.unicef.org/infobycountry/ethiopia_statistics.html#56)

## **Description of the Operation**

v. The 2007–2011 CP in Ethiopia aims to improve agricultural productivity and household income in selected food-insecure areas and increase the number of rural Ethiopians receiving primary education.

### **Component 1**

vi. Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods Through Partnership and Land Use Solidarity (MERET-PLUS) is a continuation of ongoing efforts to energise communities in food-insecure rural Ethiopia to take the lead in participatory watershed revitalization and sustained protection. Participants work on their own and communal lands to contribute to increased water availability, improved soil management techniques, greater agriculture productivity, sustainable livelihood improvements and income growth.

### **Component 2**

vii. Children in Local Development – Food-for-education (CHILD-FFE) is the continuation of a food-for-education programme in selected primary schools in food-insecure rural areas. In addition to the ongoing FFE programme, since the new CP started in 2007 an added element encourages communities to utilise their local schools for community-centred development activities to enhance health, nutrition and local economic development and to provide non-formal education of community members.

viii. The Board approved the CP budget of US\$116 million. Of this, US\$65 million was budgeted for the purchase of 230,000 mt of food for the two components. Planned beneficiaries totalled 1,048,000 per year: 610,000 for the MERET-PLUS component and 438,000 for the CHILD-FFE component. During 2008 the budget levels were increased to US\$166 million to offset substantial increases in food prices and ocean transport costs. This included US\$100 million to cover food costs. In 2007, there was a sharp reduction in regular funds made available for WFP's planned development programmes globally, resulting in a significant drop in cash and in-kind resources available for all CPs, including Ethiopia, which received US\$13.4 million rather than the planned US\$23 million.<sup>6</sup> The situation regarding CP resources had improved somewhat by June 2009 when donor contributions totalled US\$75 million (45 percent of needs for the entire five-year period).

## **Evaluation Features**

ix. The evaluation serves accountability and learning purposes and was conducted between May and August 2009. It involved a preparatory mission, desk review of documentation and elaboration of evaluation methods, with fieldwork between 27 May and 27 June. The evaluation

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<sup>6</sup> The Committee on Food Aid Policies and Programmes (CFA) provided in its 38<sup>th</sup> session that "no country should receive more than 10 percent of total available development resources". In 2007, only US\$160 million was available for all WFP development activities globally.

team, comprising three international and two Ethiopian consultants, interviewed WFP, partner and stakeholder staff and representatives, reviewed documents and reports and visited MERET-PLUS and CHILD-FFE sites in five regions: Afar, Amhara, Oromiya, SNNPR and Tigray. The evaluation followed WFP's Evaluation Quality Assurance System.

## Performance Highlights

### Operation Design: Relevance and Appropriateness

x. Both components are logical and appropriate continuations of activities commenced in the 1990s and continued through the two previous CP periods. The sustained focus on addressing major natural and human resource constraints affecting Ethiopia's food-insecure rural poor remains appropriate and highly relevant to the Government's Plan for Accelerated and Sustained Development to End Poverty development strategy and policies. It is also relevant to the United Nations's strategic focus on poverty alleviation, human resource development and reducing food insecurity among the most vulnerable rural poor, as jointly pursued via the United Nations Development Assistance Framework (UNDAF) II.

### Outputs and Implementation Processes

xi. Through December 2008, 35,365 mt of food had been distributed under the MERET-PLUS activity, and 13,437 mt under CHILD-FFE. These figures represent about half of planned levels for the first two years of the CP

	<b>2007 Planned</b>	<b>2007 Actual</b>	<b>2008 Planned</b>	<b>2008 Actual</b>	<b>2007/2008 Total Actual</b>	<b>2007/2008 % of total planned</b>
MERET-PLUS	32,917	16,239	32,916	19,126	35,365	53.7
CHILD-FFE	14,529	6,980	14,148	6,457	13,437	46.9
Total	47,446	23,219	47,064	25,583	48,802	51.6

Source: 2007 and 2008 Standardised Project Reports (SPRs) for the Ethiopia CP

xii. The effect of the substantial food shortfalls was immediate and significant. The MERET-PLUS component eventually had to reduce the number of active sites from 607 to approximately 350.<sup>7</sup> Whereas approximately 610,000<sup>8</sup> beneficiaries had been planned for 2007 and 2008 in the MERET-PLUS component, the actual number was around 382,000 – or 62.6 percent of target levels. The number of schools in CHILD-FFE was reduced from 1,030 in the first semester of 2007 to 772

<sup>7</sup> The MERET National Project Support Unit reported in 2008 that there were 607 MERET-PLUS sites, of which 351 were active. The CP proposed support for 500 active MERET-PLUS sites. The CP figure is not used in any programming or monitoring documentation the team received. From an Ethiopian Government perspective the reductions in food available were viewed as a 42 percent reduction in support. Compared to CP numbers the reduction was about 30 percent.

<sup>8</sup> All beneficiary numbers are rounded to the nearest 1,000.

by the end of 2008. Table III below summarises the results regarding planned versus actual beneficiaries.

<b>Table III: Beneficiaries by Component by Category: 2007-2008</b>									
	Planned			Actual			% actual vs. planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>2007</b>									
<b>MERET-PLUS</b>	298,690	310,884	609,574	186,991	194,624	381,615	62.6	62.6	62.6
Participants in FFW	60,957	60,958	121,915	45,031	331,292	76,323	73.9	51.3	62.6
<b>CHILD-FFE</b>	253,827	183,806	437,633	360,856	292,180	653,036	142.2	159.0	149.2 <sup>9</sup>
Girls take-home ration	-	67,702	67,702	-	70,781	70,781	-	104.5	104.5
<b>2008</b>									
<b>MERET-PLUS</b>	298,690	310,884	609,574	193,800	186,200	380,000	64.9	59.9	62.3
Participants in FFW	60,957	60,958	121,915	37,204	38,760	76,000	61.1	63.6	62.3
<b>CHILD-FFE</b>	253,827	183,806	437,633	229,346	192,456	421,802	90.4	104.7	96.4
Girls take-home ration	-	67,702	67,702	-	63,853	63,853	-	94.3	94.3

Source: 2007 and 2008 SPRs for Ethiopia CP \* The high beneficiary number in 2007 resulted from substantial carry-over of food stocks from the previous CP.

xiii. A few problems need attention. The methods by which beneficiaries are identified and counted needs to be reviewed. Results-Based Management (RBM) showed the number of total beneficiaries to be nearly at planned targets, even though the food available was less than half of planned figures. In 2007, this was possible because of a large carry-over from the previous CP. In 2008, beneficiary numbers were 96 percent of planned even though food distributed was half that of planned. Schools visited by the team and reports from regional quarterly reviews indicate a serious problem with the delivery of food to many schools. The 2007 Standard Project Report (SPR) shows that food was distributed on 73 percent of schooldays that year. In 2008, according to the subsequent SPR, it was distributed on only 43.5 percent of schooldays. Thus students fed half the time are counted as beneficiaries just as if they had received their food benefits every day. This is misleading and deserves to be reviewed.

xiv. Late arrival of food at both MERET-PLUS and CHILD-FFE sites affected the achievement of results at planned levels – particularly for MERET-PLUS, where there were reductions in both the number of sites and the number of beneficiaries. In CHILD-FFE, substantially fewer meals were provided than planned. Problems procuring WFP-financed equipment, vehicles and motorbikes curtailed site visits by government field agents. Continuing high turnover of staff adds to the amount and frequency of training required for replacements. Sufficient numbers of appropriately trained field agents are essential to maintain progress. The reality of high turnover must be factored into the design of training programmes. The team concluded that these shortfalls are beginning to slow achievement of capacity development objectives. Strengthened capability in local groups for managing core processes is vital to sustain CP results after WFP support has ended.

<sup>9</sup> High beneficiary number in 2007 resulted from substantial carryover of food stocks from previous CP

xv. The Bureau of Finance and Economic Development and the *woreda*<sup>10</sup> education offices contract local transporters to deliver food from regional WFP depots to school sites. This arrangement has caused problems that have been unresolved for too long and require the attention of more senior managers from WFP and the Ministry of Education.

## Results

xvi. *Effectiveness.* Both CP components have leveraged rather small amounts of food aid and related financial resources into commendable outputs and outcomes – albeit for a somewhat reduced set of beneficiaries. In MERET-PLUS there is clear evidence that ongoing physical asset creation and preservation has resulted in increased water availability, soil productivity and income-earning opportunities among participating households. All of these aspects increase the likelihood of sustained improvements in food security. In CHILD-FFE, increased enrolment rates, improved gender equity in enrolment and reductions in the drop-out rate have all exceeded planned targets in the first two years and have provided stimulus in highly food-insecure rural districts to the efforts of Ethiopia and the United Nations to achieve universal primary education by 2015.

xvii. In the MERET-PLUS sites covered, 86 percent of households in active sites have reported increased incomes in the first two years of the programme. Half of MERET-PLUS beneficiaries also report reduced food deficits in the two months prior to results-based monitoring (RBM)<sup>11</sup> surveys, at or above target values. These are particularly good results, given that many of these areas have experienced protracted drought conditions. These results would seem to indicate that MERET-PLUS activities may well be helping reduce vulnerability of households to the effects of droughts, at least for a year or two. Additional survey work to confirm this tentative conclusion is warranted.

	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
1.1 households claiming income increment (percent of those surveyed)	70	85	121	75	87	116
1.2 households claiming reduction in food deficit by at least 2 months (percent of those surveyed)	43	53	123	46	47	102

*Item numbers relate to country-level documents.*

xviii. The CHILD-FFE activity continues to support efforts to expand primary education to all children in highly food-insecure districts through the provision of school meals and take-home rations for girls as an incentive for more children to attend school. It has been successful in

<sup>10</sup> A *woreda* is a sub-regional administrative unit.

<sup>11</sup> Target indicators of achievement are identified and information gathering mechanisms are established in a "results-based monitoring" system intended to monitor changes and provide ongoing evidence of progress.

meeting enrolment, attendance and gender ratio targets. The team was favourably impressed by overall progress in Ethiopia in moving toward the MDG target of universal primary education and by the significant, positive role of CHILD-FFE in that progress. The addition of the CHILD component, and the improvements in the quality of education offered in all schools visited by the team as compared with their state in the previous two mid-term evaluations, are significant achievements.

	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
4.1 Number of girls and boys enrolled in WFP-assisted primary schools	437,633	653,036	149	437,633	421,802	96
4.3 Attendance rate: 90 % of girls and boys in WFP-assisted schools attending class during school year	90%boys 90%girls	91%boys 91.5%girls	101 102	9212	98	107
4.4 Drop out rates of girls and boys from WFP-assisted primary schools down	11%boys 9%girls	11%boys 9%girls	100 100	10%boys 9%girls	9%boys 6.5%girls	110 138
4.5 Ratio of girls to boys enrolled in WFP-assisted primary schools	0.77:1	0.89:1	116	0.90:1	0.89:1	98

*Item numbers relate to country-level documents.*

xix. RBM reporting on achievements at output and outcome levels for both MERET-PLUS and CHILD-FFE needs some improvement. In MERET-PLUS the surveys used to monitor progress have changed some of the indicators from the use of actual numbers (e.g. the number of hectares of land reclaimed, total area of soil improvement, or the area of improved irrigation) to percentages of households or communities engaged in particular practices. This is less desirable from an evaluation perspective than surveying actual areas reclaimed or improved. While the figure of 400,000 hectares of area reclaimed since the start of the original MERET-PLUS activity is widely used, it has proved difficult for the team to determine how many hectares have been added to that total in the 2007–2008 period. Another example is in the new CHILD component where the lack of available data has hampered the team in presenting a full picture of progress against targets for some indicators, especially for 2007.

xx. *Impact.* Overall, the CP is effective in achieving impact with beneficiaries and within beneficiary groups. In CHILD-FFE, high enrolment and attendance are likely to be influenced by external factors such as changing parental attitudes toward the utility of primary education for their children and their increasing willingness to send their children to school with or without a school meal programme. A study is needed to determine the relative weight of the existence of FFE in a school – compared to other factors – in actually increasing the number of children

<sup>12</sup> 2008 RBM data provided by the Team was not disaggregated by gender for this indicator.

in attendance. This is likely to vary. The team believes that the weight of FFE in parental decisions is greater in the pastoralist areas of Afar and Somali regions and perhaps less in the highlands.

xxi. Implementation of the CHILD subcomponent is the major new element in WFP's school feeding programme in Ethiopia during this CP period. It is, in the team's view, not only an excellent concept, but in the schools visited, seemed to be helping in a number of ways to multiply the development impact of primary schools within their community and to energise community involvement in school-related training of non-student community members. Success is highly dependent on the efforts of *woreda* education field staff and adequate budget levels for training and transport to school sites of these field agents. Staff at WFP's sub-regional offices is particularly important in this endeavour. Due to budget constraints, these field officers are required to backstop both MERET-PLUS and CHILD-FFE activities, even though these staff are generally trained in either agriculture or education, rarely both. Therefore, training of WFP field officers in both disciplines is essential.

xxii. The CHILD-FFE component has had a positive impact on the perceptions of senior education officials regarding the utility and social and economic returns derived from providing a highly nutritious meal at school to all Ethiopian primary schoolchildren, particularly in the more food-insecure, drought-prone areas. The potential for increasing the impact of individual schools on the economic and social development of their surrounding communities is high and the CHILD effort is well on its way to realizing that potential.

xxiii. MERET-PLUS has had a significant demonstration effect on watershed rehabilitation efforts throughout Ethiopia. As a prototype for sustainable land management and participatory natural resource management programmes, MERET-PLUS has introduced the basic concepts of sustainable land management in core agricultural activities in ways that place farmer communities at the heart of these activities. Households have continued to use the land management practices learned within MERET-PLUS after active participation in food-for-Work (FFW) activities because they have understood the importance of continuing to protect watershed improvements to their future livelihoods. In addition, households have expanded the sustainable livelihood management practices from communal lands to their own farms and to areas outside FFW-supported sites, using their own resources.

xxiv. MERET-PLUS has had a major impact on government policy in the natural resources and land management areas. The MERET-PLUS approach, focused on participatory, community-based organizing principles and high standards for assets created, is the model copied and adapted for the Government's Productive Safety Net Programme (PSNP), developed as a response to a 20-year history in Ethiopia of annual appeals to food aid donors for emergency food assistance; the World Bank-assisted Sustainable Land Management programme in the higher-potential



agricultural areas; and the Government's Strategic Investment Framework for Sustainable Land Management, which is still under development.<sup>13</sup>

xxv. *Sustainability.* In the case of MERET-PLUS, the timeline is much longer than the 30 months under review and indications of sustainability are more apparent. There is considerable evidence to suggest that positive results attained in earlier WFP-supported natural resource management efforts using FFW as an incentive have been sustained for periods in excess of 10 or more years beyond the ending of FFW support. Many of these former sites remain heavily vegetated, have ground and surface water obviously available for longer periods of time than adjacent areas which did experience these improvements, and are clearly being maintained by resident households and communities even though FFW ended many years earlier. There is pressing need to gather and share evidence that supports this hypothesis.

xxvi. Sustainability in the CHILD-FFE programme derives from the enduring character of the education imparted to students enabled to attend school by availability of WFP-provided school meals and take-home rations. The achievement of universal primary education in Ethiopia seems assured within the next few years, given present trends and the priority established for that objective by the Government and all donors. The role of WFP in making that happen in selected food-insecure districts is a major contribution to that objective, which will be sustained.

## **Crosscutting Issues**

xxvii. *Gender.* Efforts in both the MERET-PLUS and CHILD-FFE components to promote gender issues were significant, serious and productive. In the MERET-PLUS component, one half of all watershed committee members are women. In consideration for eligibility for receiving FFW assignments, women-headed households are given priority. Many (although not nearly half) of development agents are women.

xxviii. In the CHILD-FFE programme, many FFE schools are at gender parity for students and, in several, girls now outnumber boys. Increasingly schools are at or close to gender parity among teachers. Where there were about 15,000 women teachers in Ethiopia in 1991, today there are 70,000.

xxix. *HIV and AIDS.* HIV/AIDS is a cross-cutting issue within the MERET-PLUS programme. WFP field monitors and community leaders, including members of the MERET-PLUS planning committees in some cases, are engaged in "community conversations"<sup>14</sup> about HIV/AIDS, funded by the United Nations Development Programme. In 2008, only 6 percent of MERET-PLUS sites reported that local communities were actively enforcing recommended positive behavioural changes, in spite of the high levels of

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<sup>13</sup> The Federal Democratic Republic of Ethiopia, Ministry of Agriculture and Rural Development, Sustainable Land Management Secretariat. 2008. Ethiopian Strategic Investment Framework for Sustainable Land Management. Addis Ababa. (August)

<sup>14</sup> A method that engages communities in discussions leading to better understanding of HIV and AIDS and their impact on the community, generating community resolve and action to confront the causes.

participation in the “community conversations” recorded. This reflects the difficulty in actually promoting changed behaviour in some strongly traditional rural districts. It is essential that this effort be strengthened in order to succeed.

xxx. In all of the CHILD schools visited, visible indicators of effectiveness included HIV/AIDS education in the form of clubs, early testing and active implementation of activities leading towards prevention of HIV infection such as community discussion forums, home visits and labour donations.

## **Conclusions and Recommendations**

### **Overall Assessment**

xxxii. The overall assessment of the CP is that it is well-targeted on issues of major significance for Ethiopian development, food security improvement and spreading of primary education, but the food available has been only about half of targets. Hundreds of watersheds have been cut from the planned programme in many of the most food-insecure areas of Ethiopia. This may lead to increases in the numbers of households requiring food transfers.

xxxiii. The main conclusion related to CHILD-FFE is that it should stay the course. There has been considerable improvement in the learning environment in FFE schools and in attitudes of parents and of communities toward those schools compared to the findings of the two previous mid-term evaluations. The CHILD element is a major reason for that.

### **Issues for the Future**

xxxiv. With regard to the future of both elements of the CP, the team concludes they should continue but with modifications. MERET-PLUS should be continued, but its mandate (not its methodology) should be changed. It should remain separate from PSNP and focused on developing *model* participatory, community-based watershed rehabilitation and sustainable land maintenance sites in all livelihood zones in food-insecure areas of the country. All MERET-PLUS sites in the next CP period should be designed to demonstrate, in each of these livelihood zones, the most effective approaches for achieving sustainable community-based improvements in land and water rehabilitation in ways generating widespread improvements in sustainable livelihoods.

xxxv. The team urges that consideration be given in the next CP for co-locating CHILD-FFE schools and the new MERET-PLUS sites in forming joint model sites in all livelihood zones. CHILD-FFE schools in these partnered sites would also become “model” schools. As both MERET-PLUS and CHILD focus on the development of community-based governance and community-directed setting of local priorities, the synergy thus created would almost certainly reinforce goal achievements in both activities.

## Recommendations

- 1) The way in which beneficiaries are defined in the CHILD-FFE component needs revision. The present definition adversely affects analysis of costs versus benefits, and of nutritional and educational benefits and the impact of school meals on parents' willingness to send their children to school.
- 2) Headquarters should commission an external study of the sustainability of WFP's watershed rehabilitation approach in Ethiopia. Evidence exists suggesting WFP efforts in MERET-PLUS and preceding activities have achieved notable, sustained successes; authentication is needed.
- 3) Senior country office and government staff must intensify efforts to resolve long-standing implementation problems related to: i) delivery of food; ii) procurement by *woreda* partners of goods needed by implementation staff; and iii) the processing of quarterly advances by WFP to government implementing partners.
- 4) For the next CP period, redesign MERET-PLUS as a "model site" participatory, community-based, watershed rehabilitation and livelihood enhancement programme in all livelihood zones in each of Ethiopia's regions.
- 5) CHILD-FFE should remain on its present course for the remainder of the 2007–2011 CP. When designing the next CP period consideration should be given to adding a focus on schools in the model watershed sites where MERET-PLUS livelihood zone activities are to be implemented. Demonstrable synergy between CHILD and MERET-PLUS should be a strategic objective.
- 6) A study is recommended to determine the relative importance of the availability of FFE school meals in household decision-making regarding the sending of children of primary school age to school in food-insecure districts in Ethiopia.
- 7) RBM data collection and retention in a viable database for CHILD-FFE and MERET-PLUS need improvement to increase its usefulness to management.
- 8) The skills of individual WFP field monitors in sub-offices must be upgraded to enable them to monitor and report on both MERET-PLUS and CHILD-FFE activities.
- 9) Ongoing training of Bureau and *woreda*-level agriculture and education field staff must be given higher priority in light of extremely high turnover of staff and their central importance in achieving desired outcome levels.
- 10) There is need for more attention to the issue of food storage and meal preparation at schools.

- 11) The country office and Ethiopian government officials must make improvements as soon as possible in how Bureau of Education tender for transport of food to schools.
- 12) The Vulnerability Analysis and Mapping Unit should provide more support to the CP including geographical information system maps which are *woreda*- or site-specific (where possible) and which can be manipulated to show a range of livelihood, geographic, climate and other socio-economic data superimposed over MERET-PLUS and CHILD-FFE sites identified by a global positioning system.
- 13) In the design of the next phase of the PSNP, linking WFP-supported school feeding with post-2011 PSNP activity should be strongly considered.

# 1. Background

## 1.A Context

1. The 2007-2011 WFP Country Programme (CP) has been implemented during a period of significant policy evolution in Ethiopia, serious drought conditions in the eastern half of the country, inflation leading to historically high consumer food prices and turbulence in the world economy.

### 1.A.1 The Ethiopian Situation

2. Since the overthrow of the military government in the early 1990s there has been extensive economic progress and considerable change in the manner in which the country has been governed. Decision-making authority has been increasingly devolved to regional, district and local governing entities. During the same period significant economic growth occurred, as have improvements in basic social services and a new attentiveness to equitable distribution of gains across regions, income strata and ethnic groups – and between genders.

3. However, the natural resource endowment, from which economic growth in Ethiopia and most household incomes must be generated, is heavily degraded from centuries of unsustainable farming practices and forest removal, a process greatly abetted by growing population pressure in Africa's third most populous country (85 million).<sup>15</sup> A series of major droughts since 1973 has worn down the capacities of rural households in many parts of the country to cope with natural adversities. Each year 6-8 million chronically food insecure rural Ethiopians require food transfers to avoid severe malnutrition, because of their inability to produce or procure enough even in years of good rainfall. In any given year, an added 2-7 million acutely food insecure Ethiopians are added to the list of those needing food transfers, depending on the intensity and duration of food emergencies – droughts, flooding, conflict. Agricultural productivity has remained stubbornly low in spite of substantial investment by the government and donors. Foreign direct investment has slowed and aid from donor governments and international financial institutions has, at times, been reduced by disputes over governance and development policies as well as budget constraints at home. According to the International Monetary Fund (IMF) data, per capita Official Development Assistance to Ethiopia remains near the bottom compared to other Low Income Food Deficit countries.

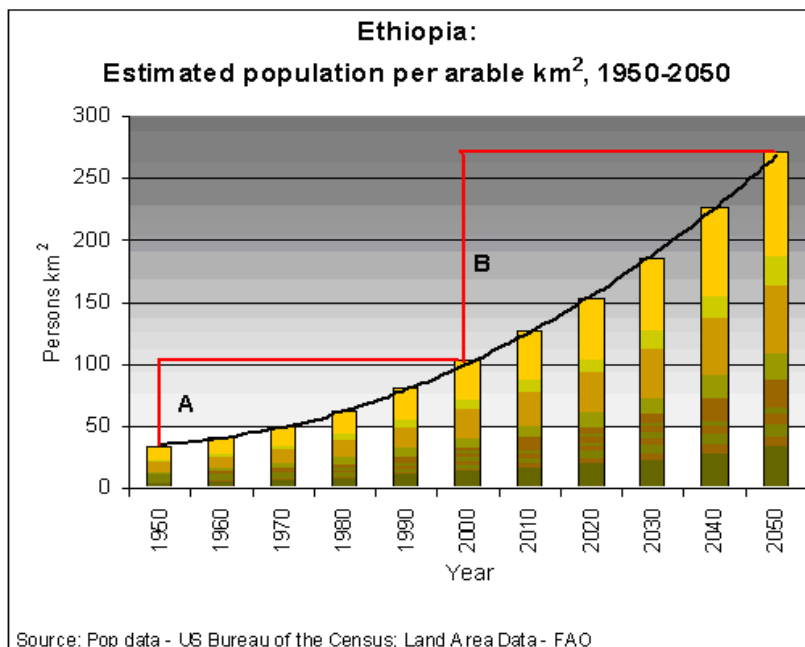
4. The relationship that, perhaps more than any other, illuminates the magnitude of the problems confronting Ethiopia and underlines the difficulty of improving the food security status of the country's poor is that between population growth and the relatively fixed quantity of arable agricultural land. Chart 1 below demonstrates this dynamic. It shows the

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<sup>15</sup> UN World Population Prospects: The 2008 Revision: Population Database.

numbers of people in Ethiopia per km<sup>2</sup> of arable land over the 100 year period, 1950-2050. In the beginning of this period there were 35 people per km<sup>2</sup>. In 2000, the number needing to earn a livelihood from this km<sup>2</sup> had grown to more than 100, a gain of about 70 people for every km<sup>2</sup>. Over the ensuing 50 years, from 2000 to 2050, the gain will not be 70 people, as in the previous period. It will be 170 new people added to the 100 already supported. The growth in the 1950-2000 period is represented by vertical line "A." For the 2000-2050 period the comparable growth is shown by the height of line "B." If population growth continues, the total number of Ethiopians who will somehow have to gain a living from Ethiopia's natural resources patrimony in 2050 will be 270, compared to 35 in 1950. This underscores the importance of efforts to reduce the percentage of arable land in Ethiopia that is degraded, to increase the returns to this land and to decrease the rate by which the population is growing.

**Chart 1**



### 1.A.2 Recent events affecting the Country Programme

5. During 2004-2008, Ethiopia experienced a period of rapid macroeconomic growth, spurred largely by a boom in urban commercial and residential construction and growth in the service economy. But, with the advent of the global financial crisis in late 2008 and the ensuing world economic slowdown, this promising rate of growth has slowed.

Table 1 below charts Ethiopia's recent macroeconomic situation:

	'97-'02	2003	2004	2005	2006	2007	2008	2009	2010
Real GDP Growth (percent)	3.4	-3.5	9.8	12.6	11.5	11.5	11.6	6.5	6.5
Real <i>per capita</i> GDP growth	0.4	-6.1	6.8	9.6	8.5	8.4	8.8	3.8	4.0
Real <i>per capita</i> GDP (US\$ at 2000 prices & 2000 exchange rate) <sup>16</sup>	125	120	128	141	153	166	180	187	195
Consumer prices (average annual percent change)	-0.7	15.1	8.6	6.8	12.3	15.6	25.3	42.2	13.3
Government revenues, excludes grants (% of GDP)	15.1	16.2	16.1	14.5	14.8	12.8	12.5	12.5	12.5
Government expenditures (% of GDP)	24.1	29.7	23.7	23.3	22.3	20.8	19.6	18.0	16.7
Export of goods & services (% of GDP)	12.6	14.2	14.9	15.1	13.9	12.8	11.9	9.6	9.8
Import of goods & services (% of GDP)	23.6	29.2	31.5	35.5	36.6	32.3	32.3	26.6	25.8
Trade Balance (% of GDP)	-12.8	-17.1	-19.8	-22.6	-23.7	-20.3	-20.8	-17.5	-16.5
Official Grants (% of GDP)	3.9	7.5	5.6	6.4	5.7	6.2	5.1	4.9	4.5
Reserves: months of imports of goods & services	3.4	4.9	5.7	3.1	1.8	1.8	0.9	1.4	2.1

Source: IMF. *Regional Economic Outlook: Sub-Saharan Africa*. April 2009. Washington, D.C.

6. Of particular significance to the Country Programme are: i) the low level of real per capita GDP at constant prices which is a consequence of widespread poverty sourced in low productivity; ii) declines in government revenues and expenditures; iii) a significant reduction in the value of exports caused by declining demand for Ethiopian exports; iv) a deteriorating foreign exchange reserves which hamper Ethiopia's ability to finance needed imports, and v) a major increase in consumer prices (particularly of staple foods).<sup>17</sup>

7. During 2007 many of the more food insecure areas of Ethiopia experienced major floods. Severe drought reappeared early in 2008 in the eastern half of the country – particularly in SNNPR, Somali, Afar, eastern Oromiya and eastern Tigray regions. Drought conditions have continued to the present in these parts of the country. The prices of food in 2007 in both rural and urban markets was 40 percent above the average for 2002-06<sup>18</sup> and in mid-2008 reached levels 200 percent above 2004-08 averages. In 2009 prices have come down but are still substantially above the average for the 2004-08 period. (See Annex 11.)

<sup>16</sup> Ethiopia's constant dollar per capita GDP is the lowest of all "Low Income Countries" tracked by the IMF.

<sup>17</sup> The latest WFP/VAM reporting on market prices in Ethiopia shows a decline in recent months in some prices for staples. Whether this is the result of seasonal fluctuations along the trend line or a change in the line itself is not yet known.

<sup>18</sup> FEWSNET. "Ethiopia Food Security Update." January 2008.

### 1.A.3 The Policy Environment

#### PASDEP

8. The Plan for Accelerated and Sustained Development to End Poverty (PASDEP), 2006-2010, is the main blueprint guiding economic development in Ethiopia. Its primary goals and objectives are to:

- Build a modern, productive agricultural sector with enhanced technology and an industrial sector that plays a leading role in the economy;
- Sustain economic development and secure social justice;
- Increase per capita income of citizens to that of the middle income countries;
- Pave the groundwork for attainment of Ethiopia's Millennium Development Goals (MDGs) by 2015.

9. Achieving these goals and objectives is to be accomplished by:

- Building an all-inclusive implementation capacity utilising democratic processes, devolving decisional authority to regional and local government;
- Accelerating growth through commercializing agriculture and accelerating private sector growth;
- Creating a balance between economic development and population growth by increasing the availability of family planning services in rural areas, and improving girls' education;
- A major push on women's education, women's health services, liberating women from unproductive time spent fetching water and other efforts;
- Strengthening the infrastructural backbone of the country by expanding the country's road network, improving supplies of clean water, increasing the power supply in the country;
- Strengthening human resources through higher levels of education, better primary health care, safer water and greatly expanded sanitation, improved food security, nutrition and housing;
- Managing risk and volatility by reducing the numbers of households who move in and out of poverty;
- Creating employment in the context of growing numbers of young people entering the labour force.

10. Progress thus far has been uneven with major advances in education, significant improvement in the rate of GDP growth (see Table 1), considerable progress in managing a national safety net programme for rural food insecure households, a growth spurt in urban construction (including increased employment in the building trades), but lagging performance in agriculture which employs 80 percent of the population but has persistently contributed only about 47 percent of GDP.<sup>19</sup> The slow-down in the global economy and the likely continuation of slow growth in the next few years comes at a particularly bad time for Ethiopia. This,

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<sup>19</sup> FAOSTAT data. See also World Bank Report 4755, dated 25 June 2009.



together with the aforementioned drought has forced the government and donors to reorder spending priorities to care for the 6.2 million people in pastoralist areas who have been substantially adversely affected by these drought conditions.<sup>20</sup> Since 2005, the major activity confronting chronic food insecurity brought on by the combination of highly eroded, unproductive lands and drought has been the government's *Productive Safety Net Programme (PSNP)*.

## **PSNP (Phase II, 2007-2010)**

11. The PSNP is, at US\$1.3 billion, the largest component of the Government's national Food Security Programme. It has been developed as a response to a 20-year history in Ethiopia of annual appeals to food aid donors for emergency food assistance for between five and fourteen million chronically food insecure Ethiopians. The PSNP was established to provide food or cash transfers in ways that help household avoid depleting their assets and rehabilitate or create productive assets. Its two principal elements are: i) providing food or cash in return for the construction or rehabilitation of productive assets; ii) providing direct support to households lacking the capability to participate in the first element.

12. The objective, according to Ministry of Agriculture and Rural Development (MoARD), is: "food security for those who are able, food sufficiency for those unable to achieve food security for male and female members of chronically food insecure households in chronically food insecure woredas..."<sup>21</sup> the programme operates in 262 woredas in eight regions. Compared to the annual relief programmes that had gone before, the PSNP adds predictability, improved timing of transfers, and improved planning of community sub-projects. During the first four years of the programme, between 4.5 and 8 million Ethiopians annually have met the PSNP definition of being "chronically food insecure"<sup>22</sup> and eligible for inclusion in the programme. WFP provides much of the food under PRRO 10665.0. United States Agency for International Development (USAID), Canada and other bilateral donors provide additional food plus cash (for the cash transfer component and operating costs). The scope, design, strategy and objectives of the PSNP are seen by some in Ethiopia to parallel those of WFP's much smaller MERET-PLUS activity. This, in turn, resulted in a number of issues being raised during the Team's field work in Ethiopia regarding the future role of MERET-PLUS in the post-2010 period, when funding requirements for the proposed next phase of the Productive Safety Net Programme are projected to double. These are discussed extensively in later sections of this Report.

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<sup>20</sup> FEWSNET Food Security Outlook, July-September 2009. These are, for the most part, in addition to between 5 million and 7.4 million chronically food insecure Ethiopians receiving annual food transfers under the PSNP. (See also: OCHA: "Eastern Africa Preparedness and Response to Drought and Impact of Soaring Food Prices." Nairobi, 3 July 2008.)

<sup>21</sup> MoARD. "Productive Safety Net Programme: Component Document, 2010-2015. (1 May 2009) p. 1.

<sup>22</sup> People who required food aid in the previous three years. The Somali Region was added in 2007, bringing estimated qualifying beneficiaries to more than 8 million people.

## **MDGs**

13. Ethiopia is one of seven priority countries worldwide selected by a special Millennium Development Goal (MDG) unit of the United Nations for the development of sector-specific investment programmes aimed at enabling Ethiopia to meet growth targets in key economic and social sectors. The MDG framework has been developed in close collaboration with the country's overall PASDEP development strategy as well as with the UN's UNDAF II strategic package for UN agencies operating in Ethiopia. Millennium Development Goals have been established in eight economic and social sectors, they identify the levels of progress to have been achieved in each sector by 2015.

14. Eight Ethiopia-specific goals have been established: i) eradication of extreme poverty and hunger; ii) universal primary education; iii) gender equality and empowerment of women; iv) reduction of child mortality; v) maternal health; vi) reduction of HIV/AIDS, malaria and other diseases; vii) environmental sustainability; and viii) development of a global partnership for development. Both the government's PASDEP and the United Nations' UNDAF II focus resources on achieving these goals. The two components of the WFP Country Programme address, directly or indirectly, all eight of these goals.

### **1.A.4 UNDAF II**

15. The United Nations Development Assistance Framework II (2007-2011) is the strategic framework for coordinating all UN agency programmes in Ethiopia, including WFP. It was developed during 2005/2006 by UN agencies working closely with the government at all levels and with bilateral and multilateral donors and NGOs. Achieving the MDG targets by 2015 through close collaboration among UN agencies and government and other partners constitutes the heart of the strategic focus. Working closely with the government's PASDEP strategy (itself framed to focus on MDG achievements), the UNDAF II partners have selected five thematic areas in which combined efforts are believed to make the greatest positive impact on the eight MDG targets. These thematic areas are:

- Humanitarian Response, Recovery and Food Security
- Basic Social Services and Human Resources
- HIV/AIDS
- Good Governance
- Enhanced Economic Growth

16. All UN agency programmes in Ethiopia are concentrated in these thematic areas. WFP leads the Humanitarian Response, Recovery and Food Security thematic group and is a participant in several other groups. WFP's Country Programme makes contributions in all five thematic areas.

## **1.B Description of the WFP/Ethiopia Country Programme**

17. The present Country Programme is, to a very great degree, the result of WFP's long experience in Ethiopia utilizing food and ancillary resources in both emergency relief/recovery efforts and in development activities intended to reduce the continuing degradation of the productivity base and enhance the ability of the Ethiopian poor to withstand shocks and adverse trends through improvements in physical productivity, institutional strengthening and human resource development.

18. The 2007-2011 CP was developed within the context of the UNDAF II strategy. It is composed of two major components, each of them also featuring elements aimed at two cross-cutting issues: HIV/AIDS and concerns with women's equality and women's rights. It continues previous Country Programmes which had similar poverty reduction, food security-enhancing and educational promoting objectives. The nature and causality of poverty in Ethiopia has changed little in recent decades and the WFP effort to confront the roots of the problems remains steadfastly focused on two clusters of causality: massively deteriorated natural resources and very low levels of education among rural Ethiopians.

### **1.B.1 MERET-PLUS<sup>23</sup>**

19. The objective of the Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (MERET-PLUS) activity is to increase the ability of rural food insecure households to better manage shocks, meet necessary food needs, and improve livelihood strategies through improved, sustainable land management practices. It is designed to help selected rural communities and households in particularly food insecure, poverty-afflicted districts to increase their agricultural productivity and livelihood options. It operates through community-based action programmes to: i) bring back the natural fertility of soils; ii) re-vegetate denuded hillsides; iii) recharge aquifers to increase water availability, iv) better manage pastures; and v) increase capacities to plan and manage these tasks at the community/kebele level with assistance from local extension agents.<sup>23</sup> MERET-PLUS is focused on participatory watershed development which places local community organizations at the centre of the process.

20. WFP food-for-work (more recently termed "food-for-assets") has been involved in reforestation and watershed improvement in rural Ethiopia since the late 1970s. During the more than 30 years of the present and predecessor programmes, a number of approaches have been tried (and several discarded). The basis of the present participatory, locally-planned and implemented model was developed in the late 1990s, reworked, and retested until the present model has evolved. It is important to note that the Ethiopian experience may represent the

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<sup>23</sup> "MERET" is the Amharic word for "land."

longest, continuous use of FFW in a natural resource rehabilitation programme anywhere in the world.

21. WFP's strategic objectives (SOs) for the MERET-PLUS component are:

**SO 1:** "Increased ability to manage shocks and meet necessary food needs and diversity livelihoods."

**SO 2:** "Sustainable land management (SLM) practices and systems institutionalised at community level and replicated to other areas."

**SO 3:** "Sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS."

**SO 6[a]:** "Implementing partners able to plan and manage food-based programmes."

The CP called for the activity to operate in 62 kebeles, involve 122,000 participants directly and assist 610,000 beneficiaries in 500 communities.

### **1.B.2 CHILD-FFE**

22. Children in Local Development – Food-for-Education (CHILD-FFE) is the second component of the CP. It provides in-school meals to primary school-age children of households where poverty hampers provision of adequate nutrition at home and who in the past have been prone to keeping children out of school to provide household labour. There is a particular emphasis on convincing these rural households to allow their primary school-age girls to attend school. The 2007-11 programme features a new community-based effort (CHILD) assisting local communities to utilise schools as development training centres to: i) teach basic organizational concepts of planning and managing local development initiatives, ii) provide basic information on health, hygiene and nutrition and iii) provide training and information on small scale horticulture and gardening. The community-based approach, long employed in the MERET activity, helped guide the development of the CHILD sub-component.

23. The FFE element continues a WFP school meals programme underway in Ethiopia since 1994. It provides approximately 650 kcal per day per child in the form of a porridge cooked at the school by community-paid cooks made from corn-soy blend mixed with a small amount of vegetable oil and salt, fortified with selected micronutrients. There has been, in addition, a separate programme where primary school age girls who might not otherwise be allowed to attend school by their families are provided a take-home ration of 8 litres of vegetable oil per semester – if they maintain an 80 percent attendance record.

24. The CHILD-FFE programme has been operating in the following regions: Afar, Amhara, Oromiya, SNNPR, Somali and Tigray regions. 772 schools<sup>24</sup> were involved in the FFE programme at the end of 2008, of

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<sup>24</sup> The 2008 Standard Project Review (SPR) stated that 421,802 beneficiaries attended WFP-supported schools with an average of 803 students per school. If accurate, this would yield 525 participating schools.

which 40 percent were also CHILD schools. The strategic objectives for the CHILD-FFE component as presented in the CP:

**SO 4:** "Support access to education and reduce gender disparity in access to education and skills training."

**SO 5:** "Quality of education improved and schools progressively transformed into centres for local level development."

**SO 6[b]:** "Implementing partners able to plan and manage food-based programmes."

25. Two cross-cutting issues were addressed in the CP. In both the MERET-PLUS and the CHILD-FFE elements there is a major focus on increasing the participation of women at all levels – as beneficiaries and as participants in development planning, implementing, and managing. Both components strive to advance women to equal participation in all aspects of all activities particularly in management processes, and in community empowerment efforts. The second cross-cutting issue deals with HIV/AIDS in Ethiopia – a major health problem. The focus in both components of the CP is on community-based and school-based efforts to halt the spread of HIV/AIDS through enhanced awareness campaigns and the use of education sites to increase knowledge and active participation of students and other community members in spreading information about HIV/AIDS and in changing mindsets regarding the need to engage in safe practices.

26. It is important to place the Country Programme in the context of total WFP resource flows to Ethiopia. Food aid provided under the CP has constituted only five percent of total WFP food aid in recent years. In 2008, for example, total WFP-provided food aid was 626,000 mt. of that, only 25,500 mt was distributed under the CP, a little more than 4 percent of the total. There is a large and active Protracted Relief and Recovery Operation (PRRO) providing food aid for safety net-related asset creation (10665.0) and to refugees from neighbouring countries (10273.0). Together, these plus other emergency operations have consumed 95 percent of WFP resource flows to Ethiopia in recent years.

### **1.B.3 The Project Logical Framework**

27. The logical framework (logframe) for the 2007-2011, as approved by the Executive Board, is found at Annex 5. It was constructed on the base of existing activities in participatory watershed development which were intended to be continued and be expanded and similarly upon the existing set of school feeding sites and on the results of the piloting of the "CHILD" concept in the prior CP period. It consists of quantitative targets or qualitative benchmarks identified as the desired levels of achievement which, if, and when, (most are annual targets) realized, would represent the principal successes of the two components. Target indicators of achievement are identified and information gathering mechanisms are established in a "results-based monitoring" (RBM) system intended to monitor changes and provide on-going evidence of progress. Assumptions related to most indicators of progress are listed.

28. In addition, WFP/Ethiopia has developed a programme-wide Action-Based Monitoring (ABM) systems intended to identify implementation problems as early as possible during implementation in order to bring them to the attention of management. Initially the ABM was intended for use by local implementing managers. In 2008, a synthesis of the RBM and ABM systems was used by WFP/Ethiopia and ministry and bureau education officials to measure progress against planned targets in the CHILD-FFE component.

#### 1.B.4 Planned vs. Actual Resources

29. The Executive Board (EB) approved the Country Programme at a total budget level of US\$116 million of which US\$ 65 million was budgeted for the purchase 230,000 mt of food commodities for the two components. During 2008 the budget levels were increased to US\$166 million to offset substantial increases in international food prices and ocean transport. This included US\$100 million approved for commodity purchases. Through December 2008, 35,365 mt had been distributed under the MERET activity, and 13,437 mt under CHILD-FFE. These figures represent about half of planned levels for the first two years of the CP.

	2007 Planned	2007 Actual	2008 Planned	2008 Actual	Total actual	% of total planned
MERET-PLUS	32,917	16,239	32,916	19,126	35,365	53.7
CHILD-FFE	14,529	6,980	14,148	6,457	13,437	46.9
Total	47,446	23,219	47,064	25,583	48,802	51.6

Source: 2007 and 2008 SPRs for the Ethiopia CP. Refer to Annex 7 for more complete budget and commodity data.

#### 1.B.5 Stakeholders

30. The present list of key stakeholder groups for the WFP Country Programme is as follows:

- WFP/HQ Operations Department
- WFP Regional Bureaus
- WFP Country Office
- Ethiopian Government – central government ministries
- Ethiopia Government – regional bureaus
- Ethiopian Government – zonal and woreda offices
- UN agencies in Ethiopia
- Participating beneficiary communities
- NGOs
- Other organizations in Ethiopia collecting needs assessment and related data

31. Based on interviews with stakeholders conducted during the Mid-Term Evaluation (MTE), the team reviewed the Stakeholder Matrix. Analysis of stakeholder relationships to the CP, the types and adequacy of information flows between programme managers and stakeholders, and

the nature and magnitude of benefits these relationships have generated for the CP was performed and as a result the Team modified the Matrix to better reflect the individual importance of the three layers of government with which the two CP components interact. Each of these three: national, regional and woreda (including zonal offices), have different responsibilities and different effects on programme implementation. The Stakeholder Matrix is incorporated into the Terms of Reference (TOR), attached as Annex 1.

## **1.C Evaluation Features**

### **1.C.1 Rationale and Objectives**

32. The MTE is intended to provide: i) a review and analysis by an external group of evaluators of actual against planned progress in the two components, and ii) conclusions and recommendations intended to improve progress in attaining outputs, outcomes and planned progress toward goals. It flags the nature and scope of problems, actual and incipient, and notes probable causative factors and offers suggestions on remedies to overcome obstacles.

### **1.C.2 Scope**

33. The evaluation reviews the 2½ years of implementation of the CP in the context of its historical precedents, the extremely complex changing milieu in which it has been implemented, and the WFP, Ethiopian government and donor policy environments in which it has been designed and implemented. The evaluation looks specifically at progress against targets and towards objectives at the mid point of the CP with a particular emphasis on suggestions and recommendations to help guide development of the next steps for the next CP period.

### **1.C.3 Methodology**

34. The primary methods used include semi-structured interviews with a wide spectrum of knowledgeable partner and stakeholder officials and beneficiaries, analysis of documents, reports and studies, team interactions to identify the most important elements of each section of the evaluation document and the development of themes, findings, conclusions, recommendations and possible lessons. Field trips to sites in five regions to interview participants were essential elements of the review. An *Aide Mémoire* was prepared and oral presentations of principal findings were made in Addis Ababa and Rome.

### **1.C.4 Limitations**

35. As external observers and analysts, the Evaluation Team has required open and timely access to all relevant officers and beneficiaries. For the most part this was achieved. However, one month in a country as large as Ethiopia, when a major evaluation of all UNDAF activities was also underway, during a summer period when key staff in key organizations

were away from their offices on holiday, and where the time demands of necessary field visits sometimes conflicted with the time demands for analysis of collected information, coordination of team written materials, and the need for a rapid presentation of preliminary findings put significant pressure of the Team in producing fully analysed information and conclusions. There was, in fact, no time available for writing the text of the report before leaving Addis Ababa. A significant issue was “different numbers from different informants.” This was particularly the case in trying to determine the actual numbers of operational sites and schools. In some cases it proved impossible to resolve issues of conflicting data and information. In all cases, the MTE presents the Team’s best judgments where contradictory information from several sources was received.

### **1.C.5 Quality assurance**

36. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps and in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. EQAS will be systematically applied during the course of this evaluation and relevant documents were provided to the evaluation team.

### **1.C.6 A special note on “food security”**

37. Annex 12 contains a discussion of the concept of “food security” as used in this evaluation document. A reading of this annex is highly recommended for understanding Team concerns regarding the relationship between the food security objectives – and methods for achieving them – between the MERET-PLUS programme and in the government’s major Productive Safety Net Programme, perhaps the major issue related to the future of MERET-PLUS.

## **2. Findings**

### **2.A Operational Design: Relevance and Appropriateness**

38. Both components of the CP are continuations of development-focused activities initiated in prior CP periods. The overall finding with regard to relevance and appropriateness of this evaluation is consistent with findings contained in the past two Mid-Term Evaluations that the objectives of both continue to be highly relevant to Ethiopia’s most important development needs in poverty reduction, improving household food security in highly food insecure areas, and enhancing the prospects for improved livelihoods, health, and general well-being of those enabled to participate in the educational system as a result of the food-for-education component.



## 2.A.1 Objectives of the Country Programme

39. The Evaluation Team has found no problem whatsoever with the objectives of the Ethiopia Country Programme as stated in the approved CP document. They are, and have been for at least the past 10 years of WFP CP operations in Ethiopia, entirely consistent with WFP's overall development objectives globally and in Ethiopia. The programme is also fully consistent with – and entirely relevant to the priorities of – the government's own PASDEP development programme, especially in the areas of sustainable natural resource rehabilitation and in achieving the MDG goal of universal primary education by 2015. Both WFP CP components are central to those objectives and both continue to make significant contributions to progress in sustainable natural resource rehabilitation or primary education.

40. The relevance and appropriateness of the programme to Ethiopia's primary development needs have not been diminished by any event or externality occurring during the CP period. If anything, events have served to increase the relevance of the programme to the growing number of Ethiopians who face serious constraints in availability of arable land and for those facing a dearth of employment opportunities because they lack primary education.

41. The target beneficiaries of the MERET-PLUS component are households in very poor rural communities attempting to earn a living from farming and non-farm economic endeavours in areas which are chronically food insecure because of severely eroded land, infertile soils, consequently low agricultural yields, lack of available water, and scarcity of commercial enterprise opportunities. The target beneficiaries of the CHILD-FFE component are the primary school-age children of rural households in food insecure areas of the highlands and pastoralist households in arid and semi-arid lowland Ethiopia. If there is a problem with targeting, it is the inherent problem of *exclusion* – of not being able to include or affect more people with identical characteristics – than a problem of *inclusion* – targeting of the programme on non-deserving beneficiaries. The problem for Ethiopian development is, in fact, how to scale up the successes of WFP-supported development activities so that significantly more equally poor Ethiopians could benefit.

## 2.A.2 Programme Design

42. In the preliminary desk review before arriving in Ethiopia, the Team reviewed the logical framework for the Country Programme (10430.0) as required in the TOR. The Team found it difficult, in some cases, to interpret the intended chains of causality between some of the outputs contained in the "logframe" matrix and desired outcomes. In any development activity there are inevitably hypotheses or assumptions of the type: "if 'a' happens then 'b' will result." If the desired levels of inputs are made available the desired outputs will, as a consequence, be produced. These output level results lead or contribute to desired

outcomes. These outcomes will in turn, it is hypothesised, make desirable contributions to achieving strategic goals of the programme. The hypotheses that support this chain of logic must be visible and must, in some way, be tested and the accuracy of the supporting suppositions proved or disproved. Doing so, in turn, requires that progress and results indicators be very carefully selected to measure, not only quantitative or qualitative change at the output and at the (assumed) related outcome levels, but also verification of the causality link(s) between inputs, outputs and outcomes. In particular, all major factors affecting outcomes should be identified and the particular role and impact of CP-supported inputs within all inputs need to be identified. If this is not done, it is too easy to claim outcomes as solely or largely the product of CP-provided inputs when, in fact, they are not.

43. In the team's judgment, the original logical framework does not fully succeed in doing that. For example, FFE outcomes in terms of enrolment increases, attendance and reduced drop out rates seem to be resulting from the combination of several factors (changing parent and community attitudes toward education, improved school facilities, more female teachers, etc.). The availability of WFP-provided food is one among them. Yet the logframe would suggest it is the predominant factor in achieving enrolment increases and attendance improvements. The relative role of the school feeding element needs to be further assessed in the light of what appear to be changes in parental attitudes about the utility of education. Indicator data needs to be collected regarding all the major factors contributing to the outcome of increased enrolment. Future logical framework design needs to be more cognizant regarding the full nexus of factors contributing to actual outcomes and the relative importance of the provision of school lunches in that array.

44. In the MERET-related portions of the logical framework there are somewhat simplified representations of the risks and the assumptions affecting achievement of outputs and outcomes. These include, for example, assumptions about the existence of "favourable markets for primary products." As we now know, markets were not favourable for the consumers of primary products – as food prices have been skyrocketing – thus very good for domestic food producers. MERET beneficiaries are both consumer and producer, of course, but almost certainly are net purchasers of foodstuffs, as self-production is inadequate for own-consumption. They were, in the main, adversely affected by markets that favoured food producers over food consumers. The assumption about the utility of markets favourable to the products (i.e., the producers of those products) was, at least in its initial effect on household food security, the inverse of what was desired.

45. The next logical framework needs to be put together with somewhat greater care than was the present logframe. Particular consideration must be given to making visible all essential linking hypotheses. Assumptions about favourable weather, markets, political conditions and the like are relatively useless other than to provide "fig leaves" to logical framework designers when the logic starts to unravel. Better to use the assumptions column to describe other more proximate, exogenous variables which

would likely affect achievement of desired results and the consequences on net results, or, better yet, to identify trends likely to impact performance.

## **2.B Outputs and Implementation Processes**

### **2.B.1 Commodity Reductions**

46. One cannot discuss actual output and outcome achievements in the 2007-2011 Ethiopia Country Programme without a prior discussion of actual vs. planned inputs. The single most important event affecting the ability of the Ethiopia CP to meet its planned outcome targets has been a substantial decrease from planned levels of annual food commodities.

47. The Executive Board approved, on 13 November 2006, a US\$116 million five-year Country Programme for Ethiopia. This was based on a projection of overall annual funding availability for WFP's development activities of US\$ 245 million, of which the development programme in Ethiopia is usually allocated just over 9 percent.<sup>25</sup> Unfortunately, as early as 2007, regular funding for WFP's development activities suffered an unprecedented drop at an annual US\$ 160 million, which resulted in Ethiopia's share of the overall availability being reduced to US\$ 13.4 million against the planned US\$ 23.0 million.

48. The effect on the Ethiopia Country Programme of the substantial 2007 cutback was immediate and significant. The MERET component eventually had to reduce the number of active sites from 607 to approximately 350.<sup>26</sup> The number of schools in CHILD-FFE was reduced from 1,030 in the first semester to 772 by the end of 2008. Whereas approximately 610,000<sup>27</sup> beneficiaries had been planned for the end of 2008 in the MERET-PLUS component, the actual number was 382,000 – or 62.6 percent of target levels.

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<sup>25</sup> The Committee on Food Aid Policies and Programmes (CFA) provided in its 38<sup>th</sup> session "that no country should receive more than 10 percent of total available development resources."

<sup>26</sup> The MERET National Project Support Unit reported in 2008 that there were 607 total MERET-PLUS sites of which 351 were active. The CP proposed support for 500 active MERET-PLUS sites. The CP figure is not used in any programming or monitoring documentation the Team received. From an Ethiopian government perspective the commodity reductions were viewed as a 42 percent reduction in support. Compared to CP numbers the reduction was about 30 percent.

<sup>27</sup> All beneficiary numbers are rounded to the nearest 1,000.

49. Table 3 below summarises the results regarding planned vs. actual beneficiaries:

<b>Table 3: Beneficiaries by component, by category: 2007, 2008</b>									
	Planned			Actual			% actual vs. planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>2007</b>									
<b>MERET-PLUS</b>	298,690	310,884	609,574	186,991	194,624	381,615	62.6	62.6	62.6
Participants in FFW	60,957	60,958	121,915	45,031	31,292	76,323	73.9	51.3	62.6
<b>CHILD-FFE</b>	253,827	183,806	437,633	360,856	292,180	653,036	142.2	159.0	149.2
Girls take-home ration	-	67,702	67,702	-	70,781	70,781	-	104.5	104.5
<b>2008</b>									
<b>MERET-PLUS</b>	298,690	310,884	609,574	193,800	186,200	380,000	64.9	59.9	62.3
Participants in FFW	60,957	60,958	121,915	37,204	38,760	76,000	61.1	63.6	62.3
<b>CHILD-FFE</b>	253,827	183,806	437,633	229,346	192,456	421,802	90.4	104.7	96.4
Girls take-home ration	-	67,702	67,702	-	63,853	63,853	-	94.3	94.3

Source: 2007 and 2008 Ethiopia CP SPRs

50. The high 2007 beneficiary numbers for the CHILD-FFE component reflect availability of carry-over food stocks from the previous CP period. The adverse impact of the commodity reductions did not begin to affect the component until the second semester. These beneficiary data are not corrected for the actual number of days students were fed per semester. The Team was informed by several CHILD-FFE interviewees that food commodities were weeks – sometime months – late at many schools and therefore students were not fed for significant periods of time. Yet, these students were counted as “beneficiaries” in the same manner as those who had received school lunches every day. This seems to be what enables a 50 percent reduction in actual commodities distributed to show up as only a 3.6 percent reduction in reported CHILD-FFE beneficiaries in 2007 or only a 37.4 percent reduction in MERET beneficiaries for 2008.

51. Being dropped from active participation in FFW or FFE programmes, or not receiving WFP food commodities for many weeks or months, almost certainly resulted in many households falling into eligibility for relief feeding. In some cases, they may, as a result, have become eligible under PSNP rules for safety net food transfers – a large share of which is provided under WFP’s PRRO 10665.0 contribution to the PSNP. The reduction of development resources in the Country Programme seems, thus, likely to have added to resource needs in the relief category – a remarkably self-defeating result.

## **2.B.2 Late Arrival of Inputs**

52. Both the CHILD-FFE and MERET-PLUS food commodities and supporting Other Direct Operating Costs (ODOC) and Local Transport Shipping and Handling (LTSH) funds have arrived at distribution sites or implementing agencies late, often very late – or, in the case of some essential ODOC-financed vehicles, motorbikes, farm implements, surveying equipment and other items ordered in 2007 for MERET-PLUS, not at all. As a result of reduced commodity availability and serious delays in the arrival of food at many programme sites, planned input levels have not been attained and output and outcome achievements adversely affected.

53. Several factors have contributed to late arrival of food commodities and at CP sites in both components. The first was problems in Bureau and Office of Education contracting for transport from WFP regional depots to school sites. The tendering process itself resulted in contracts that were not properly vetted and frequently, we were told, not observed by transporters. Second was a change in procurement procedures at the region and woreda levels wherein programme-related procurement of ODOC-financed inputs was assigned in 2007 to woreda agriculture and education officers with supervision by regional agriculture and education bureau officers as well as Bureaus of Finance and Economic Development. This, apparently together with wholesale reassignments of officers in all government agencies in a “Business Process Re-engineering” (BPR) exercise has resulted in substantial delays in procurement and delivery of needed vehicles, motorbikes, computers and other equipment. A related problem has been an extremely high turn-over in government staff at the field level – particularly among agriculture development agents and education field staff. In some regions annual turnover has been as high as 50 percent.

54. Another factor was the way in which local government offices processed and reported on quarterly advances of ODOC and LTSH funds to the regional bureaus and on to WFP and other UN financing agencies with regard to programme-related expenditures (local transport, local training, other local operating expenses, etc.) Changes in this expenditure and reporting system has considerably slowed the vetting of expenditure reporting and replenishment of quarterly advances.

55. Changes in these procurement and quarterly advance systems have clearly contributed to late or non-arrival of inputs. The consequences include cut-backs in training of field staffs, reduced site visits by the agricultural Development Agents (DAs) and education field staffs because of transport non-availability, fewer tools for the watershed sites and for the more than 400 MERET seedling nurseries.

## 2.B.3 Achievements at the Output level

### 2.B.3.a MERET-PLUS

Key Indicator	2007 planned	2007 actual	% actual vs. plan	2008 planned	2008 actual	% actual vs. plan
<b>Physical</b>						
1.1.2 % degraded land reclaimed	55	30	54	65	55	85
1.2.1 % Households with improved soil fertility practices	50	84	168	50	76	152
1.2.2 % MERET sites with improved soil management	70	94	134	70	85	121
1.5.2 % Household accessed to water sources	20	51	255	25	26	104
1.5.4 % Irrigated area increased	10	42	420	15	26	173
<b>Household</b>						
1.1.1 % Household accessed created assets	90	91	101	90	90	100
1.3.1 Beneficiaries participating in FFA	122,000	76,323	63	122,000	76,000	62
1.3.4 % of households who creating assets	90	91	101	90	90	100
1.3.5 % of households involved in IGAs	15	81	540	20	36	180
1.6.2 % of households adopting promoted technologies	4	25	625	4	37	850
<b>Institutional</b>						
1.5.3 % Functional water user groups	70	21	33	75	88	117
2.1.2 % Sites prepared community-based w/s plans	65	60	92	70	53	76
2.2.2 % of planning teams trained in NRM cycle	60	33	55	75	50	67
2.4.1 % of functional user groups est. by gender	85	76	89	85	63	74
3.1.2 % sites where HIV/AIDS prevention activities conducted	60	29	48	65	56	86

Source: 2007, 2008 RBM surveys for MERET. See Annexes 7 and 8 for full set out output results for 2007 and 2008, by S.O.

Percentages normally refer to survey results showing percentages of those households or communities surveyed or which demonstrate progress in that indicator.

Item numbers relate to country-level documents.

56. The most significant result related to the MERET component has been the reduction of active watershed sites from 610<sup>29</sup> to 351. Interviewees informed the Team that of these 351, about 100 are being fully supported and the remaining, partially supported. The above table and the following discussion relate to achievements against targets for these 351 remaining sites. The number of FFW-recipient beneficiaries in

<sup>28</sup> These indicators differ to some degree from those presented in the CP "Results and Resources Matrix." They reflect indicators actually used by WFP and the government in the RBM questionnaires for generating results data.

<sup>29</sup> The planned number of MERET sites used in the CP is 500, but both the MoARD Project Support Unit and WFP staff in the Country Office use 610 as the initial number of sites from which cuts were made.

2007 and 2008 was approximately 76,000, or 62 percent of the target of 122,000. This reduction is a direct result of the budget reductions and decrease in commodities. To the greatest extent possible, the MERET programme has attempted to compensate for this decline in distributed FFW commodities by cutting back selected, high cost activities, increasing inputs from PSNP and other projects, wherever that proved possible, and relying on greatly expanded self-help contributions (i.e., free, non-reimbursed labour on community asset creating activities from individual participants). In some cases the number of days of free labour increased from an average of 20 days per year to 40 days per year. This comes at the expense of like reductions of time available for work on one's own land.

57. Given the food commodity reductions, the late arrival of FFW commodities at many MERET sites, and non-arrival of essential vehicles, motorbikes and other equipment, the MERET-PLUS component has done well in reaching or surpassing many targeted output levels in participating watershed areas. The reclamation of large areas of degraded land is a central achievement of the entire MERET period. In 2008, the Team was informed that 69,728 ha of degraded lands were reclaimed – 29 percent below the target established in the CP for a much larger planned number of sites. It should be noted, however, that the Evaluation Team found data lacking on the rate of completion for many sites, particularly for 2007. Approximately 400,000 ha have been treated by MERET since the late 1990s.

58. Soil fertility practices (primarily composting) have been highly successful. According to the RBM survey, 74-86 percent of households are using these methods to conserve moisture and enhance productivity – well above target for participating watershed sites. Improved access to water from the development of springs, ponds and shallow wells and the groundwater recharge that occurs with watershed rehabilitation have reduced the time spent collecting water by 38 percent according to RBM reporting, and facilitated small scale irrigation, with significant agricultural and income effects.

59. Important achievements are reported in the development of Income Generating Activities (IGAs) – primarily fruit and vegetables production, selling grasses from closed areas, selling seedlings from nurseries and trees from woodlots, livestock fattening and poultry production and sales. In both 2007 and 2008 targets were exceeded. The Team is concerned, however, that efforts to complete watershed physical treatments and the longer-term maintenance of physical and biological assets may be neglected if food commodities continue to be slow to arrive and inadequate in quantity compared to planned requirements. At the moment, commendable output results are largely attributable to unreimbursed food-for-asset activities by participating farmers.

60. Output results confirm, as was the case in the previous 2003-06 MTE, that the MERET participatory approach works well in restoring deteriorated watersheds and in community-based institution-building. The process has been found to result in higher returns to household labour,

improved water availability, improved soil fertility and a resulting enabling of greater livelihood options which, in turn, lead to increased household income and improved food security among participating farm families in participating communities.

61. The Team notes that the process of fully rehabilitating watersheds appears to require an average of 12 years of output achievement. Improvements, however, such as increased water availability often start occurring after about three years. We were informed that this length of time results from MERET interventions normally commencing in one part of a watershed from whence they spread to contiguous portions of the watershed as other households and areas are added over time, eventually encompassing the entire watershed area.

### **Implementation Constraints in MERET-PLUS**

62. The increased shift toward use of government procurement systems for equipment and materials has created significant delays and difficulties for effective programme implementation. Transportation remains a limiting factor in MERET implementation at the field level, affecting both the quantity and quality of the work. Vehicles, motorcycles, hand tools, computers and other equipment have not been upgraded for many years. There is no available inventory of assets or information on the status of these assets. Continued turnover of government staff, particularly at the woreda level, is a major challenge to the continuing efficiency in the delivery of MERET outputs. Regular training of new staff is an essential element of the MERET approach and training increases as a function of increased turnover of field staff. MERET training activities are highly dependent on available ODOC funding. Insofar as the Team could determine, there is no overall programme training plan nor a post-training evaluation process. This should be corrected.

63. The National Project Support Unit (NPSU) in the Ministry of Agriculture and Rural Development (MoARD) provides important targeted support and training where required, but it does not seem to be tasked with systematic technical oversight and quality assurance function that might normally be expected of a PSU. There is good communication and collaboration amongst the national, regional, woreda and WFP staff. However, the division of responsibilities for technical support, field supervision, approval of completed work, quality assurance, monitoring, reporting, and trouble-shooting needs to be clarified.

64. The RBM monitoring system is still evolving. It is intended to produce a useful database for assessing performance. However, there are inconsistencies in some of the responses to questions, and some of the indicators for which data are sought seem not to be appropriately relevant. A significant problem is that the monitoring system is unable to provide information on the overall progress toward watershed rehabilitation in each MERET site. One or more indicators of progress toward completion in a given watershed are needed. The database itself is not presently functional and is still a work in progress, requiring additional



attention. The existence of an accessible RBM (and ABM data) is essential to good project management. The database must be completed soon.

65. Joint WFP/government management of MERET has been unsuccessful to date in addressing the significant delays in delivery of food resources, the provision of necessary equipment and materials, and dealing with the causes and results of high turnover in agricultural field staff. The mechanisms to resolve these issues need to be engaged as soon as possible in order to end the delays. The National Steering Committee should address significant issues confronting on-going implementation of MERET as soon as possible. The continued absence of executive direction is creating uncertainties in addressing the principal issues impeding progress.

### 2.B.3.b CHILD-FFE

#### Outputs: Actual Vs. Planned

Key Indicator	2007 planned	2007 actual	% actual vs. plan	2008 planned	2008 actual	% actual vs. plan
4.1.1 # of girls/boys receiving meals in WFP-assisted schools	437,633	653,036	149%	437,633	421,802	96%
4.1.2 quantity of food distributed to WFP-assisted schools (mt)	14,529	6,980	48%	14,148	6,457	46%
4.3.1 # girls receiving take-home ration	67,702	70,781	105%	67,702	63,853	94%
4.5.1 % of schools at which correct ration of each commodity is distributed	100	73	73	100	70	70%
5.1.1 % of schools where CHILD framework is implemented	45	29	64	40	30	75%
5.1.2 # of schools where "essential package" activities are undertaken with communities	70	123	176	185	175	95%
6.1.1 # of education experts at district, region, centre trained in HIV/AIDS	134	164	119	144	392	272%

Sources: 1) Standardised School Feeding Survey: 2007 Country Status Report; 2) WFP/Ethiopia Report on Results from 2008 ABM (draft) (undated); 3) 2007, 2008 WFP/Ethiopia CP SPRs. Note: standard RBM reports were not undertaken in 2007 or 2008. See Annex 9 for the full table. Item numbers relate to country-level documents.

66. The data above and in relevant annexes suggest the overall level of achievements at the output level appear to have been quite good, save for the fact that food commodity distribution in both years was less than half of planned levels and those foods were distributed quite late in many recipient schools. Yet, even with the reduction in food distribution, the numbers of beneficiaries reported were well above target in 2007, reflecting a large carryover of food commodities from the previous CP for 2007 and significantly fewer feeding days in 2007 and, particularly, 2008.

67. It should be noted, in this regard, that the number of children reported as receiving meals (SO4.1) is identical to outcome indicator 4.1 on enrolment in WFP-supported schools. This clearly means – given actual distribution – that many of these beneficiaries spent many days in school without WFP-provided meals. The numbers would not add up, otherwise.<sup>30</sup> Team visits to 11 schools confirmed late delivery as a major problem in 10 of those 11. From ABM monitoring reports and field interviews, the Team discovered that WFP and woreda education field officers have been reporting problems with late arrival for the entire CP period – without substantial improvement or resolution of the underlying causes. These causes to a great extent revolve around difficulties faced by district education offices in securing timely, adequate local transport from WFP regional stores to school sites.

68. There is no indicator that provides data on the amount of training provided regional and woreda education officers, or that tracks partner staff turnover. The team has been informed that field staff turnover is a serious problem requiring the training of substantially more junior staff than had been earlier envisaged to support the expansion of the CHILD element of the activity. An indicator related to longevity of field staff might be a useful addition to the ABM monitoring system.

69. There are no major issues regarding the appropriateness of targeting of individual beneficiaries. All the schools were originally selected in previous CP period using criteria in effect at the time which remain consistent with the present CP. Previous evaluations have noted no problems with their selection. All students in these schools fit the definition in terms of geographic location of the schools and average poverty in the households of the school districts. Since there has been, in most school areas, little improvement in households' ability to properly feed their children, it is difficult to phase out school meals programme in participating schools in order to shift to new, equally-deserving schools and children in contiguous food insecure areas. Thus, again, the problem is one of exclusion – the inability to include all equally-deserving children – rather than of inclusion, i.e., the targeting on inappropriate or ineligible areas, schools or children. The whole issue of "exit strategy" is, in effect, moot until there are alternative ways to provide adequate nutrition to these young children. This almost certainly requires successes in food security-focused development activities outside the CHILD-FFE project itself.

70. The process of determining which would have to be dropped from the feeding programme as a result of commodity shortfalls was undertaken by the bureaus and offices of education in participating regions and woredas. The criteria included geographic re-targeting, use of a chronic vulnerability index to prioritise woredas, reduction in ration size, whether or not the CHILD component was operational in a school, a reduction in the take-home ration and a comparative estimate of the

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<sup>30</sup> A better output indicator would be the actual number of meals served to students. Using the above numbers this would equate to 68 percent of the number of students, or approximately 287,000 meals per day for 100 or so days each semester.

impact of the programme on other CHILD-FFE objectives on a school-by-school basis.

71. Although the CP emphasises the importance of UNDAF partnerships, Team visits to school sites unearthed little evidence of partnered efforts with other UN agencies, although partnered efforts with two NGOs – GtZ and Project Concern International (PCI) – were both visible and effective where observed.<sup>31</sup> When asked, some school directors noted that a donor such as the United Nations Children’s Fund (UNICEF) may have provided some desks, or water pumps for the school well. There was little evidence of the CHILD-centred “synergy”<sup>32</sup> through partnered efforts which planning documents suggested would be a major element of the CHILD-FFE programme. That said, WFP and UNICEF were, as of June 2009, on the verge of signing<sup>33</sup> a joint Memorandum of Understanding<sup>34</sup> (MOU) that clearly defines the shared objectives of the two programmes in improving the quality of primary education in Ethiopia. The MOU proposes joint planning, implementation and funding of the WFP CHILD programme and the UNICEF “Education WASH”, and “Child-friendly school” concepts. All activities are closely associated with the MDG and UNDAF goals in education for Ethiopia. Both organisations are committed to effectuating the MOU as soon as possible. The Evaluation Team believes this is exactly the right approach in harmonizing the strengths of both UN agencies to speed achievement of the government’s goals of universal primary education.

### **Implementation Constraints in CHILD-FFE**

72. The CHILD-FFE component has been adversely affected by delayed delivery of WFP food commodities to most schools throughout the 2½ years of the activity. This problem is identified in ABM reporting during the period, but those reports generated little improvement. The evaluation team visited eleven FFE schools in five regions. Representatives at ten of these schools stated that deliveries of WFP food had been from several weeks to several months late. Such deliveries are the responsibility of the regional bureaus of education. Several reasons for these delays were offered:

- High cost of fuel.
- Transportation tendering is the responsibility of regional bureaus and woreda offices of education. Bids documents are not as complete as they should be. Bids are often non-responsive. The resultant transporter selection process is slow. Some contracted transporters are subsequently unwilling to transport food to distant schools.

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<sup>31</sup> With the arrival of the GtZ-developed more efficient cooking stoves at all FFE schools during the next several months, the visibility of the GtZ element will be nearly universal. The PCI involvement is with approximately 100 schools in Tigray and Amhara.

<sup>32</sup> “Synergy” is defined as a situation where the combined output of two or more inputs is greater than the output would be of the inputs separately. It is the additionality that is significant, not the mere event of combining forces.

<sup>33</sup> With the full concurrence of the Ministry of Education.

<sup>34</sup> WFP/UNICEF. 2009

- Transporters report that the bid documents often lack detail regarding locations of schools or the nature of roads to those schools.
- Transporters sometimes over-state vehicle capacities. In some cases they understate vehicle's size leading to cases where vehicles are too large to traverse some of the narrower roads, or misrepresent the age and condition of their vehicles.

73. The Team was informed that regional bureaus of education were taking steps to reduce the tendering period from its present 30 to 15 days. This may help, but other steps are needed.

74. RBM reports also indicate problems with food storage at some schools. Two schools among eleven FFE schools visited by the Team had bags of food that were either resting directly on the ground or on platforms that could easily be toppled. In addition, the Team found some storage rooms not properly sealed to keep rodents and other small animals from gaining access to the food, particularly in school sites in Afar region. Field monitors should insure that all food is properly stored and secured at the school sites.

75. Most schools visited use highly inefficient stoves to cook FFE meals. The typical stove consists of three stones on the ground supporting a large cooking pot. Firewood was fed in from the sides. The result is highly inefficient use of scarce, expensive firewood. The Team was informed that all FFE schools will soon receive new cooking "stoves" as part of the CHILD-FFE activity developed by Deutsche Gesellschaft für Technische Zusammenarbeit (Gtz)) which will reduce fuel wood requirements by as much as two-thirds.

76. Outputs related to the CHILD element of the component are largely qualitative. Although a fairly new concept, CHILD seems already to have achieved some successes in generating overall improvement in the quality of the education experience in CHILD-FFE schools. In all of the CHILD schools visited, the Team observed that the integration of the needs of children and of community members into a community development<sup>35</sup> process is taking place, using the school as the nexus. Visible indicators of that effectiveness in the schools visited included:

- School premises improved in the form of gardens, wall murals used as teaching devices, added classrooms, well-digging, electric power (in a few cases), water pumps and planting of crops for both demonstration and income purposes
- Nutrition and health education being provided to teachers and students
- HIV/AIDS education in the form of clubs, early testing and active implementation of activities leading towards prevention of HIV/AIDS such as; community discussion forums, home visits and labour-donations.

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<sup>35</sup> Children in Local Development (CHILD) – Consolidated Support Modules, page 2

77. The Team noted that an understanding of the basic tenets of the CHILD approach were, as yet, not well understood by some of the school directors interviewed. When asked about the impact of the CHILD component on their schools and communities, they tended to respond in terms of physical assets provided rather than in terms of the conception of drawing the community and the school more closely together around the notion of the school as a centre for community development. We realize that the concept needs time to be absorbed and adapted to local perceptions. Insufficient numbers of well-trained woreda-level education officers, high turnover and a shortage of financial resources to enable repeat visits to schools by these staff are key constraints.

78. It is important to note that local community contributions in cash and self-help labour are a significant element of the "input" element of the CHILD-FFE component. RBM reporting and observations during Team visits to school sites confirm that participating communities are actively contributing. These are what appear to be major contributions of scarce household financial resources by the members of the school community which represent, proportionally, a much greater sacrifice for the educational needs of the young children of the community than the relatively minor contributions of the international donors. While the Team found similar willingness to contribute among community members of non-WFP-supported schools, it seemed clear that support provided under the CHILD sub-component was greater. The quality of community leadership is very clearly a decisive element in initiating and maintaining strong community support for the CHILD concept. In schools visited, the most active participation was associated with acknowledged strong leadership within the community. Identifying and training community leaders in promulgating the CHILD concept is essential should be a major sub-component in the design of any follow-on activity.

### **2.B.3.c Internal Institutional Arrangements**

79. There are four areas of interest in the discussion of how internal institutional arrangements have affected performance in the first 2½ years of the Ethiopia CP: i) changes in the management structure of the CP by WFP/Ethiopia, ii) government personnel realignment, iii) the system for procuring local goods and services for the programme and iv) the system for making quarterly WFP advances to partners.

#### **Country Office Reorganization**

80. In 2006, the Ethiopian Country Office was reorganised to better reflect a situation in which the WFP staff were continually and heavily committed to on-going, large-scale relief and rehabilitation efforts. Three aspects of the WFP programme in Ethiopia – development, recovery/relief (particularly PRRO 10665.0) and refugees – were combined under the Programme Office which until 2005 had been responsible primarily for the development programme (i.e., the CP). The reorganization occurred as the government's PSNP was being launched as a massive national safety net/food transfer programme (to which PRRO 10665.0 is a major contributor) and at a time when the worst drought in a decade was just

beginning to make itself felt. WFP food and other inputs into the PSNP via the PRRO dwarf resources for the CP. The Evaluation Team believes these much larger elements of the programme have necessarily dominated the agenda of the Programme Office and of senior managers and that the CP, as a consequence, has necessarily received a more modest allocation of time and attention than was the case in past years. This has been made more acute by the fact that the senior position in the MERET/Safety net unit in the programme office has not been filled throughout the entire MERET-PLUS period.

81. WFP's sub-office leaders interviewed for this evaluation indicated that the CP probably consumes 30-35 percent of sub-office staff time because of the more "hands on" approach required of WFP field monitors for "development" activities vis-à-vis "emergency" and large-scale safety net operations. There are more repeat visits, training and monitoring of institutional development required in development activities. Officers interviewed in Addis Ababa reported they had considerably less time available to attend to the Country Programme. The many issues and problems of the drought emergency, relief and rehabilitation (including support for the PSNP) and refugees consumed something approaching 95 percent of available time of senior managers. The Evaluation Team believes that implementation problems identified below may have remained unresolved for a longer period of time as a consequence of WFP managers having been nearly fully absorbed managing other elements of the WFP programme in the country. In addition, sub-office field staff originally recruited and assigned to backstop either the MERET or CHILD-FFE activity are now required, for reasons of cost-efficiency, to backstop both. To do that effectively, it is very important that these staff receive additional training related to the component for which they do not have sufficient prior training or experience.

### **The BPR**

82. The second factor relates to government personnel changes. During 2008 and 2009, the Ethiopian government implemented a "business process re-engineering" (BRP) exercise throughout the civil service as a means of improving the performance of government by providing better quality of service delivery and greater effectiveness. However beneficial the BPR may ultimately be, the Team believes the short-term results of this endeavour, in terms of WFP's Country Programme, have been to reduce the pace of programme accomplishments in 2007 and 2008. Team members were informed in meetings with government representatives, stakeholders and WFP staff that the result thus far has been slowed decision-making and implementation because officers familiar with the programme and its processes were replaced at woreda, regional and national levels with officers new to these positions and unfamiliar with programme procedures. Problems that might have been resolved in relatively short order in the past have tended to linger, unresolved longer, delaying progress.

## Procurement Problems

83. The third factor is a greatly slowed local procurement system. Until 2007, WFP/Ethiopia undertook a substantial share of local procurement for the Country Programme, utilizing both ODOC and LTSH cash resources. At the same time as the new CP period began, the government changed its procurement policies for all UN agency programmes so that bureau and woreda implementing offices were charged with the responsibility for procurement of goods and services for UN agency programmes, including both the MERET-PLUS and CHILD-FFE components.

84. For reasons not fully understood by the Team, local procurement in the MERET-PLUS component seems to have nearly stopped for certain essential items such as ODOC-financed vehicles, motorbikes, farm tools, survey equipment and other items. A number of items meant to be ordered in 2007 have, as of June 2009, still not been ordered. The results of the delay were apparent to the Team during field visits. Bureau officers with responsibility for managing the MERET-PLUS programme in their regions lacked transport. The majority of DAs lack operable motorbikes and are having to “hitch rides” with PSNP-related officers to MERET-PLUS sites whenever they can. The effect has been to greatly reduce DA visits to MERET sites.

## Quarterly Advances

85. The fourth factor is a slowing in quarterly advance of WFP funds to partners. Until 2007, quarterly advances to woreda-level operational offices were made directly to the woredas, with documentation regarding actual expenditures coming directly back to WFP/Addis Ababa. Government procurement procedures were changed in 2007. WFP is now required to route the quarterly advances to regional Bureaus of Finance and Economic Development (BoFEDs) which forward the advances through either the regional Bureau of Agriculture and Rural Development (BoARD) or Bureau of Education (BoE) to their respective woreda offices for actual expenditure. Documentation associated with these expenditures now has to be routed from woreda offices back through their respective regional line bureaus to the BoFEDs and from the BoFEDs to the WFP office in Addis Ababa. This process has proved slower than the system it replaced – so much so, in fact, that data related to expenditures of the previous quarterly advance have not been reaching financial officers in WFP/Ethiopia in sufficient time to allow for the next quarterly advance. Woreda officials interviewed by the Team indicated that by the time a WFP quarterly advance actually reaches them, they have only a few days to carry out actual expenditure of funds, obtain the receipts and other necessary documentation, and send these materials back through the system ultimately to WFP.<sup>36</sup> These procedural changes were observed in

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<sup>36</sup> In a meeting with BoFED staff in Amhara Region, Team members were provided examples of WFP quarterly advance documentation which was, in the view of BoFED staff, insufficiently detailed to enable them to allocate the advance between line items. They showed Team members examples of other UN agency advance documents which were more detailed and enabled the Ministry of Finance and Economic Development (MoFED) to allocate more quickly. In this instance, the Team was convinced of the merits of BoFED's position. There needs to be more interactions between WFP MERET

every region the Team visited These slowed procedures are creating major delays in ordering, paying, and reporting on goods and services necessary for the orderly implementation of both major components on the Country Programme.

86. Taken together, but without assigning relative weight to individual factors, the nexus of these events or processes may account, not only for a reduction in the pace of the programme in achieving overall objectives, but also for the apparent difficulty in resolving outstanding problems in programme performance.

### **2.B.3.d Monitoring**

87. In general, the Team found that WFP and government offices were quite serious about, and committed to, the collection and use of progress monitoring data. The Results-Based Monitoring (RBM) system is extensive for MERET and data are collected regularly. There are some differences between the S.O. indicators contained in the CP and in the RBM surveys. They often reflect conversion of indicator values from absolute numbers (e.g., "number and type of improved soil fertility management techniques introduced.") to percentages (e.g., "percentage of households exercising soil infertility management technologies"). This makes comparisons with CP indicators somewhat more difficult for evaluators. The comparisons are demonstrated in Annex 10.

88. For the CHILD-FFE component a survey entitled "Standardised School Feeding Survey: 2007 Country Status Report" was substituted for the RBM in the first year of the CP. While of considerable use, it did not include 2007 data for several of the logframe output or outcome indicators. In 2008 a modified ABM was prepared for the CHILD-FFE component in lieu of the annual RBM report. This did contain results and achievements by indicator for most CP logframe outputs and outcomes. The lack of data on progress against all strategic objectives for 2007 has hampered the Team to a certain extent in presenting a full picture of progress against targets for some indicators in that component.

89. In addition to the RBM system, there is an Action-Based Monitoring (ABM) system which gathers information on implementation problems and presents this data to decision-making bodies, primarily at local levels for resolution. The Team found that ABM reporting works well in the gathering and presenting information about implementation problems in a timely manner. The combining of ABM and RBM functions in a single report as was done for the CHILD-FFE component in 2008 is an interesting idea and greatly enlivens the presentation of results for management review. However, the actual resolution of the problems identified in the ABMs has not necessarily followed. Late delivery of food in both components, has repeatedly been identified in these ABM-type reviews without there being subsequent solutions.

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managers and BoFED staff to enable speeded resolution of outstanding allocation questions. WFP is urged to engage further on this issue to achieve resolution.



### **2.B.3.e VAM**

90. This evaluation has had very little to say about Vulnerability Assessment and Mapping (VAM), and that represents a problem. According to interviews with WFP/Ethiopia VAM staff, the unit has not been used very much by the Country Programme. Its outputs – particularly the work done with FEWS NET<sup>37</sup> and others in developing the extremely useful Livelihood Zone Profiles for all livelihood zones (about 150 in all) in four food insecure regions in the country – seem to be completely unknown to WFP field staff backstopping the Country Programme, and therefore unused to determine whether MERET components comported well with local livelihood and production strategies. This is a pity, as each of these 6-8 page documents could be a valuable source of potential targeting information, wealth ranking data, livelihood resilience strategy data and a broad strata of other useful information. It should be noted the small resident VAM staff is fully engaged with relief-related surveys and reporting. To undertake CP-related work which the Evaluation Team believes essential would likely require added staff.

### **2.B.3.f Cost Efficiency**

91. In terms of total WFP expenditures per beneficiary in the Ethiopia Country Programme, the estimated figures are US\$17.70 in 2007, and US\$59.93 in 2008. As there was a normal start-up delay in expenditures in the first year of the project and, as noted elsewhere, that 2007 budget was significantly reduced, it is probably appropriate to look at the average per actual beneficiary total expenditure for these two years: US\$36.32 per year.<sup>38</sup> It should also be noted that a substantial share of the Country Office (CO) personnel costs and some support costs are covered under PRRO 10665.0.

92. It is of considerable interest to note here that, notwithstanding the major reduction in WFP commodity flows, both the MERET and CHILD-FFE components have done a relatively commendable job in meeting output and outcome targets (see Annexes 7 to 9). Even though FFE and FFW food commodities have been reduced significantly and, in many cases, have been distributed weeks or months late, RBM/ABM/SPR reporting indicates reasonably good results under these circumstances in achieving output and outcome planned targets at this per-beneficiary expenditure level. Thus, to the extent these results are accurate portrayals, outputs being generated from reduced or delayed inputs suggest considerable cost efficiency in achieving results.

93. Factors influencing the efficiency with which budgets are converted into outputs are complex and only partially known. For example, in MERET there is considerable momentum built into process of achieving output results. Most sites have been operational for many years. Activities initiated in parts of each watershed are being spread to other sections of

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<sup>37</sup> The USAID-financed Famine Early Warning Systems Network.

<sup>38</sup> Source: 2007, 2008 SPRs for Ethiopia CP.

watershed. Many of the participants are “old hands” at the process, by now. The visible improvements from earlier activities serve as models of what can be achieved and the farmers may need less food aid incentive over time to keep the effort alive. There is an hypothesis here that needs testing: that the food rations required to initiate the development of a given watershed need to be continued throughout the lifetime of support for that watershed. That may not be the case and needs to be investigated. Household members seem willing to contribute additional self-help once they have seen the results on their neighbours’ farm plots. On the other hand, the participating households may feel that the delayed food commodities will, in fact, eventually arrive before they are actually required, and continue to work in the meantime. It should also be noted, in the context of cost efficiency in the CHILD-FFE component, that local operating expenses of the school meals programme are extremely low – less than US\$100 per month per school (US\$0.16/student/month in 2008), on an average basis. There is no doubt that, in terms of school operating costs, the programme is very cost effective.<sup>39</sup>

## 2.C Findings Related to Outcomes

94. In this section, the CP outcomes are divided between the two components. Outcomes 1, 2, 3, and 6[a] are reviewed in the MERET-PLUS discussion and outcomes 4, 5 and 6[b] are reviewed in the CHILD-FFE discussion.

### 2.C.1 MERET-PLUS Performance at the Outcome Level

95. Evidence collected in the Results Based Monitoring (RBM) system for all MERET-PLUS sites is shown in the following table. They show that the 2007 and 2008 targets were exceeded for both household income increases and household food availability.

<b>Outcome 1: Increased ability to manage shocks and meet necessary food needs and diversify livelihood</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
1.1 households claiming income increment by gender (% of those surveyed)	70	85	121	75	87	116
1.2 households claiming reduction in food deficit by at least 2 months (% of those surveyed)	43	53	123	46	47	102

*Item numbers relate to country-level documents.*

96. These results are of more than passing interest given the serious drought conditions in food insecure areas of Ethiopia in both of these years. Part of the reason for these results, the Team suggests, is that most MERET-PLUS sites have been part of the programme, on average, for several years. They have, in many cases, had sufficient time to have achieved a positive environmental impact. Most important, the increased

<sup>39</sup> Source: local cost data from “Standardised School Feeding Survey 2007 Country Status Report”, average school enrolment data from 2008 Ethiopia CP SPR.

availability of ground water resulting from improved percolation and aquifer recharge is often visible within 3 years. This has enabled the development of small scale irrigation from wells and ponds leading to increased crop diversification, yields and the resultant ability to sell part of farm production – including the sale of “cut and carry” forage. This, in turn has enabled poultry and livestock fattening and greater sale prices from animals sold. In sum, production and incomes have increased and food insecurity has declined for many, even in the face of drought conditions in eastern Ethiopia for the past 2-3 years. Under these conditions, the results are a singular achievement. Three-quarters of households in surveyed MERET sites report income increases. In 2008, nearly 9 of 10 households surveyed reported increased food availability. These would be good results even in years of normal rainfall, in low rainfall years they would seem to verge on phenomenal.

97. Some caution is warranted. First, the role of income and food *transfers* is unknown and is not controlled in these surveys. It is therefore possible that remittances or other transfers may play a part for at least some households in the surveys. Second, the two progress indicators selected are subject to changes induced by externalities. There are causative factors which can also influence both household income and household food availability that are not sourced in the MERET-PLUS component. Some of these households may be receiving assistance from other programmes, for example.

98. However, the fact that these good results have occurred during two years of known poor rains in many parts of Ethiopia bolsters the argument that MERET-induced improvements in land management help significantly in enabling households to maintain productivity through at least one, if not two, subsequent dry years. In this regard, it would be very helpful to know whether watersheds which have been part of the programme longer are more successful in this regard than those which may have started more recently. Disaggregated data on this point would be very useful. How many years of MERET-type efforts, for example, seem to be needed before a watershed has increased ground cover and groundwater sufficiently to withstand a subsequent drought year?

<b>Outcome 2: Sustainable Land Management (SLM) practices and systems institutionalised at community level and replicated to other areas</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
2.1 households creating assets (physical and biological) initially through FFA and subsequently maintained on self-help basis	83	96	116	87	88	101
2.3 households replicating specific household-based technologies and improve practices (% of those surveyed)	75	86	115	77	78	101

*Item numbers relate to country-level documents.*

99. Results in Outcome 2 above relate to “institutionalization” of the MERET concept in the communities and among participating households. As with Outcome 1, performance has met or surpassed planned target levels for both indicators in both years. Indicator 2.1 is particularly

important in that it includes households which have continued maintaining SLM practices, learned within the MERET, FFW-assisted framework, but maintained after the completion of the FFW period. This is an essential stage in moving toward long-term sustainability. It indicates these households have understood the importance to their future livelihood status of continuing to preserve and protect the watershed improvements undertaken with FFW and self help under MERET. The second indicator reports on households expanding SLM practices on farms and in areas outside the FFW-supported sites. These numbers reflect not only acceptance of the MERET approach, but its further application by beneficiaries using their own resources, i.e., local-level multiplication.

<b>Outcome 3: Sustainable and productive community behavioural changes and practices in relation to HIV/AIDS fostered</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
3.1 communities that participated in Community Conversation enforcing recommended positive behavioural practices (%)	10	6	60	22	6	27
3.2 schools and communities implementing (incorporating) HIV/AIDS prevention and mitigating measures (% of these surveyed)	100	79	79	100	99	99

*Item numbers relate to country-level documents*

100. This report divides WFP/Ethiopia Outcome 3 into two segments. The table above reflects HIV/AIDS “mainstreaming” efforts in the MERET-PLUS component of the CP. HIV/AIDS is a cross-cutting issue within the MERET programme. Funded by the United National Development Programme (UNDP), WFP Field Monitors and community leaders, including members of the MERET Planning Committees in some cases, are engaged in “Community Conversations”<sup>40</sup> about HIV/AIDS. Mainstreaming occurs among MERET beneficiaries. The regional WFP sub-offices coordinate the programme. In Tigray, for example, 45 Community Facilitators have been trained. Community Conversations were initiated at 15 sites in two MERET kebeles. The HIV/AIDS committees meet on a monthly basis and are also involved in FFE HIV/AIDS Clubs in the schools. Similar programmes are underway in the other regions.

101. The HIV/AIDS programme is monitored through the Action-Based monitoring (ABM) process by WFP field monitors. Activities under the programme are reported in quarterly reports and results were discussed in the recent UNDAF II mid-term evaluation. The MERET 2008 RBM report states that 61-78 percent of community conversation teams are functional and that the proportion of MERET sites that have had HIV prevention activities vary significantly among the regions, from 48 percent in Amhara to 75 percent in SNNP. The Evaluation Team considers these to be good results under the circumstances of reduced programme resources.

<sup>40</sup> A methodology engaging communities in discussions leading to better understanding of the HIV/AIDS epidemic, its impact on the community and generating community resolve and action to confront the causes.

<b>Outcome 6 [a]: Implementing partners able to plan and manage food based programmes</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
6.1 WFP implementing partners with the capability to take over the planning and managing of food-based programmes	3	2	67	3	2	67
6.2 households satisfied with technical and management support (% of those surveyed)	60	88	147	70	82	171

*Item numbers relate to country-level documents*

102. Even with the problems in resources shortfalls and late arrival of food, approximately 70 percent of households surveyed expressed satisfaction with the technical and management support they have received under the programme. It is somewhat unclear how this particular indicator relates to the outcome as specified, as the responses from participating households might well reflect views on the physical improvements in the watershed and the beneficial consequences that have resulted rather than on the relative utility to these households of technical and management inputs.

## **2.C.2 CHILD-FFE Performance at the Outcome Level**

103. The primary outcome intended from the CHILD-based Food-for-Education component of the Country Programme is to speed progress toward the government and UNDAF II objective of meeting Ethiopia's Millennium Development Goal related to education – achieving universal primary education by 2015. In perhaps no other MDG is achieving the 2015 target more likely than in education. From a national enrolment rate of just 32 percent in 1990/91, children attending primary school as a percentage of all school-age children had reached 91 percent at the end of 2007.<sup>41</sup> The national girl-boy ratio in children attending school had reached 93 percent at that time and, if MTE findings are indicative of national numbers, may have reached parity by June 2009.

104. These are impressive numbers. They have resulted from many causes, primarily from a substantial increase in government and donor investment in education over the period, but also from WFP's school-feeding programme in participating woredas in food deficit areas. That role, the Evaluation Team believes, has been significant. The present CHILD-FFE component is the most recent iteration of a long-standing WFP commitment to providing food to children attending school in rural Ethiopia that dates to 1994. Evidence that this school feeding programme has been an important element in Ethiopia's progress toward its education MDG is clear, particularly in the most food insecure woredas of the country. In the most drought-prone, poorest, most food insecure areas of Ethiopia, families have been increasingly willing to spare their primary school-age children from household agricultural and water-collecting activities to attend school, in part due to the availability of school lunches

<sup>41</sup> Federal Democratic Republic of Ethiopia. MoFED. September, 2008. p. 11.

for their young children and, in some cases, because of the take-home ration of vegetable oil provided parents of some girl students.

105. There has been a tendency among some who argue the benefits of school feeding to claim that the feeding programme is so important in the minds of these poor households that the decision to send their children to school is entirely or largely based on whether or not meals are being provided in their school. If the meals should stop, the children will not be sent to school. The Evaluation Team agrees this seems to be the case in the pastoralist areas of regions such as Afar, Somali and perhaps in southern SNNPR. Our field assessment in Afar found evidence to support this thesis for pastoralist households. Particularly when there are severe drought conditions in these areas, the existence of a school feeding programme is perhaps the overriding factor in children's attendance.

106. In the more heavily-populated highland areas of food insecure woredas in Tigray, Amhara, Oromiya, and SNNP, the Evaluation Team has determined that the existence of school feeding plays a significant, but not necessarily the major role in household decisions to send children to school. After collecting information from visits to a number of schools in these four regions, it is unclear to the Team just how much a role is played by the existence of school feeding in these areas. As a result the Team has concluded that further analysis of the comparative role of the feeding programme in achieving improved enrolment, girl-boy ratios, and attendance is warranted to continue to support the contention that school feeding is "a", or "the," major contributing factor.

<b>Outcome 4: More children (girls and boys) enrolled and able to actively participate in schools</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
4.1 Number of girls and boys enrolled in WFP-assisted primary schools	437,633	653,036	149	437,633	421,802	96
4.3 Attendance rate: 90 % of girls and boys in WFP-assisted schools attending class during school year	90%boys 90%girls	91%boys 91.5%girls	101 102	92 <sup>42</sup>	98	107
4.4 Drop out rates of girls and boys from WFP-assisted primary schools down	11%boys 9%girls	11%boys 9%girls	100 100	9%girls 10%boy	6.5%girls 9%boys	138 110
4.5 Ratio of girls to boys enrolled in WFP-assisted primary schools	0.77:1	0.89:1	116	0.90:1	0.89:1	98

*Item numbers relate to country-level documents*

107. Regarding Outcome 4 above, the absolute enrolment figures for FFE schools is somewhat misleading because the 2007-2011 CP period started with a substantial carry-over of food stocks from 2006 and therefore the impact of resource cuts was delayed until later in 2007. While it can be argued that the CP beneficiary target was 438,000 beneficiaries, both WFP/Ethiopia and education ministry, bureau and office staffs talk and think in terms of maximizing the numbers of schools in the FFE

<sup>42</sup> 2008 RBM data provided the Team was not disaggregated by gender for this indicator.

programme, not of numbers of individual beneficiaries. The desire is clearly to maximise qualifying schools where feeding is or can be provided. Cuts in the number of participating schools did not take effect until late 2007 and the numbers of enrolled students shown in the above table for 2007 is much higher than the budget cuts would otherwise have allowed. The criteria used to add additional beneficiaries and schools when commodities availability increases are: i) to add to individual school allocations to account for increased numbers of students at active sites: ii) to adjust/increase feeding days per participating schools, and iii) to add or re-admit schools in the most food insecure areas. In January 2009, 119 schools in Afar Region were added.

108. To add further difficulty to determining the extent to which beneficiaries were actually receiving meals as has been discussed earlier in this Report, there are major – and still growing – problems in moving food commodities from the Port of Djibouti into Ethiopia and predictions are for serious shortages in food imports for the foreseeable future. The bottom line of this discussion is that there are likely to be continuing uncertainties regarding the amounts of food available for the school feeding for at least the next year or two which could lead to cuts of schools or reduced rations per school and/or reduced numbers of feeding days for attending students.

109. All of the other indicators related to Outcome 4 in the above table are positive. It is clear that primary school enrolment is growing, the ratio of girls to boys has improved significantly and that dropout rates are decreasing. The relative role of school lunches is not easy to determine, but it is clearly a positive influence, particularly in the pastoralist areas. There remain clear and compelling reasons to continue to be strongly supportive of the school feeding programme in Ethiopia.

<b>Outcome 5: Quality of education improved and schools progressively transformed into centres for local-level development.</b>						
	<b>2007 plan</b>	<b>2007 actual</b>	<b>% of plan</b>	<b>2008 plan</b>	<b>2008 actual</b>	<b>% of plan</b>
5.1 % completion rate	-	-	-	40% 46%	55%	138% boys 118% girls
5.2 % of Parent-Teacher Associations regarding schools as centres for local development	-	-	-	80%	-	-

*Item numbers relate to country-level documents*

110. This outcome represents the beginning of attempts to chart the progress of the CHILD sub-component. As an effort that will generate primarily qualitative results, it is difficult to come up with quantitative indicators that are true representations of progress. It is hard to determine the relative impact of the CHILD-FFE programme on changes in the percentage of students who complete their primary education. Certainly the existence of school feeding contributes to that objective, but the issue is how much. Indicator 5.2 does not seem to be offering much information of use to managers. The outputs that would seem to relate to positive results in CHILD are not quantified.

111. This discussion leads to Outcome 6[b] below. As can be seen, there are as yet no data available on indicator 6.3 which would sum up institutional progress in the CHILD component. The core of a successful CHILD programme is the overall effectiveness of the local committee, which is responsible for making all the elements of a local school-based CHILD effort actually produce results. With good leadership and an interesting, informative, useful array of school-centred activities there are few limits as to what can be accomplished. The combined efforts to make that happen need to be measured and analysed by WFP and the Ministry of Education. What should emerge is an array of data able to help identify what works and what doesn't work in making some CHILD committees effective and some less so. As in the MERET programme, it is essential to know this so that, in expanding and multiplying the concept to new areas, the successes can be reinforced and the failures not replicated.

<b>Outcome 6[b]: Implementing partners able to plan and manage school-based programmes</b>				
<i>Key Indicator</i>	<b>2007</b>	<b>% target</b>	<b>2008</b>	<b>% target</b>
6.3 Percentage of community members who assess their CHILD-based FFE committees as effective or very effective	-	-	-	-
6.4 Number of development initiatives that incorporate lessons from CHILD	-	-	1	100%

*Item numbers relate to country-level documents*

112. Indicator 6.4 above should be reworked or discarded. This is the twin of the indicator in the MERET outcome table discussed earlier and also proposed for deletion. If it were to be retained, it would certainly work better if reworded to something like: "the number of development initiatives incorporated into school-based CHILD activities."

### **2.C.3 Impact of the Country Programme**

113. The 2007-2011 Country Programme has had a number of impacts, some greater than planned, some less. Both components are small in terms of total beneficiaries of like situations in rural, food insecure Ethiopia. The discussion in this section of the MTE is divided according to who or what has been impacted. Subsections below discuss the impacts on: i) direct and indirect beneficiaries – individuals and communities; ii) government policies and programmes related to national expansion of sustainable land management and primary education; and iii) WFP itself. The impacts related to the MERET and CHILD-FFE components are discussed separately.

### **2.C.4 MERET Impacts**

114. The impact on direct beneficiaries is positive and appears thus far to be sustainable. That impact has been substantially reduced by the



cutback in active sites from 607 to roughly 350.<sup>43</sup> A decision was made in August 2008 by MoARD and BoARD representatives and WFP staff that the number of woredas would remain as before but that the number of sites in each woreda would be scaled back commensurate with the availability of commodities and budget.<sup>44</sup> As a result of these reductions, the impact on beneficiaries was to reduce their number from the planned 609,500 to 381,600, and from a planned 122,000 FFW participants to 76,300. In addition, the late arrival of food commodities and procurement delays further adversely affected intended beneficiaries in the remaining sites, as input reductions slowed achievement of outputs and reductions in progress toward outcomes as noted earlier in this report. Field visits confirmed that progress in many sites had been delayed although, in some of the sites visited, progress was clearly still being achieved – largely as the result of households engaging in voluntary self help measures above normal requirements and, in some cases, sharing resources with nearby PSNP sites.

115. The concept of “indirect” beneficiaries is important in the MERET programme. Interviewees suggest that there are many non-participating watershed sites which have observed the benefits of the MERET programme and have attempted to undertake similar land rehabilitation efforts using their own resources. There are a number of ways this can happen. Households living in neighbouring watershed communities observe the beneficial changes accruing to participating households (e.g., additional water availability, higher yields, fatter livestock, higher apparent income) and undertake some of the same watershed improvement activities on their own. Development Agents (DAs) who have moved on to new assignments nevertheless carry their MERET-related training with them and can sometimes use it in their new assignments and locations. The IGA activities which many MERET households have been able to develop makes more produce available in local markets. The nurseries developed under the MERET programme make seedlings available to non-MERET customers. It would be helpful in any attempt to measure all the benefit streams derived from investment in the MERET programme to attempt to quantify the numbers of indirect beneficiaries and the magnitude of land resource improvements that seem to have been replicated in non-MERET sites.

116. Finally, in discussing beneficiary impact, one must keep in mind strong physical evidence that previous participants of past WFP-supported SLM activities continue to benefit in major ways from the continuing benefit streams resulting from past programme investments. Many of them continue to practice natural resource management techniques learned in prior MERET-like activities. Some are graduates of MERET itself. A study of how much of what they learned is still used is needed.

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<sup>43</sup> In all Team interviews and reports read the number used for “MERET sites” was 607 or 610. The CP target of 500 appears never to have been used by government or WFP staff in discussions about the size of the component.

<sup>44</sup> FDRE.MOARD. NPSU: July 2008.

## Environmental Impact

117. MERET has had a substantial, visible and sustainable physical impact on the land, water resources and on the environment generally. More than 400,000 ha of land have been rehabilitated since the late 1990s, and an estimated 69,728 ha in 2008. Soil losses have been reduced in MERET sites, sub-surface water tables have risen, surface water is available for more months of the year, composting has been extremely successful and improved management of animals has greatly increased vegetative ground cover in the upper watershed areas at all project sites. The next RBM survey needs to determine the actual area of land rehabilitated during this CP period.

## Impact on Policy

118. The entire history of the development of the MERET methodology has had a major impact on government policy in the natural resources and land management areas. Team interviews with government personnel, top-to-bottom, and with virtually all donors and NGOs demonstrate that the MERET approach to participatory, community-based, sustainable natural resources rehabilitation and land management is the preferred approach for nearly all sustainable land management and natural resources development activities in Ethiopia. Whether it be the PSNP, the World Bank-assisted Sustainable Land Management programme in the higher potential agricultural areas, or in the government's still-developing "Strategic Investment Framework for Sustainable Land Management"<sup>45</sup> the MERET approach, focused on participatory, community-based organizing principles and high standards for assets created, is the model being copied and adapted. All senior government officers interviewed for this evaluation made this point.

119. A good example of the MERET impact on policy can be seen in the following quotation, taken from the government's new "Strategic Investment Framework for Sustainable Land Management" policy document:

***"Active community-based participation.** The beneficiary communities must be in a position to actively participate in the decision making process involved in formulating and implementing SLM plans that seek to address the problems of land degradation and non-sustainable rural livelihoods within their local area. They should be the principal actors when it comes to: (i) identifying the problems; (ii) reviewing the options (solutions) for overcoming them; (iii) selecting the most promising technologies and approaches; and (iv) planning for the implementation of an agreed set of SLM interventions. This requires building on rural peoples' inherent skills and capacities and empowering them through people-centred learning approaches to formulate and implement their own development plans, and to develop and disseminate their own SLM technologies. This should be based on a partnership between the rural communities and the concerned development agencies with the latter acting in a facilitatory capacity rather than being the principal drivers for change."*

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<sup>45</sup> FDRE. MoARD. SLM Secretariat. August 2008.

120. The above encapsulates much of the MERET approach and methodology. Intended to be the driving principle for the future SLM investment programme, this statement demonstrates how influential MERET has become as a model to be emulated in community-based, participatory, sustainable land rehabilitation and management.

121. The MERET impact, illustrated in the above quotation, has been built up over the entire history of natural resource rehabilitation-related FFW activities in Ethiopia – culminating in the past eight years of MERET efforts. It is not just the result of the present MERET-PLUS activity. A small number of the donor interviewees suggested that, in the face of broad support for the PSNP programme,<sup>46</sup> MERET's impact seems to them to be declining, given what they saw as WFP's less than fully enthusiastic support for the activity. They noted that the senior MERET position in WFP/Ethiopia had not been filled for over two years, that WFP resource support had declined and that the voice of WFP had been "relatively quiet" in the process now underway to design the next iteration of the PSNP activity. However, senior government officers interviewed by the Team did not convey the same view. They provided very concrete conceptions of MERET's present impact, its future and their plans for its impact.

## **2.C.5 CHILD-FFE Impacts**

122. In the CHILD-FFE programme the direct beneficiaries of the Food-for-Education element of the programme are the children who attend school and are fed. The impact of the programme is first and foremost on them. To what extent has CHILD-FFE expanded the numbers able to attend primary school and improve their educative results? There are two issues here: i) other factors also influence changes in these indicators and ii) how can one determine the impact when a significant share of programme inputs arrive very late? This raises the issue of how to count actual beneficiaries. As has been shown elsewhere in this MTE, many of these children have not been receiving food for weeks – even months – at a time. From the sampling of schools visited by the Team and from a review of RBM reports it is clear there is a significant problem here. In cases where the students do not receive meals for weeks or months of a semester – who may, in fact not even attend school for the period when meals are not available – it makes little sense to count them as if they had received the benefits of the feeding programme when often they had not. At present, if they receive food for only part of a semester they are counted as full beneficiaries. The Team believes this is misleading. A different system of counting CHILD-FFE beneficiaries is needed. At the schools visited, the School Directors were keeping very accurate records of attendance and of the days in which meals were available. There are two 95-day semesters in a school year. If a child receives Food-for-Education meals during the entire 190 days s/he should be counted as a full beneficiary. To the extent meals are not available, the percentage of benefit counted for that child should be commensurately reduced. For a school where food is available for only 120 days/year and there are, say, 600 students, the total beneficiaries would be reduced by 3/4<sup>ths</sup> to 450,

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<sup>46</sup> Including WFP's own substantial support of the PSNP through PRRO 10665.0.

rather than the full 600. Some modification of beneficiary counting of this type is required to more accurately reflect the benefits received.

123. Direct beneficiaries of the CHILD sub-component are community members who are actually participating in development activities made available at the school location as a result of the WFP/MoE (and, hopefully, soon with added support from UNICEF) CHILD effort. It is somewhat unclear how they are being counted at present and it is recommended that a system be devised where community members can be appropriately counted as beneficiaries when they have become full and active members of either PTAs where CHILD activities are present or in some similar organised and appropriate way. Without this step, impact is difficult to measure.

124. WFP's food-for-education programme has widespread support in Ethiopia at community and local and national government levels. The Ministry of Education has declared its desire to provide school lunches for all Ethiopian primary school children as a matter of national policy. All agree that, in the long term, the food resources for a national school feeding programme should come from domestic sources. Already, about half of the rations provided to children under the WFP programme are purchased from Ethiopian producers of CSB-like products. There have been modest experiments at some school sites with local production of small portions of locally-sourced food for the school feeding programme. Taking those experiments to any larger scale, however, seems well beyond the capacity of local communities and regional and national government agencies. Nonetheless, there are no policy hurdles to be overcome, only budgetary ones. In this sense, 15 years of WFP support for school feeding in limited, highly food insecure areas of Ethiopia has contributed significantly to the government's hopes and plans for there being – someday – a national school feeding programme.

## **2.C.6 Findings Related to Sustainability**

125. Too often "sustainability" is put forward as one of the most important factors in development programming and seldom mentioned again in any significant way. Sustainability is rarely evaluated, often because evaluations are focused on existing projects not on the lingering impacts (if they can be found) of already completed projects – especially those completed years before. Sustainability, more than any other evaluative element, requires special effort and design. It is rare for an on-going programme to have been underway for a sufficiently long period that one can look at sustainability not of the programme itself, interesting at that might be, but sustainability of the benefits derived, of outcomes, of results.

## **2.C.7 Sustainability of MERET accomplishments**

126. The results achieved in the MERET programme have all the elements needed to achieve a sustained improvement in the food security status of participant beneficiaries. The physical transformation of

degraded lands has been shown over the past 20 or more years to produce improved water available, soil retention, production increases and diversification of income-earning opportunities. Most important, individual farming households, farmer associations (kebeles) and watershed management committees have absorbed not only the methods needed to make these transformations in their physical environment, they have come to understand the necessity – and the lasting benefits – of maintaining and preserving these physical and biological assets. These mindset changes are the most essential positive result of the MERET approach because this is where sustainability becomes embedded in traditional institutions and is passed from generation to generation. The Team believes this has already happened to a certain extent in the earlier FFW efforts that preceded MERET. We believe WFP needs to undertake a study of the effects of MERET on sustainability. This is discussed in Section 3.B.1.

## **2.C.8 Sustainability and CHILD-FFE**

127. Sustainability in the CHILD-FFE programme is of quite a different sort than in MERET. The assets created are children educated who might not have had the chance for an education without the inducement of school feeding. They are children growing to become healthier adults; children who were provided improved nutritional supplements and micronutrients they would not have received without the school feeding programme. They are girls given the chance for an education because of the supplementary take-home ration that induced their families to allow them to attend school. In the case of CHILD, sustainability will eventually be represented by community members who have had aspects of their lives improved because of the additional non-formal educational opportunities they had in CHILD-promoted programmes; who have learned agronomic techniques in community-sponsored sessions, or health and sanitation, or child-rearing practices that led to improved quality of their lives or those of their children. All these are types of sustainability which cannot be measured – at least not now – but which are nonetheless likely to be visible or reportable under certain types of future question and answer sessions moderated by skilled interviewers.

128. In the context of a national economy not yet able to offer appropriate employment for those who graduate from primary schools, it is difficult to foresee the ultimate results or pay-off to those being educated. The Team can only assume that to be educated is better than not to be educated in the Ethiopia of today and tomorrow. A citizenry composed of educated individuals is better at both governing and being governed. An educated person is better able to seize opportunity as it comes along than someone who is unable to read and write. The increased numbers receiving an education and improved nutrition as a result of the FFE effort are enabled to participate in their communities in a much fuller way. To the extent that the Ethiopian economy continues to grow and as a result to offer greater opportunities for employment, these former participants of the FFE programme will be in a better position to seize those opportunities. In this way the assets created by the Food-for-

Education component can be sustainable and sustained. Success, however, requires, and will continue to require, outside variables to help form the context for these educational opportunities to be capitalised by FFE beneficiaries, later in life.

## **2.D Cross-cutting issues**

129. There are two cross-cutting issues identified in the Country Programme documentation: HIV/AIDS and gender. This MTE has already discussed HIV/AIDS in previous sections dealing with MERET and CHILD-FFE findings.

### **2.D.1 Gender**

130. Efforts in both the MERET and CHILD-FFE components to promote gender issues were significant, serious and productive. In the MERET component, one half of all watershed committee members are women. In consideration for eligibility for receiving FFW assignments, women-headed households are given priority consideration. Many (although not nearly half) of DAs are women. Among WFP field monitors a growing number are women. Both the government and WFP have made gender equity a major objective of the programme and progress toward that objective has been good,

131. In the CHILD-FFE programme, many FFE schools are at gender parity for students and in several, girls now outnumber boys. Increasingly schools are at or close to gender parity among teachers. Where there were about 15,000 women teachers in Ethiopia in 1991, today there are something like 70,000. CHILD committee membership is split evenly between men and women. Women are well represented among key officers in the Ministry, bureaus and offices of Education.

132. WFP policies, the UNDAF goals, and one of the eight MDGs are all focused on empowering women and achievement of true gender parity. The Team found much evidence to show that these efforts were being taken seriously.

## **3. Conclusions and Recommendations**

### **3.A Overall Assessment**

133. The Team has distilled the following conclusions and recommendations from the findings in Section 2 above:

#### **3.A.1 Relevance and appropriateness**

134. Both components are logical and appropriate continuations of activities commenced in the 1990s and continued through the two previous CP periods. The sustained focus on major natural and human resource constraints preventing Ethiopia's food insecure rural poor from

improving their economic productivity, income-earning capacities, the range of livelihood strategies and food security remains appropriate and highly relevant to the government's Plan for Accelerated and Sustainable Development to End Poverty (PASDEP) development strategy and policies, UNDAF II strategic focus on poverty alleviation, human resource development and reducing food insecurity among the most vulnerable rural poor. Both have leveraged rather small amounts of food aid and related financial resources into commendable output and outcome results – albeit for a somewhat reduced set of beneficiaries – as was detailed in Section 2 and in Annexes 7 through 9.

135. In MERET-PLUS there is clear evidence that on-going physical asset creation and preservation has resulted in increased water availability, soil productivity, and income-earning opportunities among participating households. All of these aspects increase the likelihood of sustained improvements in food security. In CHILD-FFE, increased enrolment rates, improved gender equity in enrolment, and drop-out rate reduction have all exceeded planned targets in the first two years and have provided stimulus in highly food insecure rural districts to Ethiopia's and the UN's efforts to achieve universal primary education by 2015.

### **3.A.2 Effectiveness**

136. Reductions in food commodities have hampered the CP in achieving desired results in terms of geographic coverage and the number of beneficiaries, particularly in MERET. The natures of output and outcome achievement are commendable in their own right but, because of these commodity and related budget reductions, fewer households are benefiting from these results. Late arrival of food at both MERET and CHILD-FFE sites continues to be significant problem necessitating additional effort by WFP/Ethiopia managers to enable government partners to initiate and maintain effective remedial actions.

137. Table 4 in Section 2 categorises output results in three categories: physical asset creation, individual household involvement and institutional or group-based involvement. Correcting for the reduced number of beneficiaries actually reached, improvements were across the board greater in physical asset creation and in individual beneficiary involvement, than in improvement in institutional, group outputs. This is likely, the Team concludes, to be a result of problems with retention of woreda agricultural development agents, of lack of transport for these agents and the need to step up training efforts hampered by ODOC budget reductions and the slow pace of expenditure of funds discussed in Section 2.

138. Approximately 86 percent of MERET households in active sites have reported increased incomes in the first two years of the programme. Approximately half of MERET beneficiaries also report reduced food deficits in the two months prior to RBM surveys, at or above target values. These are particularly good results, given that many of these areas have experienced protracted drought conditions. These results would seem to indicate that MERET activities may well be helping reduce vulnerability of

households to the effects of droughts, at least for a year or two years. Additional survey work to confirm this tentative conclusion is warranted. Solid data comparing MERET to nearby non-MERET watersheds would provide support to efforts to substantially multiply the MERET approach.

139. Most other outcome indicator data from the MERET RBM surveys indicate at or above planned levels except for certain aspects of HIV/AIDS amelioration (a CP cross-cutting issue). In 2008, only 6 percent of MERET sites reported that local communities were actively enforcing recommended positive behavioural changes, in spite of the high levels of participation in the “community conversations” recorded for output 3.1.1. This was only 27 percent of target. It reflects the difficulty in actually promoting changed behaviour in some strongly traditional rural districts. This is an element of the programme where mindsets have clearly proved difficult to change. It is essential that this effort be strengthened in order to succeed, else the “community conversations” will have availed little and HIV/AIDS will continue as a major threat to participating households.

140. The CHILD-FFE activity continues to support efforts to expand primary education to all in highly food insecure districts through the provision of school meals and take-home rations for girls as an inducement to bring more children into the classroom. It has been successful in meeting enrolment, attendance and gender ratio targets. The Evaluation Team was favourably impressed by overall progress in Ethiopia in moving toward the MDG target of universal primary education and by the significant, positive role of CHILD-FFE in that progress. The addition of the CHILD component and the improvements in the quality of education offered in all schools visited by the Team, compared to their state in the previous two MTE evaluations, are significant achievements. That said, a few problems need attention. The methods by which beneficiaries are identified and counted needs to be reviewed. RBM-type reporting show the number of total beneficiaries to be nearly at planned targets, even though commodity levels were less than half of planned figures. In 2007, this was possible because of a large carryover from the previous CP. In 2008, beneficiaries were at 96 percent of target even though commodity distribution was half of that planned. Schools visited by the Team and reports from regional quarterly reviews indicate a serious problem with the delivery of food to many schools. The 2007 SPR reports that food was distributed on 73 percent of school days that year. In 2008, according to the subsequent SPR it was distributed on only 43.5 percent of school days. Thus students fed half the time are counted as beneficiaries just as if they had received their food benefits on 100 percent of days. This is misleading and deserves to be reviewed. There needs to be measure of actual benefits received in addition to the count of those receiving them.

141. RBM reporting on achievements at both output and outcome levels for both MERET and CHILD-FFE needs some improvement. In MERET the surveys used to monitor progress have changed some of the indicators from the use of actual numbers (e.g., the number of hectares of land reclaimed, or total area of soil improvement or the area of improved irrigation) to percentages of households or communities engaged in particular practices. This is less desirable from an evaluation perspective



than surveying actual areas reclaimed or improved. While the figure of 400,000 ha of area reclaimed since the start of the original MERET activity is widely used, it has proved difficult for the Team to determine how many hectares have been added to that total in the 2007-08 period.

142. In CHILD-FFE the 2007 survey used in lieu of a normal RBM did not include data for most strategic objective indicators. The Team has had to find other evidence of progress against many indicators, with mixed success. The 2008 ABM report which substituted for an RBM did contain data on most Strategic Objective (SO) indicators and was a considerably more useful report for tracking progress from an evaluation of performance perspective.

### **3.A.3 Efficiency**

143. As noted throughout Section 2 above, late arrival of commodities at both MERET and CHILD-FFE sites affected the efficiency of achieving results at planned magnitudes – particular in MERET where reductions in both the number of sites and beneficiaries was experienced. In CHILD-FFE, the ultimate consequence was substantially fewer meals provided. Problems in the procurement of ODOC financed equipment, vehicles and motorbikes curtailed site visits by government field agents which, the Team concluded, is beginning to slow achievement of objectives reliant on field agent visits, particularly institution-building activities in both components. Strengthened capability in local groups to be able to continue to manage core processes is vital in sustaining CP efforts after WFP support has ended. Continuing high turnover of staff adds to the amount and frequency of training required for replacements. A sufficient numbers of appropriately-trained field agents are essential if progress is not to falter. The reality of high turnover must be factored into the design of training programmes.

144. Bureau and woreda education office difficulties in contracting with local transporters to deliver commodities from regional WFP depots to school sites have been unresolved for too long and require the attention of more senior managers of WFP and the Ministry of Education to resolve these contracting and related problems, quickly. As this is a problem, to a greater or lesser degree, in all regions visited and needs resolution, the Team believes it needs attention at the highest levels. The other major issue slowing performance – impediments in the process of quarterly reimbursement of expenditures to woreda offices – should be resolvable. WFP/Ethiopia should provide BoFED offices with sufficient detail regarding allocation of quarterly advances in a manner similar to other UN agencies. The number of back-and-forth communications can be reduced and the process speeded. These bureaus must, on their part, agree to speed up processing of expenditure documentation between regional bureaus and woreda agriculture and education offices as a *quid pro quo*.

145. Relatively small amounts of FFW and FFE commodity resource have leveraged rather impressive results at the output and outcome levels in both activities. In MERET these have occurred at the remaining active

sites, involving a smaller than planned number of beneficiaries. In CHILD-FFE, high enrolment and attendance are also likely to be influenced (as discussed in Section 2) by external factors – i.e., changing parental attitudes toward the utility of primary education for their children and their increasing willingness to send their children to school with or without a school meal programme. A study is needed to determine the relative weight of the existence of FFE in a school – compared to other factors – in actually increasing the number of children in attendance. This is likely to vary. We believe that the weight of FFE in parental decisions is greater in the pastoralist areas of Afar and Somali regions and perhaps less in the highlands. Additional survey analysis is required because explicit and implicit assumptions that meals provided in schools is a major determinant of enrolment and attendance may not be as valid as they once were in rural Ethiopia. These assumptions need to be re-tested.

146. Implementation of the CHILD sub-component is the major new element in this CP period in WFP's school feeding programme in Ethiopia. It is, in the Team's view, not only an excellent concept, but in the schools visited, seemed to be helping in a number of ways to multiply the development impact of primary schools within their community and to energise community involvement in school-related training of non-student community members. That said, it is still early and the principal rationale – the "theology" of the CHILD concept – is not yet proven. Success is highly dependent on the efforts of woreda education field staff and adequate budget levels for training and transport to school sites of these field agents. Staff at WFP's sub-regional offices are particularly important in this endeavour. Due to budget constraints, these field officers are required to backstop both MERET and CHILD-FFE activities, even though, as noted in Section 2, these staff are generally trained in either agriculture or education, rarely both. Therefore, training of WFP field officers in both disciplines is essential and of high priority in ensuring that each officer is fully capable of technical backstopping of both MERET and CHILD-FFE.

### **3.A.4 Impact**

147. Even at a reduced level of effort, MERET remains the model for sustainable natural resources development in Ethiopia. This is, by far, its most important impact as was made very clear in interviews with all senior government officers and most, but not all, donor representatives. However, there was a tone in several interviews suggesting that MERET was not as visible as in the past, its concepts not as forcefully represented in discussions of future directions for SLM. The Team has concluded this is almost certainly a result of budget reductions, slowed delivery of inputs, reduced numbers of site visits by field agents and the need to fill the long-vacant position heading the MERET/Safety Net unit in WFP/Ethiopia. Taken together, these issues are viewed by some in Ethiopia as an indication that WFP may be downgrading the importance of the MERET component within its overall programme in Ethiopia. WFP/Ethiopia assured the Team this was not the case, but the sense among several non-WFP interviewees was that WFP needs to become much more proactive in promoting the importance of using the MERET approach in all SLM activities in Ethiopia –

most particularly in the next phase of the PSNP. If the impact of MERET is to be multiplied significantly in Ethiopia – and most interviewees and the Team believe strongly that it should – it needs to profoundly shape the core methodology and strategy of the next phase of PSNP. WFP must be influential in doing that. Consideration should be given to premising WFP direct support to PSNP under PRRO 10665.0 (and whatever follows) on the willingness of other PSNP donors and government to apply MERET-style, incentive-based, well-engineered asset creation methods to most future PSNP sites in the follow-on PSNP activity.

148. In the CHILD-FFE component, the impact of food-for-education on outputs and outcomes has been positive and important, as is its positive impact of the thinking of senior education officials on the utility and social and economic returns derived from providing a highly nutritious meal at school to all Ethiopian primary school children, particularly in the more food insecure, drought-prone areas. The potential for increasing the impact of individual schools on the economic and social development of their surrounding communities is high and the CHILD effort is well launched in efforts to realize that potential. This will require continuing strong support from WFP and partners in its early years of implementation.

149. Overall, the CP is effective in achieving impact with beneficiaries and within beneficiary groups. One can, however, legitimately question whether it is having impact of a scale to make a major difference in the lives of a significant percentage of Ethiopia's rural food insecure poor. The quote from former World Bank President Wolfensohn that prefaces this MTE suggests that the world (and the Team would add, "Ethiopia") is awash in individual small scale projects that work well at a small scale. The issue is inevitably one of scaling up these successes to impact hundreds of thousands rather than tens of thousands, and eventually millions rather than thousands. If MERET's positive impact in its 60+ woredas, 350 sites and 380,000 current beneficiaries is to be broadened to meaningful number of Ethiopians (an estimated 15-20 million or more share similar characteristics to those assisted by the MERET activity) for the effort to have really paid off, its positive contribution must be multiplied considerably. To do this requires stepping up the pace in using MERET methodologies outside of the present 351 MERET sites. Almost certainly it requires that PSNP be infused with MERET practices. In the Team's view successful widespread multiplication of the MERET model requires that the next phase of MERET be restructured to increase its demonstration effect and its effectiveness in convincing other donor-supported SLM programmes to adopt MERET's methods and philosophy. This is discussed in the next section.

150. The larger impact of CHILD-FFE can only occur if the WFP-supported school meals programme can be expanded to many more schools in equally food insecure areas of the country. This will require additional donor resources for WFP, a greater government budgetary commitment, or other FFE-type activities by other donor governments or NGOs. There seems little likelihood of expansion to new schools without one or more of these options being effectuated.

### **3.A.5 Sustainability of results**

151. Normally, there is not much profitable to be said about sustainability after only 2½ years of programme activity. In the case of MERET, the timeline is much longer and indications of sustainability more apparent. There is, in fact, considerable evidence to suggest that positive results attained in earlier WFP-supported natural resource management efforts using FFW as an incentive have been sustained for periods in excess of 10 or more years beyond the ending of FFW support. Many of these former sites remain heavily vegetated, have ground and surface water obviously available for longer periods of time than adjacent areas which did experience these improvements, and are clearly being maintained by resident households and communities even though FFW ended many years earlier. If so, and if MERET has been responsible, as many hypothesise, for positive results in physical and biological asset preservation over a long period of time, and for sustained human capacity-building resulting from changes in beneficiary attitudes, and traditional community institutions, there is pressing need to gather and share evidence that bolsters this conclusion. This is discussed in the following section.

152. Sustainability in the CHILD-FFE programme derives from the enduring character of the education imparted to students enabled to attend school by availability of WFP-provided school meals and take home rations. A child thus educated will on average have greater opportunities throughout his/her life than one not educated. The achievement of universal primary education in Ethiopia seems assured within the next few years, given present trends and the priority established for that objective by government and all donors. The role of WFP in making that happen in selected food insecure districts is a major contribution to that objective which will be sustained.

### **3.B Key issues for the future**

153. The Evaluation concludes that the principal components of the WFP Country Programme in Ethiopia remains so central in confronting major economic and social development challenges that they should be retained well into the future and should constitute the central elements of the next Country Programme in the 2011-2015 period. We believe certain modifications will be necessary to achieve greater synergy between the two components in order to enhance their individual effectiveness and impact within what we believe will be the development priorities of that time period.

#### **3.B.1 The future of MERET**

154. There are two themes in this sub-section: the need for WFP to better understand the magnitude of the sustainability thus far achieved in MERET and a discussion of the configuration of a next phase for MERET. Proposed study of the magnitude of sustainability thus far achieved

155. Three elements make an analysis of sustainability possible in this case: i) baseline data to establish the status quo ante, ii) evidence that changes subsequent to programme interventions result from those interventions, iii) evidence of the enduring nature of positive, programme-induced changes. The first of these three criteria is to a limited extent available in this case, an unusual situation. The second, requires the application of some inductive reasoning, but is still legitimately possible. The third is appears visible but requires analysis and proof.

156. Looking first at baseline evidence, there are for many MERET and Project 2488 sites numerous photographs of the land, soil, erosion situations as they existed before initiation of WFP-financed activities and photographs and testimonial evidence from beneficiaries at various periods during and after the implementation period. There are, in fact, a very large number of before and after photographs, particularly for sites started in the last 9-10 years. There are, we are informed a few pre-implementation photos of sites in which participatory land management was launched during the 1990s. The WFP FFW sites that were initiated in the 1980s seem not to have photographic evidence, but the locations of those sites are known and the evidence of sustainability of those efforts in at least some of those sites is there to observe, particularly in comparison with neighbouring areas that did not undertake tree planting in the 1980s.

157. The “mobilization-based” “single objective” methodology of land rehabilitation implemented under strict government controls in the 1980s has long been replaced by elective approaches involving the voluntary participation of rural households in multi-asset creation. The results of the 1980s projects in parts of Amhara, Tigray and SNNP are, nonetheless, visible as heavily forest hillsides – often extending for long distances – where forage is green well into the dry season and water is available for much of the year. Compared to neighbouring areas where reforestation was not undertaken or where the communities, for whatever reason, chose not to maintain their watersheds, these older FFW sites appear to be clear examples of sustained benefits being derived by the present generation of farmer households from efforts undertaken in prior WFP FFW activities by their parents and grandparents.

158. While the involved households may still be receiving visits from agricultural field agents, the land management practices that were initiated during those 1980s tree-planting days seem still in use, largely, we conjecture or hypothesise, as a consequence of lessons imparted during the planting phase. These households are more food secure – we again hypothesise – as a result of those 20-25-year old efforts, than are households in nearby watershed areas where such forested areas have not been maintained or were never planted in the first place. The same situation is likely, too, for participants in project 2488 (during the 1990s) and MERET sites (from 2000) where the re-vegetated hillsides seem well on their way to sustained growth, where biomass has been increased, where water has been slowed sufficiently to percolate into local soils rather than being carried downstream to Sudan, and where the soils themselves have been accreted thru deposit rather than being carried away by erosion.

159. While the Team cannot authenticate the actual magnitudes of benefit streams resulting from long ago FFW efforts, the evidence that benefits continue to accrue seems tantalizingly undeniable. Sustainability here is in the form of regenerated land capacity, significant increases in water availability and, in the willingness of the communities to continue to preserve and protect year-after-year what has been regenerated. A WFP-sponsored survey to determine what has been sustained from past WFP food-for-work efforts in Ethiopia is needed and warranted.

Next steps for MERET:

160. The options for the future of the MERET activity after 2011 were the subject of more conversations during the Team's time in Ethiopia than any other. A number of those interviewed argue that what MERET has done in the past is now being taken over by the PSNP. MERET, some have suggested, is small, has proved its point and, therefore should be folded into the new PSNP after 2011. Another viewpoint suggested that many who have been involved in the implementation of the PSNP have a fairly distorted, inaccurate understanding of the long historical evolution of the MERET approach and the importance of all of the steps in that evolution to its demonstrable successes. To incorporate MERET into the next version of PSNP would almost surely cause the essential elements of the MERET approach and philosophy to be lost. MERET's methodology is time-tested, and now proven. PSNP's methodology is far from proven and may not be sustainable.

161. A third group of interviewees suggested that the new PSNP in a better position to learn and apply the MERET experience to a much larger numbers of watershed sites than MERET would ever be able to manage. What is thus needed in the present PSNP/Food Security Programme design is very strong leadership – a strong voice – from the MERET team in these design processes to insure that the new PSNP picks up and uses the MERET approach and methodologies appropriately. PSNP planners must recognise that MERET has evolved within a special set of institutional conditions (e.g., its own project support unit in MOARD) and WFP support mechanisms that distinguish it from other government programmes. A fourth position advises caution regarding the incorporation of MERET into the PSNP on the grounds that the philosophical underpinnings of the two programmes are distinctly contrary. The "entitlement" aspect of the PSNP safety net would tend to negate the core "incentive" philosophy of MERET's FFW component. It is the "incentive" dimension together with the insistence on effective community decision-making regarding who among their members will receive this incentive payment that is not duplicated in the present PSNP design. The MERET "presence" would be so small amidst the huge PSNP structure, there would be little hope of the MERET approach "winning out."

162. Finally, a fifth position has been gradually developing among senior government officials which proposes that MERET should be continued, but that its mandate (not its approach and methodology) should be changed. MERET should remain separate from PSNP and its task modified to focus on developing *model* participatory, community-based watershed

rehabilitation and sustainable land maintenance sites in each livelihood zone in food insecure areas in all nine regions of the country.<sup>47</sup> Support from both government and WFP should be increased and its (new) mandate made substantially more visible. In this conception for the post-2011 period, all future MERET sites would become model sites demonstrating in every livelihood zone the most effective approaches and methodologies for achieving community-based, sustainable improvements in land and water rehabilitation and continuing management and maintenance of these resources<sup>48</sup> in ways generating widespread improvements in an expanded array of sustainable livelihoods. Many existing sites – especially those where MERET had been involved for more than 12 years, would be graduated from the MERET programme. The new assortment of sites would differ from the present sites in the following ways:

- They would receive the level of support from WFP and partners necessary for them to become model sites;
- The model sites would be distributed according to livelihood zones so that each model site would reflect the natural resource, agronomic, livestock, etc. constraints identified for that zone. Some geographically large zones might have more than one site. The purpose of these sites would be to demonstrate what success looks like in a participatory, community-based natural resource rehabilitation and maintenance activity in each livelihood zone – and the productivity, income-generation and livelihood options that can result;
- If necessary, the total number of active sites would be reduced from the 500 (or 607, depending on whether the CP or MoARD designation of participating sites is used) present number of official sites in order that the remaining participating sites receive the level of support needed to become successful model sites;
- MERET would expand into the emerging regions (Afar, Somali, Benishangul-Gumuz, and Gambela), creating model sites for pastoralist and mixed farming livelihood zones in these regions and in similar lowland areas in other regions;
- The new array of MERET sites would serve as demonstration sites for all other SLM programmes in Ethiopia, including PSNP PLUS and the SLM programme now being initiated in higher potential agricultural areas;<sup>49</sup>
- MERET would provide the capacity-building training for PSNP PLUS;
- The MERET PSU in MoARD would be strengthened by the addition of 2-3 professional staff.

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<sup>47</sup> As discussed elsewhere in this Report, FEWSNET and VAM have identified all the major livelihood zones in four of Ethiopia's regions and prepared analytical reports for each one. For Amhara, Tigray, SNNP and Oromiya there are approximately 100 such livelihood zones. Somali, Afar, Gambela, Benishangul-Gumuz and Dire Dawa would probably add another 40-50.

<sup>48</sup> Including, as a central element, livestock management undertaken in ways that improve the sustainable relationship between numbers and quality of livestock on the one hand and the land, vegetative forage and browsing material on the other.

<sup>49</sup> This is in recognition that poor natural resources management in the high potential areas is a major issue and that land degradation has become a serious problem in these areas as well.

The Team is in agreement with this proposal for MERET in the next Country Programme time period.

### **3.B.2 The Future of CHILD-FFE**

163. School feeding will continue to be needed in Ethiopia long into the future. Continuing high rates of infant and child undernutrition and malnutrition dictate the need for supplementary feeding utilizing micro-nutrient and protein enriched food for all primary school children more or less indefinitely. The government is on record as desiring a national school-feeding programme but lacks the financial and food resources to initiate such a massive effort. A programme focused on the primary school children in the most undernourished communities in Ethiopia is the present model and it should continue.

164. There are problems. First among them is the problem of "exclusion." WFP, the WFP donors and the government together have only enough resources to provide feeding for only a small percentage of the schools and children who qualify because they are among the most undernourished in the most food insecure communities in the country. There are many such areas, many such children who are excluded from receiving school lunches because of the lack of resources and the lack of logistics capacity. This has resulted in a situation where WFP resources go to some schools year after year (the number fluctuating because the level of donor-provided resources fluctuates) while necessarily excluding equally needy schools in similar areas year after year. There are only a limited amount of food and related resources. What is needed is some way for those schools that are part of the programme to develop, over time, alternative means of securing food commodities to continue their feeding programmes, thus enabling WFP to move its Food-for-Education programme to a different group of equally needy schools. This has not been possible because there has been little capacity development among the communities where FFE is offered in increased household productivity, production, employment, incomes and livelihoods which would have enabled households to feed their own children adequately.

165. An obvious approach, it seems to the Evaluation Team, is to move to a situation where, to the extent possible, school feeding sites are located in areas served by the MERET (and PSNP) programme. As MERET succeeds in raising the productivity and income earning potential of its community members, those households are better able to feed their children adequately from their own resources. Further, by selecting MERET sites for the school feeding programme, one is also selecting MERET sites for CHILD programmes. As both MERET and CHILD focus on the development of community-based governance and community-directed priority setting, it would seem natural that these programmes be partnered. At present they are not partnered, except occasionally.

166. Further, as this Evaluation recommends below, the future of MERET must be in developing model sites focused on livelihood zones in all regions of Ethiopia. We also recommend that the future of WFP's school feeding effort in Ethiopia likewise focus on developing model schools in all



livelihood zones of the country where the MERET and CHILD concepts can be merged or partnered within the same communities. These combined MERET-CHILD-FFE sites would serve as examples of a truly synergistic package where successes of the MERET-induced livelihood improvements enable communities to be increasingly in a position to feed their children appropriately from the community's own resources. In this way, finally, the beginnings of a *realistic* phase-out stage could emerge for at least some CHILD-FFE schools.

167. Finally, the Team would propose that the next phase of the MERET-CHILD-FFE model programme be developed with the firm objective of first demonstrating to, and then the conversion of, the new PSNP programme (i.e., after 2015) into one which would marry PSNP livelihood-creating activities with community-involved school feeding in a growing number of PSNP sites. This would be a major step in the direction of the Ministry of Education's goal of a national school feeding programme, it would become gradually effective as communities are in a better position to produce and purchase more food as a result of livelihood growth resulting from PSNP successes, and it would move the expanded, multiplied version of the MERET CHILD-FFE model further into the mainstream of rural Ethiopian development in the period 2015-2020.

### **3.C Recommendations**

168. The 13 principal recommendations are contained here. They are presented in descending order of priority with those requiring WFP/HQ action placed at the top of the list, those requiring senior Country Office attention second and the more narrowly-focused recommendations third. In addition, nine technical recommendations for the WFP Country Office and partners relating to MERET-PLUS are located at Annex 13.

**Recommendation 1.** The way in which beneficiaries are defined in the CHILD-FFE component needs revision. The present definition adversely affects analysis of costs versus benefits, and of nutritional and educational benefits and the impact of school meals on parents' willingness to send their children to school.

169. The Evaluation Team recommends that a system be devised where schoolchildren can be appropriately counted on the basis of the number of days in the school year in which they actually received a WFP-supported meal rather than as attendees of a school that sometimes provided meals and oftentimes does not. To do otherwise counts beneficiaries who receive substantially reduced benefits as equal to those who receive full benefits.

**Recommendation 2.** Headquarters should commission an external study of the sustainability of WFP's watershed rehabilitation approach in Ethiopia. Evidence exists suggesting WFP efforts in MERET-PLUS and preceding activities have achieved notable, sustained successes; authentication is needed.

WFP/Rome should finance a major study looking at the experience of 25 years of WFP's FFW efforts in Ethiopia to energise rural households to rehabilitate and maintain severely eroded watershed throughout the country. We believe evidence of long-term sustainability of the positive physical, biological, institutional and livelihood results generated by the WFP-supported MERET approach is strong. What have been the obstacles overcome? How has the activity evolved to its present state? How have early detractors been won over? What has worked best? What has been discarded, and why? What lessons can be applied elsewhere? What are the financial and economic returns to the investment, and how long do benefit streams flow? The rewards to WFP for asking these questions and publicizing the answers would be great.

**Recommendation 3.** Senior country office and government staff must intensify efforts to resolve long-standing implementation problems related to: i) delivery of food; ii) procurement by *woreda* partners of goods needed by implementation staff; and iii) the processing of quarterly advances by WFP to government implementing partners.

170. The Evaluation Team believes the list of such problems which have been too-long unresolved should include the specific problems or issues delaying: i) delivery of food commodities from WFP regional depots to distribution locations; ii) procurement by *woreda* partners of goods needed by implementation staff – particularly for transport of field staff; and iii) the processing of documentation related to quarterly advances by WFP to implementing partners. Discussions to resolve these issues should involve federal, regional and *woreda* officials together with senior Country Office staff and should be continued until resolution is achieved.

**Recommendation 4.** For the next CP period, redesign MERET-PLUS as a "model site" participatory, community-based, watershed rehabilitation and livelihood enhancement programme in all livelihood zones in each of Ethiopia's regions.

The option for MERET's future which the Evaluation Team believes best matches its strengths, WFP's resource limitations, and the critical relationship between MERET and other SLM activities underway is for the next iteration of MERET to focus on developing model MERET sites in Ethiopia's livelihood zones in all regions. Their purpose would be to demonstrate the best adaptation of the proven MERET methodology to the specific constraints of each livelihood zone for further multiplication by PSNP and other SLM-focused programmes. We recommend that WFP/Ethiopia and Government develop such a follow-on programme to start in 2012.

**Recommendation 5.** CHILD-FFE should remain on its present course for the remainder of the 2007–2011 CP. When designing the next CP period consideration should be given to adding a focus on schools in the model watershed sites where MERET-PLUS livelihood zone activities are to be implemented. Demonstrable synergy between CHILD and MERET-PLUS should be a strategic objective.

171. CHILD-FFE has widespread support in the Ministry and in the Bureaus of Education and among school directors and community members interviewed. Its objectives are sound as are its principal design elements. During the remainder of this CP period no major changes are required in implementing this element of the Country Programme. The Team concludes that *real* synergy could result in the next CP period from the marriage of MERET community and CHILD community institutional growth. Success in the MERET component would underpin an eventual phase-out strategy for the WFP school meal component at these model sites. Households will gradually be able to satisfy the appropriate food and nutrition requirements for their own children in all but severe, multi-year droughts. The number of MERET sites likely – probably less than 200 – would not be an unreasonable number to be fit into the CHILD-FFE programme.

**Recommendation 6.** A study is recommended to determine the relative importance of the availability of FFE school meals in household decision-making regarding the sending of children of primary school age to school in food-insecure districts in Ethiopia.

172. WFP has long made the case that school feeding is a primary reason for sending children to school and that the elimination of school feeding greatly reduces school attendance. This may or may not still be the case in Ethiopia. WFP/Ethiopia should undertake such a study in order to test that assertion. Several of the logical framework relationships are based on the premise that increased school enrolment and attendance are to a very great degree the result of the Food-for-Education programme. The Team is not convinced that that relationship is fully understood and recommends the commissioning of a study to test that hypothesis.

**Recommendation 7.** RBM data collection and retention in a viable database for CHILD-FFE and MERET-PLUS need improvement to increase its usefulness to management.

173. The Team had difficulty determining progress against some Country Programme strategic objectives. The data collected on progress against strategic objective targets and benchmarks needs to utilise the indicators contained in the logical framework. To the extent one or more indicators proves infeasible and a decision is made to change, replace or delete them, the changes must be reflected in an amended logical framework, amended indicators and amended hypotheses or assumptions about linkages of causality. A database containing all RBM data for both components should be made operational as soon as possible. RBM surveys should be conducted annually.

**Recommendation 8.** *The skills of individual WFP field monitors in sub-offices must be upgraded to enable them to monitor and report on both MERET-PLUS and CHILD-FFE activities.*

174. WFP/Ethiopia has restructured the responsibilities of field monitors to require that each monitors both components. Many monitors have

either an education or an agriculture background. Training of these monitors to enable them to monitor activities in both areas is required.

**Recommendation 9.** Ongoing training of Bureau and *woreda*-level agriculture and education field staff must be given higher priority in light of extremely high turnover of staff and their central importance in achieving desired outcome levels.

175. Both MERET and the CHILD activity depend heavily on repeat visits of agriculture and education field staff. One informant suggested that as many as half need to be trained every year as a result of staff turn-over. Therefore, MoARD, MoE and WFP, working together, must find cost-efficient ways to offer such training on a continuing basis.

**Recommendation 10.** There is need for more attention to the issue of food storage and meal preparation at schools.

176. The Team recommends that field monitors visit all schools over the next few months to ensure that food is being adequately protected from moisture damage and infestation and where it is not to instruct school staff on what is required to resolve any problems. This aspect of implementation should be more closely monitored.

**Recommendation 11.** The country office and Ethiopian government officials must make improvements as soon as possible in how Bureau of Education tender for transport of food to schools.

177. It is recommended that Bureaus of Education undertake a process of "pre-qualification" of potential transporters. Also, the bid documents should probably be active for only 15, not 30 days and that they contain all information a transporter would need to construct a bid.

**Recommendation 12.** The Vulnerability Analysis and Mapping Unit should provide more support to the CP including geographical information system maps which are *woreda*- or site-specific (where possible) and which can be manipulated to show a range of livelihood, geographic, climate and other socio-economic data superimposed over MERET-PLUS and CHILD-FFE sites identified by a global positioning system.

178. VAM GIS-based methodology needs to be utilised to provide greater support to MERET than has been the case in the past. As a matter of some urgency the VAM unit in Addis Ababa must be enabled to provide MERET-related officers in WFP, government and among other stakeholders with Geographic information System (GIS) maps which are *woreda*-specific and which can be manipulated to show a range of livelihood, geographic, climatological, and other socio-economic data superimposed over GPS-identified MERET and CHILD-FFE sites. We note this recommendation is similar to recommendations made in the two previous MTE evaluations of the Ethiopia Country Programme. This effort will be essential in the redesign of MERET proposed in Recommendation # 4.

**Recommendation 13.** In the design of the next phase of the PSNP, linking WFP-supported school feeding with post-2011 PSNP activity should be strongly considered.

179. As a way of multiplying school feeding beyond the present 700 schools, designers of the next PSNP activity should consider adding a school feeding element. If a portion of post-2015 PSNP transfers were provided to schools in the form of fortified, micronutrient-rich foods, the results in terms of better student health, better attentiveness and, increased enrolment and increased school attendance would multiply the benefits now being derived from the present household distribution of PSNP safety net commodities and would enhance efforts to achieve universal primary education. The proposed merged MERET-CHILD-FFE model sites programme could serve as the model.



# Annexes

## Annex 1: Terms of Reference

### Mid-Term Evaluation of Ethiopia Country Programme 10430.0 (2007 – 2011)

#### I Background

##### I A Context of the Evaluation

Ethiopia is one of the poorest countries in the world. This can be clearly seen from the following statistics:

- In 2008 Ethiopia was ranked 169<sup>th</sup> out of 179 countries in the Human Development Index<sup>50</sup>
- 31 million people, out of a total of 77.5 million, live below the poverty line<sup>51</sup>
- Each year between 6 and 13 million people in Ethiopia face the risk of starvation<sup>52</sup>
- GDP per capita is US\$97<sup>53</sup>
- Ethiopia has one of the most nutritionally deprived populations in the world: 44 percent are undernourished and 38 percent of children are underweight for their age<sup>54</sup>
- The HIV/AIDS prevalence rate amongst adults is high and increasing, from 3.2 percent in 1993 to 4.4 in 2003
- The net enrolment rate for 2003/04 was 67 percent and only 3.8 percent of the population attains higher education.<sup>55</sup>

The national economy is dominated by subsistence agriculture characterised by small-scale farming and livestock husbandry. The sector employs 85 percent of the country's labour force, contributes 45 percent of the GDP and accounts for 60 percent of all exports. Agricultural productivity is low due to low use of improved agricultural inputs, erratic rainfall, low soil fertility and environmental degradation.

Food insecurity is pervasive with domestic production failing to meet demand even in the best of years, and food production needs to increase by 500,000 metric tons per year simply to meet the consumption needs of a population that grows by 2.75 percent per year. The country is heavily dependent on food imports, a large majority of which is aid, with emergency food assistance accounting for 10 percent of average grain production.<sup>56</sup> Rural Ethiopians are constantly facing both transitory and chronic food insecurity due to recurrent droughts, disruptions due to civil strife and border wars, soil exhaustion/erosion and overcrowding of

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<sup>50</sup> <http://hdr.undp.org/en/statistics/>

<sup>51</sup> <http://docustore.wfp.org/stellent/groups/public/documents/eb/wfp102979.pdf>

<sup>52</sup> <http://docustore.wfp.org/stellent/groups/public/documents/eb/wfp102979.pdf>

<sup>53</sup> Ibid

<sup>54</sup> Ibid

<sup>55</sup> <http://www.mofaed.org/macro/PASDEP%20Final%20English.pdf>

<sup>56</sup> <http://docustore.wfp.org/stellent/groups/public/documents/eb/wfp102979.pdf>



human and animal populations (particularly in northeastern, south central and southeastern highlands).

Performance in the education sector is improving but far from sufficient. Poor school enrolment rates, high dropout rates and poor attendance characterise both primary and secondary school levels; these problems are significantly worse for girls. The effects of this can be seen in adult literacy rates, with only some 50 percent of men and 27 percent of women being literate.

The Government of Ethiopia has attempted to address the various constraints that is faced by the country and to decrease dependence on humanitarian aid by implementing agricultural growth programmes and broader food security and poverty reduction strategies. While these efforts have indeed increased agricultural production, there are worries that short term production gains due to expanded cultivation come at the expense of the natural environment. In recognition of these perceived weaknesses, the Government has launched the Plan for Accelerated and Sustainable Development to End Poverty (PASDEP). The priorities of the Plan, spanning 2006 – 2011, are further improvements in agricultural productivity, natural resources management, food security, and livelihood diversification. In addition, comprehensive education and health sector development plans (ESDP III and HSDP III) have also been instituted, with ESDP III seeking to improve educational quality and gender balance.

The United Nations Country Team (CT) subscribes to the policy direction of the Government and has incorporated these strategies in the ongoing United Nations Development Assistance Framework (UNDAF II) which spans 2007 – 2011. The UN CT has also worked to ensure greater coherence in the transitions between relief, recovery and longer-term food security efforts. The Productive Safety-Net Programme (PSNP), also supported by WFP under its PRRO 10665.0, promotes predictable transitions from emergencies to recovery.

CP 10430.0, the subject of this evaluation, is an integral part of the UNDAF and is expected to contribute to the outcomes of recovery and food security, and access to basic social services. The CP aims to contribute to achieving the Millennium Development Goals (MDGs) of eradicating extreme poverty and hunger; achieving universal primary education; promoting gender equality and empowering women; combating HIV/AIDS, malaria and other diseases; and ensuring environmental sustainability. The CP has been developed within a framework of PASDEP, UNDAF and the MDG Needs Assessment and Investment Plan.

Consistent with UNDAF, the CP's goal at national level is to contribute to accelerated development to end poverty, and includes the following purposes:

- To set a replicable example on how to reduce rural poverty and related food insecurity in fragile livelihood settings by using food aid

- and a partnered approach for multiple assets creation and resilience building;
- To improve access to, and quality of, education for primary school children;
- To promote a community-driven approach for the empowerment of vulnerable households and women's groups and transform schools into comprehensive development centres.

The CP has two components:

Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (MERET-PLUS) is designed to respond to the UNDAF II area of cooperation on humanitarian response, recovery and food security by consolidating and enhancing elements of the previous phase of MERET. MERET-PLUS is to contribute to UNDAF II through building social networks and productive assets that contribute to resilience and shocks, improved food security and enhanced livelihoods. Food aid is being provided as an incentive to the most vulnerable households. The aim is to redress land degradation and introduce practices and skills to improve land husbandry in highly degraded and food-insecure areas while diversifying income opportunities and ensuring concomitant sustainability of the natural resource base. MERET-PLUS emphasises effective partnerships for sustainable land management and community-driven biophysical and social assets-creation targeted towards the resource-poor.

MERET-PLUS is being implemented in 65 chronically food-insecure *woredas* (districts) in the regions of Tigray, Amhara, Oromia, SNNPR, Diredawa and Somali, identified using VAM analysis, agro-ecological and farming system evaluations and evidence from the field, in consultation with Government at all levels. Special attention is placed on the selection of districts of strategic importance for UNDAF-partnered support and programme synergy with CHILD-based FFE and the PRRO. Efforts concentrate on the creation of "impact points" for increased programme efficiency. MERET-PLUS promotes joint programmes and advocates for the creation of a sustainable land management (SLM) framework with FAO, UNDP, the World Bank and other stakeholders. The aim is that each year approximately 122,000 people participate in food-for-assets activities in approximately 500 crisis-prone food-insecure communities, translating to 1.7 million beneficiaries over the programme duration. A food ration of 3 kg wheat per workday for a maximum period of three months annually is used. This is an incentive-based labour-replacement cost for food-insecure households engaged in asset creation, restoration of the natural resource base, promotion of innovative income-generation, and solidarity efforts. Focus is placed on deprived groups, including resource-poor women and elderly-headed households, to be assisted using targeted community-driven solidarity initiatives and intervention packages. The food ration also significantly reduces the food gap of food-insecure families and enables savings in food expenditures.

Children in Local Development (CHILD) food-for-education (FFE) responds to the PASDEP strategy of expanding school feeding; it supports the UNDAF II basic social services outcome through improving access to

quality education for primary school children in food-insecure areas. CHILD-based FFE uses the most valued rural institutions, primary schools, as an entry point to assist communities in becoming active promoters of school environment improvement and school-community linkages.

This component promotes community-owned and sustainable provision of meals to encourage enrolment, attendance and active participation of primary school children in food-insecure rural areas. Targeting emphasises areas of low enrolment, high gender disparity, and opportunities for UNDAF partnerships in 137 chronically food-insecure districts. The component covers 438,000 beneficiaries. The ration consists of 150 gm of corn-soya blend (CSB), 6 gm of fortified vegetable oil and 3 gm of iodised salt per child per school day, provided as a cooked meal in school. At selected schools, 68,000 girls receive a take-home ration of 8 litres of vegetable oil per semester as a special incentive to encourage them to attend school. WFP explores innovative approaches with partners to address drop-outs among children in the lower grades.

CHILD has been designed to support the Ministry of Education *Guideline for Organisation of Educational Management, Community Participation and Educational Finance*. The programme strives to spread the CHILD methodology within the education sector through partnerships and advocacy. The CP builds on the partnership with UNICEF to implement the essential package in targeted schools, and supports efforts to transform primary schools into demonstration centres for environmental and food-security activities, working with FAO, UNDP and other technical agencies. WFP advocates jointly for a school health and nutrition policy with UNICEF and others.

The UNDAF II HIV/AIDS outcome is supported through MERET-PLUS and CHILD-based FFE school- and community-based interventions. Preventative activities are undertaken at community level by integrating awareness activities into all trainings, using HIV/AIDS as a central discussion theme in community planning activities, supporting "community conversations" and promoting activities that support symptomatic households through community solidarity mechanisms.

The CP provides examples of good practices and replicable interventions that promote synergies and partnerships. The cumulative impact of these interventions is to increase resilience to shocks, improve access to education of primary school children and promote community-driven approaches for the empowerment of the most vulnerable, including women and marginalised groups. Outcomes address many of the poverty traps identified by PASDEP and incorporate the strategic objectives of WFP. The expected outcomes of the CP are:

- increased ability to manage shocks, meet necessary food needs, and diversify livelihoods (led by MERET-PLUS);
- sustainable land management practices and systems institutionalised at community level and replicated to other areas (led by MERET-PLUS);

- sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS fostered (joint);
- more children enrolled in, attending and able to participate at school (led by CHILD based FFE);
- quality of education improved and schools progressively transformed into centres for local-level development (led by CHILD-based FFE); and implementing partners able to plan and manage food-based programmes (joint).

Major outputs of the CP are mutually reinforcing and include:

- the number of beneficiaries reached by food aid assistance and the level of community empowerment attained;
- bio-physical, environmental and social assets coverage and benefits gained;
- skills and capacity acquired by implementing institutions;
- levels of enrolment and attendance, learning skills upgrading and participation of children in the improvement of the school environment;
- partnership endeavours (including those related to UNDAF) formalised; and
- the mainstreaming of sustainable land management, CHILD and HIV/AIDS initiatives in strategic and large-scale food security initiatives.

## I B Stakeholders

The key stakeholders in CP 10430.0, and their interest and role in the evaluation, are:

Key stakeholder groups	Role in CP 10430.0	Interest in the evaluation	Implications for the evaluation
Operations Department (OM)	Responsible for WFP operations' implementation globally	Improving future implementation in the country	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Ethiopia and, possibly, lessons learnt may be applicable to WFP's interventions in other countries
Regional Bureau (OMJ)	Programme Support to Ethiopia	Improving future implementation in the country, findings to possibly lead to fine tuning of the interventions for the remaining CP period	Ensure clearly articulated conclusions and recommendations that will guide the CP's future implementation in Ethiopia and, possibly, lessons learnt may be applicable to WFP's interventions in other countries in the Region

<b>Key stakeholder groups</b>	<b>Role in CP 10430.0</b>	<b>Interest in the evaluation</b>	<b>Implications for the evaluation</b>
Country Office	Directly responsible for overseeing the implementation of the CP and for reporting on progress	Improving future implementation in the country, evaluation findings to feed CP implementation during its remaining period	Ensure clearly articulated conclusions and recommendations that will guide WFP's interventions in Ethiopia. The CO is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team
Host government Level I (Ministry of Agriculture and Rural Development, Ministry of Education, and Ministry of Finance and Economic Planning)	Is the recipient and benefactor of WFP support, is responsible for the implementation of the CP. Ultimately, WFP hands-over to it the programme and its funding	Review of accomplishments and bottlenecks, improving future implementation in the country, examining the synergies with other donor support, assess its capacity to take over programmes and funding	Ensure clearly articulated conclusions and recommendations that will inform the government on the effectiveness of the CP and guide future interventions in Ethiopia. The government is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team, and will elaborate on the CP's intervention vis a vis its overall policies.
Host government Level II (regional bureaus of Agriculture and Rural Development, Education and Finance and Economic Development)	During the course of the CP, a number of responsibilities have been re-delegated to the regional bureaus – including approval of CP budgets and expenditures which are implemented by woreda offices, and procurement of CP-related goods and services.	Intention was to improve governance by bringing greater decision-making authority closer to the actual operations of the programme.	These administrative and operational changes represent areas of interest to the evaluation. Have they improved the flow of operations, or impeded them? Have these new responsibilities been discharged effectively?
Host government Level III District (woreda) offices: Agriculture and Rural Development, Education, and Finance and Economic Development as well as corresponding zonal offices	The devolution of decision-making responsibility to regional and woreda officials is part of major policy moves by the Ethiopian government to bring governance closer to the people. The CP must take them into account	The operational changes in the CP resulting from these policy moves are significant and have the effect of modifying the effectiveness of the Country Programme in meeting objectives.	The evaluation must be aware of these changes. They have had a significant impact on programme effectiveness. The Team must determine whether they may have affected CP impact, relevance and sustainability.
UN agencies (FAO, UNDP, World Bank, IFAD, UNICEF, WHO)	Partners in joint programming under the UNDAF	Review of accomplishments and bottlenecks, refinement of joint programming and synergies of interventions, ensure continued consistency of CP with overall CT goals	UN partner agencies are key informants to the evaluation, they will provide qualitative and quantitative data to the team, will provide information on relevance of the CP to the UNDAF II and the overall goals of the CT

<b>Key stakeholder groups</b>	<b>Role in CP 10430.0</b>	<b>Interest in the evaluation</b>	<b>Implications for the evaluation</b>
Communities	Direct beneficiaries of WFP support, form committees for activity identification and design, assist in beneficiary targeting	No direct interest other than in the implications of the findings for them.	Key informants to the team, site visits and group/individual interviews to be conducted, will highlight their constraints and the extent to which CP is addressing them. Particular attention to be given to the level of their participation in the operations' activities, and the extent of women participation
NGOs in Ethiopia using food aid in development programmes, or engaged in community-based SLM	Indirect beneficiaries of MERET-PLUS results and of government policy decisions resulting from MERET-PLUS experience with SLM	May find evaluation report of use in refining their own SLM-type projects, even in cases where FFW is not used	Meet with NGOs such as CRS, CARE, Save the Children and others to obtain their assessment of CP activities and discuss implications of lessons from MERET-PLUS and see if they may have lessons from their programmes of use to MERET-PLUS.
Other organizations in Ethiopia collecting needs assessment-related data	Indirect beneficiaries of data and information collected by the project relating outcomes to progress in improving food security status of beneficiaries	Evaluation findings will enable them to be aware of the results in the two CP components in terms of possible impacts achieved or likely to be achieved in food security status at household and community level. This is further input into their livelihood models	Interview organizations undertaking needs assessment-type studies such as IFPRI/Ethiopia, FEWSNET, Save the Children/UK, the Food Economy Group and Ethiopian organizations doing similar work
Donors	Financers of the CP and other UNDAF II interventions, have geo-political interests in the country/region	Evaluation findings might influence future funding decisions	Key informants to the team at the country level on issues of appropriateness and value added of WFP activities
WFP Board	This CP part of the approved portfolio of WFP's field operations for which the EB is accountable	Ensure that the dual purpose of accountability and learning are achieved	Ensure clearly articulated conclusions and recommendations that will enable the EB to ensure that future interventions in Ethiopia take this evaluation into consideration

## **II. Reason for the Evaluation**

### **II A Rationale**

This is a mid-term evaluation (MTE) of the CP and it is timed such that the results feed into the mid-term review of the UNDAF II. The MTE was foreseen at the time of the CP's design and approval and, hence, was included in the Office of Evaluation's workplan; in addition to the timing, the CP is roughly 50 percent funded at roughly the midpoint of its duration thus enabling a meaningful MTE. In addition, the last OE-managed evaluation of a WFP CP in Ethiopia was conducted in 2002 and, given the size of this CP (US\$166.4 million), the conduct of this evaluation at this time is both opportune and important. Furthermore, it is envisaged that WFP will conduct a Country Portfolio Evaluation (CPE) in Ethiopia, in which case this MTE will be an input to that CPE.

The expected users of this MTE will be, primarily, the WFP Country Office in Ethiopia, the Ethiopian Government, and the UN community. The findings of this evaluation will be presented to WFP's Executive Board in Feb 2010.

### **II B Objective of the Evaluation**

One of the objectives of the evaluation of CP 10430.0 is accountability to the stakeholders in terms of tallying and reporting on the work that has been carried out and the results achieved, using the planned objectives and targets as the benchmark against which to assess performance. The accountability to the donors, in terms of reporting on the results of their investments, is also an important element

The other objective of the evaluation is to draw lessons from the experience gained from the implementation of this CP; indeed, MERET-PLUS type activities have been supported by WFP for many years, as has school feeding. It is opportune to use this evaluation to guide WFP's interventions for the remaining period of this CP and, eventually, to feed into the design stage of the successor CP. A mid-term evaluation of the preceding CP was conducted in May – June 2005 and its findings were used in the design of the current CP.

## **III Scope of the Evaluation**

### **III A Scope**

The evaluation will cover all components of the CP, from its start in January 2007 to date. As mentioned, the activities of this CP are continuations of similar activities supported by WFP under previous CPs and development projects and, as such, this evaluation will also take into consideration evaluations of these past interventions.

The MERET-PLUS component is implemented in 65 chronically food-insecure districts in the regions of Tigray, Amhara, Oromia, SNNPR, Dire Dawa and Somali. Given that the geographic scope is too large to cover in

its entirety, the evaluation team, in consultation with the WFP CO, will select a sample of districts and project sites to visit during the field trip, ensuring, to the extent possible, that site visits are as representative as possible. The same applies for the CHILD component. The evaluation team will present, in the pre-mission report, the sampling criteria that the team will use.

### **III B Evaluability Assessment**

The logical framework matrix, attached to the project document as it was approved in November 2006, shows a results hierarchy at the output and outcome levels and performance indicators are provided. However, some of the indicators, particularly at the outcome level, can be problematic (e.g. increases in income) and the evaluation team may need to find alternative ways to assess achievements.

The annual Standard Project Reports for this programme are also available and they do provide narrative and data on the project achievements. Outputs for each of the activities are provided; at the outcome level, there are baselines for all of the indicators.

In addition, the report of the mid-term evaluation of the previous phase of the CP, conducted in May – June 2005, is also available and will be a useful resource for the evaluation.

The CO in Ethiopia has a results-based monitoring system in place and this provides up to date information on CP implementation. In addition, real-time support to implementation and capacity-building at district and community levels is provided through an innovative action-based monitoring (ABM) system. This allows rapid corrective measures to be undertaken and high standards to be maintained while generating greater community involvement and sense of ownership over assets created. ABM data is stored in a database able to produce district-level profiles for tracking performance across all WFP-supported activities. This data also prove invaluable to the evaluation.

## **IV Key Issues**

The evaluation will examine the relevance and appropriateness of CP's design in terms of the objectives of the programme. The evaluation will also review the mechanisms for beneficiary selection in juxtaposition to the overall food security situation of the country and of the targeted regions. The evaluation will also examine the internal coherence of the project objectives with WFP policies and WFP vulnerability and needs assessment findings in the country. In terms of external coherence, the evaluation will examine the linkages between the objectives of the CP and those of the government, the UN system and other partners and with other interventions in the country. The evaluation will also examine the appropriateness of the planned activities vis a vis identified needs.



In addition, the evaluation will specifically review the following aspects:

- Linkages/synergies with UNDAF partners and other interventions supported by other donors: The CP, as designed, sees three areas for UNDAF joint programmes between WFP, FAO, UNICEF, UNDP, IFAD and the World Health Organization (WHO) as essential to the UNDAF outcomes and an additional four areas of enhanced collaboration have also been agreed. These should be reviewed and evaluated.
- The MERET-PLUS component is to inform and guide the Productive Safety Net Programme that WFP also supports under its PRRO 10665.0. This evaluation should review the linkages between this CP and the PRRO and the extent to which there are mutually reinforcing implementation mechanisms.
- Capacity Development: The CP envisages various activities that will strengthen the capacity of the Government counterparts to take over the planning and management of food-based programmes. The extent to which this has been achieved should be evaluated.

In terms of outputs and implementation processes, the evaluation will determine the level of outputs actually achieved vis-à-vis those planned. The evaluation will review the degree to which the channels used for implementation have been able to deliver the expected outputs and whether they had sufficient staff, training, technical know-how and the expected supplementary funding. The evaluation will also examine how partners have been able to monitor the implementation and to report on achievements.

In terms of results, the evaluation will review and analyse data to determine the degree to which the stated objectives of the programme have been achieved i.e. establish the effectiveness of the programme and its outcomes. The evaluation will also aim to determine how outcomes are leading (or are likely to lead) to intended and any unintended (positive or negative) impacts.

The evaluation will also consider various cross-cutting issues including gender and gender relations and the extent to which these have been captured in the design and implementation of the activities undertaken in the targeted areas.

## **V Evaluation Design**

### **V A Methodology**

In order to compare planned and actual achievements, the evaluation team will use, and corroborate, information provided by the WFP CO; in the absence of sufficient data, the team will need to determine alternative means to verify achievements. This will include regular monitoring data as well as aggregated and analysed information relating to the implementation of the CP, including regular reports from implementing partners, field visit reports, assessment reports, the mid-term evaluation of 2005, contextual and background information on the food security

situation in Ethiopia and information regarding the operating environment there.

The team will also use, and corroborate, information and data provided by the Government pertaining to the CP and any other information that is relevant to the purposes of this evaluation. All information and data, from whichever source, will be checked for accuracy by the evaluation team.

In addition, the team will visit and interview, and collect data and information from, the Government and UN agencies that are partnering with WFP in the implementation of this CP.

Furthermore, the team will go on field visits to interview, and collect data and information, from the relevant officials of local government as well as the personnel who are directly overseeing the activities that are being undertaken by the CP. The team will also assess the quality of the outputs that have been achieved, and reported on, and the level and effectiveness of support being provided by the various partners. It will also conduct focused-group discussions and individual interviews with the beneficiaries of the CP to assess the views of men and women, boys and girls, on the appropriateness and effectiveness of the activities that are being undertaken.

The methodology for the selection of project sites to be visited will be done by the evaluation team. Selection criteria might include:

- Availability of some sites where several types of activities are being undertaken in close proximity;
- Selection of sites such that a comparison can be made between assisted communities and non-assisted ones;
- Selection of sites to ensure that all partners are amply represented;
- Logistical feasibility.

## **V B EQAS**

WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

## **V C Phases and Deliverables**

The evaluation will be conducted between May and August 2009. It will involve a preparatory mission, desk review of documentation, elaboration of the detailed evaluation methodology and fieldwork between 27 May to 27 June. Deliverables will include a pre-mission report, full and summary reports.

## **VI Organization of the evaluation**

### **VI A Expertise of the evaluation mission**

The mission will be composed of the following internationally recruited experts:

Team Leader (TL). The TL will have proven expertise in the evaluation profession and will have solid experience in leading evaluation missions and will have proven expertise in the evaluation of the food-based interventions. The consultant will specifically review and evaluate the partnerships forged under the CP, the strategic linkages with other programmes (of the UN and the government) and capacity development aspects of the CP. In addition, the TL will present the evaluation findings at the required debriefing sessions, will facilitate team discussions and will draw together the written inputs from the other team members in order to produce the required reports (Evaluation and Summary). The Team Leader is responsible for adhering to the attached time-line, and for carrying out the tasks and outputs as identified in it. The TL will devote a total of 65 working days, over a period of four months, to this evaluation. See further details in the attached job description.

Member: Natural Resource Management/FFW specialist. The consultant will have a proven track record in the evaluation of natural resource conservation activities. The consultant will identify and assess the actual accomplishments of the FFW component (in comparison to the plans) and determine the relevance, effectiveness, efficiency, impact and sustainability of this component. Based on a thorough review of the relevant documentation, the consultant will provide inputs to the TL for the preparation of the pre-mission report. The consultant will compile the findings, conclusions and recommendations in a report form and will assist the TL to integrate his/her report into the draft and final Evaluation Report and will participate in the drafting and finalization of the Evaluation Summary Report. See further details in the attached Job Description. The consultant will adhere to the attached time-line and will devote a total of 57 working days, over a period of four months, to this evaluation. A nationally recruited expert on natural resource management will assist this team member with all aspects of evaluating this component.

Member: food-for-education specialist. The consultant will have proven experience in the evaluation of FFE interventions. The consultant will specifically review the implementation of the FFE component of the CP and ascertain the relevance, effectiveness, efficiency and sustainability of this component. Based on a thorough review of the relevant documentation, the consultant will provide inputs to the TL for the preparation of the pre-mission report. The consultant will compile the findings, conclusions and recommendations in a report form and will assist the TL to integrate his/her report into the draft and final Evaluation Report and will participate in the drafting and finalization of the Evaluation Summary Report. See further details in the attached Job Description. The ES will adhere to the attached time-line and will devote a total of 57 working days, over a period of four months, to this evaluation. A nationally

recruited expert on FFE will assist this team member with all aspects of evaluating this component.

All team members will adhere to Code of Conduct as outlined in the attached Job Descriptions. Team members will be expected to sign a statement confirming their awareness of the Code and their ability to conform to it as part of the contractual agreement with WFP. Furthermore, team members confirm that there is no conflict of interest between their respective roles in the evaluation and the WFP activities in Ethiopia.

## **VI B WFP stakeholders' roles and responsibilities**

**The Ethiopian Government:** The concerned government officials will brief the evaluation on the overall socio-economic situation of the country and provide the evaluation with the necessary information and data that will further the objectives of this evaluation as stated above.

**WFP CO Ethiopia:** The CO will prepare all the necessary information that will enable the evaluation mission to be as efficient and effective as possible. The CO will schedule and prepare a program for the evaluation mission during its mission to Ethiopia, including setting up of the necessary appointments with key informants. The CO will also make the necessary logistical arrangements (including travel permits if necessary) for the field trips to the activity sites.

**WFP RB:** The RB will assist the CO, if necessary, in the preparation and carrying-out of this evaluation.

**OE:** Mr. Tahir Nour, WFP Senior Evaluation Officer, is the OE Evaluation Manager (EM) for this evaluation. The EM will finalise the TORs of the evaluation, in consultation with the CO and RB, including the job descriptions of the team members. The EM will recruit the members and ensure that all the contractual procedures are carried out to enable the members carry out their tasks. The EM will also ensure that travel arrangements for the teams are in place. On completion of the evaluation, the EM will review and comment on the evaluation report, and will manage its circulation to the concerned stakeholders and will compile the comments received.

**Cooperating Partners:** The United Nations (UN) agency partners will avail themselves to meet with the evaluation team and to provide them with data and information that will further the objectives of this evaluation.

## **VI C Communication**

Most of the material to be used by the evaluation mission will be in the English language. Meetings in Ethiopia, with the various stakeholders, will be conducted in English. The Evaluation Report and the Summary Report will be drafted and finalised in English. WFP will be responsible for translating these documents, as necessary. During the field trip, should discussions with stakeholders take place in a local language, the CO will

ensure that the mission is accompanied by a CO staff member who is proficient in the local language, and this staff member will translate for the team members.

The various milestones for communication between the evaluation team and WFP are built into the attached time-line. The evaluation team will be responsible for adhering to these milestones unless otherwise agreed to by WFP.

#### **VI D Budget**

The overall budget for the evaluation is USD 112,000 covering consultant fees, travel and contingencies. Funds will be provided solely from the Office of Evaluation budget line for OE led evaluations.

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## Annex 3: Persons Met and Places Visited

Addis Ababa or Region	Name	Position
Prime Minister's Office A/A	Tekaglin Mammo	Sr Adviser, Prime Minister's Office
MoFED/ Addis Ababa	Admasu Nebebe	UN Team Leader
MoARD/ Addis Ababa	Bashir Abdullahi Ayadarus	State Minister
MOARD/ Addis Ababa	Berhanu Wolde Michael	Food Security Directorate
MOARD/ Addis Ababa	Daniel Danano	SLM Project Coordinator
MOARD/ Addis Ababa	Betru Nedessa	NPSU Coordinator
MOARD/ Addis Ababa	Alemayehu Berihanu	Programme Officer, MERET NPSU
MOARD/ Addis Ababa	Yanathan Ayalew	Programme Officer, MERET NPSU
MOARD/ Addis Ababa	Leggese Seyoum	Programme Officer, MERET NPSU
MoE/ Addis Ababa	Tizazu Assare	Head, Planning Division
MoE/ Addis Ababa	Tenaye Assefa	Focal Person for CHILD-FFE
WFP/Addis Ababa	Mohammed Diab	Country Director
WFP/Addis Ababa	Felix Gomez	Sr. Dep. Country Director
WFP/Addis Ababa	Sonali Wickrema	Head, Programme Unit
WFP/Addis Ababa	Jolanda Hogenkamp	Deputy Head, Programme Unit
WFP/Addis Ababa	Jakob Mikkelsen	Head, Education Unit
WFP/Addis Ababa	Mammo Getahun	Programme Officer, Ed.
WFP/Addis Ababa	Kassu	Programme Officer, Ed.
WFP/Addis Ababa	Askale Teklu	Team Leader, CHILD-FFE
WFP/Addis Ababa	Fithanagest Gebru	Acting Head, MERET S/N Unit
WFP/Addis Ababa	Tariku Alemu	Programme Assistant
WFP/Addis Ababa	Arega Yirga	Programme Officer
WFP/Addis Ababa	Missele G/Egziabher	Programme Assistant
WFP/Addis Ababa	Peter Zoutewelle	Technical Adviser
WFP/Addis Ababa	Adrian van der Knaap	Head, Logistics Unit
WFP/Addis Ababa	Yared Sahle	Budget Officer, Programme Office
WFP/Addis Ababa	Alem Tsehai	VAM Office
WFP/Addis Ababa	Gideon Cohen	HIV/AIDS Adviser
FAO/ Addis Ababa	Hassan Ali	Assistant Country Representative
FAO/ Addis Ababa	John Weatherson	Deputy Emergency Coordinator
UNICEF/Addis Ababa	Vivienne Von Steirteghem	Deputy Country Representative
UNICEF/Addis Ababa	Sitotaw Yimam	Education Specialist
World Bank / Addis Ababa	Ian Campbell	Public Works Specialist
World Bank / Addis Ababa	Begashaw Wukaw	Programme Officer
USAID/ Addis Ababa	Nancy Estes	Acting Director
USAID/ Addis Ababa	Suzanne Polard (briefly)	Chief, Assets, Livelihoods & Transitions
FEWSNET Addis Ababa	Nigist Biru	Country Representative
CIDA / Addis Ababa	Andrew Spezowka	Team Leader, Food Security & Ag
DFID / Addis Ababa	Kate Thurton	Development Officer
DFID/ Addis Ababa	Nicky Cassidy	Development Officer
GtZ Addis Ababa	Tesfay Mebrhату	SLM D/Programme Director
GtZ Addis Ababa	Anteneh Gelat	Senior Expert, GtZ-SUN
GtZ Addis Ababa	Yehenu Zewdie	Senior Adviser
Project Concern Addis Ababa	Walleligne Alemaw	Country Representative
WFP/Mekele, Tigray	Mei Liu	Head, WFP Regional Office
WFP/Mekele, Tigray	Awash Mesfin	Prm. Officer, WFP Regional Sub-Office
WFP/Mekele, Tigray	Haile Selaisse	Field Monitor WFP Regional Sub-Office
WFP/Mekele, Tigray	Yemane Tekle Haimanore	Field Monitor WFP Regional Sub-Office
BoE, Tigray	Simon Hailu	Dev Planning Process Owner
BoE, Tigray	Ahmed Hussein	Focal Person for CHILD-FFE
BoARD, Tigray	Belete Tafere	NRM Core Process Owner
BoARD, Tigray	Kassaye GebreMariam	Sr. Expert, MERET
BoARD, Tigray	Woldegebreal Gebrehawariya	NRM Infrastructure Manager
BoFED, Tigray	Zafu Giniwot	Coordination Core Process Owner

<b>Addis Ababa or Region</b>	<b>Name</b>	<b>Position</b>
BoFED, Tigray	Tsegay Minerete-Ab	Dep. Aid Coordinator
BoFED, Tigray	Solomon Gezae	UNDP/UNV Prog. Coordinator
BoFED, Tigray	Tirhas Kiros	Team Leader
WoE, Kilitte Awlalo	Kala'yu Gebrehiwot	Head, WoE
WoE, Kilitte Awlalo	Tikubet Redda	Focal Person CHILD-FFE
Wukru, Tigray	Tikubet Reda	Woreda Education Officer
Debre Tsion School, Tigray	Wubayehu Tesema	School Director
Debre Tsion School, Tigray	Futsum Tsehay	Teacher, PTA member
Atsbi Woreda, Tigray	Tesfamariam Arefaine	Head, Woreda Education Office
Atabi Woreda, Tigray	Tedesse Kahssay	Woreda Focal Person, CHILD-FFE
Agewo School, Tigray	Zinabu Giday	School Director
Agewo School	Kahisay Mezgebe	Teacher
Endamayino School, Tigray	Haile Selaisse Amare	School Director
Endamayino School, Tigray	Asgedom Habtu	Teacher
Abraha-Atsbeha School, Tigray	Zewdie Kassaye	School Director
Abraha-Atsbeha School, Tigray	Abraha Hailu	Teacher
Abraha-Atsbeha School, Tigray	Kiflom Haben	Supervisor
Abraha-Atsbeha School, Tigray	Abebe Zebreawro	Store keeper
Abraha-Atsbeha School, Tigray	Siyoum Solomon	Student G-7
Abraha-Atsbeha School, Tigray	Kidan Kibrom	Student G-7
Abraha-Atsbeha School, Tigray	Fitwi Gebre-Eg	Community Leader
BoARD, Mekele, Tigray	Belete Tefere	NRM Core Process Owner
BoARD, Mekele, Tigray	Kahsay G/Mariam	RPSU Coordinator
BoARD, Mekele, Tigray	H/Gebrel H/Mariam	NRM Officer
BoARD, Mekele, Tigray	Ababe Ashebir	Head, WoARD, Wukro/Hilite Awulalo
BoARD, Mekele, Tigray	Kiflom Meshesha	Natural Resource Coordinator, Wukro
BoARD, Mekele, Tigray	Astbha Berhe	MERET Focal Person, Wukro
BoARD, Mekele, Tigray	Alem Tsegaye	Food Security Coordinator, Wukro
BoARD, Mekele, Tigray	Gebre Michael Giday	Abrah Atsbeha Kebele Admin, Wukro
BoARD, Mekele, Tigray	Haileselassie G/Egziabher	Chief Admin. Atsbi Wenbera Woreda
BoARD, Mekele, Tigray	W/Selassie G/Selaisse	MERET team leader, WoARD Atsbi Wenbera Woreda
WFP/Dessie, Amhara	Mesfin Shifferaw	Chief, WFP Regional sub-office
WFP/Dessie, Amhara	Elizabeth Makonnen	Focal Person MERET, WFP Sub-office
WFP/Dessie, Amhara	Koyachew Mulye	Programme Officer
WoE Sekotta, Amhara	Shambel K	Focal Person, Team Leader
WoE Sekotta, Amhara	Wondi Yrad	Focal Person CHILD-FFE
WoE Sekotta, Amhara	Kasaye H	Expert, Education
Adwa Dil School, Amhara	Assressu Ali	School Director
Adwa Dil School, Amhara	Girma Mammo	Teacher
Adwa Dil School, Amhara	Marishet Begaye	Teacher
Adwa Dil School, Amhara	Adane Wagnaw	Teacher
Adwa Dil School, Amhara	Getawey Alemayehu	Teacher
Kechin Mesk School, Amhara	Tesfaye Gettu	Mayon, Lalibela Town
Kechin Mesk School, Amhara	Teppi Okanno	Coordinator, FFF project Japan
Kechin Mesk School, Amhara	Kelemeneh Sime	School Director
Kechin Mesk School, Amhara	Abebe Asafi	Teacher
Kechin Mesk School,	Alemtsehay Abebe	Teacher

<b>Addis Ababa or Region</b>	<b>Name</b>	<b>Position</b>
Amhara		
Kechin Mesk School, Amhara	Adane Abebe	Teacher
Kechin Mesk School, Amhara	Gettu Sitotaw	Teacher
Kechin Mesk School, Amhara	Maereg Adane	Student G-8
Kechin Mesk School, Amhara	Kibrie Tassew	Student G-7
Kechin Mesk School, Amhara	Allelign Moges	Farmer
Kechin Mesk School, Amhara	Banchi Habte	Farmer
Kechin Mesk School, Amhara	6 female, 5 male students	Students
BoE, Bahar Dar	Mazengiya Alebachew	Focal Person for CHILD-FFE
Worebabu Woreda, Amhara	Birara Chekol	BoARD MERET Act. Coordinator
Worebabu Woreda, Amhara	Megersa Teshome	Office Head, Woreda ARD office
Worebabu Woreda, Amhara	Asfaw Demisie	Soil & Water conservation expert
Worebabu Woreda, Amhara	Fentaw Endris	Process Owner
Worebabu Woreda, Amhara	Getasew Ayenu	S/N & Food security coordinator
Worebabu Woreda, Amhara	Abremet Abrama	Watershed & Land Use Expert
Worebabu Woreda, Amhara	Zemeda Desta	Watershed & Land Use Expert
BoARD, Bahar Dar, Amhara	Alemnnew Alelign	Process Owner NRM management
BoARD Bahar Dar	Birara Chekol	MERET Coordinator
BoARD, Bahar Dar, Amhara	Tasew Mustafa	Process Owner, NRM Management
BoFED, Bahar Dar, Amhara	Tigist Alemu Tilahun	UNDAF Regional Program Coordinator
BoFED, Bahar Dar, Amhara	Yohannes Shiferaw G/selassie	UNDAF Regional Program Coordinator
BoARD, Awassa SNNP	Abera Mulat	Deputy Head BoARD, NRM & Environment Process Owner
BoARD, Awassa, SNNP	Fisseha Gizachew	MERET/RPSU Coordinator
BoARD, Awassa, SNNP	Aderbacho Wafelirso	Zonal NR Coordinator
BoARD, Awassa, SNNP	Solomon Kifle	MERET Contact Person, Lemo Woreda
BoFED, Awassa, SNNP	Akililu Woldeselaisse	Deputy Head, M&E Process Owner
BoFED, Awassa, SNNP	Ifa Tilahun	UN Programme Coordinator
BoE, Awassa, SNNP	Hassan Abdu Beshir	Head, BoE
BoE, Awassa, SNNP	Lulseged Yimer	Focal Person CHILD-FFE
Awassa, SNNP	Tesfaye	Transporter, Bekkelcha Transport
Awassa, SNNP	Mekkonen	v. Chairperson, Bekkelcha Transport
Awassa, SNNP	Geremew Shewwa	Chairperson, Awrorro Transport
Awassa, SNNP	Tenaye Hailemichael	Office Worker, Awrorra Transport
Awassa, SNNP	Hossana Zenebe	Executive Dir., Hassana Zenabe T'port
WFP Awassa, SNNP	Nirmala Gupta	Head WFP Sub-Office
WFP, Awassa, SNNP	Yohannes Desta	Programme Officer, WFP Sub-Office
WFP, Awassa, SNNP	Erkeno Wesaro	Field Monitor, WFP Sub-Office
WFP, Awassa, SNNP	Kerima Bergena	Field Monitor, WFP Sub-Office
WoE, Kokir Gedebano Woreda	Alemu Kassa	Focal Person CHILD-FFE
Wollega Dessie School, SNNP	Haider Jamal	School Director
Wollega Dessie School, SNNP	Sabit Seid	Teacher
Wollega Dessie School, SNNP	Shellemu Kassa	PTA Chairperson
Wollega Dessie School, SNNP	Abdi Hassen	PTA member
Wollega Dessie School,	Habte Kasa	Student G-7

<b>Addis Ababa or Region</b>	<b>Name</b>	<b>Position</b>
SNNP		
Wollega Dessie School, SNNP	Hassen Kamil	Student G-6
Wollega Dessie School, SNNP	Saida Ali	Student G-6
Wollega Dessie School, SNNP	Foziya Jihad	Student G-7
Saffa School, SNNP	Tesfaye Nutera	School Director
Saffa School, SNNP	Assefa Bekolla	Community manager
Saffa School, SNNP	Abribet Argita	Teacher
Saffa School, SNNP	Tafessa Berressa	Community Chairperson
Saffa School, SNNP	Zerihun Sassa	Community v/chairperson
Saffa School, SNNP	Tadesse Moyya	Development Agent, agriculture
Saffa School, SNNP	Fanaye Tihahun	Community Women's Association
BoFED Oromiya Addis Ababa		
BoARD Oromiya Addis Ababa	Mahammed Haji	Head, Natural Resources Development
BoARD Oromiya Addis Ababa	Amanet Hailu	MERET Project Coordinator
BoARD Oromiya Addis Ababa	Tilahun Fatule	Soil & Water Conservation Expert
BoARD Oromiya Addis Ababa	Mulugeta Dessalegn	Soil & Water Conservation Expert
WoARD Nazreth, Oromiya	Aklilu Bogale	Head
WoARD, Adama, Oromiya	Mohammed Haji	NR Process Leader
WoARD, Adama, Oromiya	Amanuel Haile	MERET Coordinator
WFP, Adama, Oromiya	Fuad Adem	Programme Officer
WFP, Adama, Oromiya	Ato Hussein	Field Monitor
BoE, Asayita, Afar	Yasin Yayu	Head, Planning and Supervision
BoE, Asayita, Afar	Mussa A	Head, Education Support
BoE, Asayita, Afar	Hajji K	Senior Expert, Education
WoE, Dubti Woreda, Afar	Humad Burele	Head
WoE, Dubti Woreda, Afar	Kedir Negga	Expert, FP
Dubti Farm 1 School, Afar	Mohammed Awol	V. School Director
Dubti Farm 1 School, Afar	Dawud Ahmed	Teacher
Dubti Farm 1 School, Afar	Girma Belema	Teacher
Dubti Farm 1 School, Afar	Tigist Asrat	Teacher
Dubti Farm 1 School, Afar	Abdu Temam	Teacher
Dubti Farm 1 School, Afar	Adem Hussein	Teacher
Dubti Farm 1 School, Afar	Jemal Ibrahim	Teacher
Dubti Farm 1 School, Afar	Tamirat Fentaw	Teacher
Dubti Farm 2 School, Afar	Wondewossen Yimer	School Director
Amassu Bure School, Afar	Ato Ermiyas	School Director
Amassu Bure School, Afar	Ato Estifannos	Teacher
Amassu Bure School, Afar	W'ro Fantu	Teacher
Amassu Bure School, Afar	Bayye Demissie	Teacher
All regions	Questionnaire respondents = 243	
WFP/Rome	Antonella d'Aprile	Ethiopia coordinator
WFP/Rome	Nicholas Oberlin	Office Head
WFP/Rome	Al Kehler	Office Head
WFP/Rome	Volli Carucci	Programme Officer

## **Annex 4: Methodology and Evaluation**

### **The Team**

The external Evaluation Team was composed of five members. One expatriate consultant with a background in land and natural resources management together with an Ethiopian consultant with an agricultural background focused on the MERET-PLUS component. Another expatriate consultant with a background in auditing of school feeding programmes elsewhere in the world was assisted by an Ethiopian consultant with an educational background to focus on the CHILD-FFE component. The Team Leader is a consultant in food security who has led several previous evaluations for WFP, including two previous evaluations of the Ethiopian Country Programme.

The primary methodology for gathering monitoring and evaluative data combined structured, topic-focused interviews with semi-structured open-ended interviews to gather qualitative information from a variety of sources. The question set contained a high percentage of pre-determined questions in order to generate information suitable for simple statistical analysis of responses on common issues. There was a small number of open-ended questions, intended to allow the respondent to offer unsought views and opinions on a variety of aspects of the programme.

The interview process was designed to minimise potential for bias in sampling and any distorting influence of programme managers and supervisors. It provided respondents with a measure of anonymity and security in their discussions with the independent evaluation team.

Component-specific interviews were qualitative as well, but occasionally sought to generate quantifiable data at the micro (school or farm-) level. Use of standardised questionnaires to guide the semi-structured interviews allowed the use of simple histograms to describe the range of responses to standard questions.

Underpinning these interviews, which occurred in Addis Ababa, regional capitals, and at zonal, and woreda centres, and at community and/or individual school or farm sites, was a thorough review of programme documentation, reports, monitoring data, food needs assessments, vulnerability assessments, livelihood surveys, government, partner and stakeholder reporting, policy briefs, UN economic and programmatic documentation, World Bank and other donor documentation on PASDEP, PSNP (and the proposed PSNP-PLUS follow-on activity) UNDAF performance and other pertinent information contained on the CO's programme database.

The purpose of these reviews and interviews was to generate information and data that provided answers and context to the extensive MTE question set. The team used this material to form professional judgments related to authenticity, reliability and relevance to construct evaluative commentary, form conclusions and derive findings, recommendations,

lessons, and thoughts on next steps which form the heart of the evaluation document.

### The nature of the evaluation

In order to illuminate the essential relationships within (and, to a certain extent, between) the two principal components of the CP and test the chain of causality that linked WFP and partner inputs with outputs, outcomes and progress toward identified goals, the “findings” section of this MTE utilised the same five-tier evaluation tree approach used in the previous MTE of the Ethiopian Country Programme in 2005.

The focus of the MTE was on the relationship between what was intended with anticipated resources, anticipated partnerships, anticipated events on the one hand and what has been achieved, thus far, in the context of actual resources, actual partnerships and actual events.

### Evaluation Constraints/Impediments Matrix

The Evaluation Team, to the extent possible, used the following constraints/ impediments matrix to guide the review and analysis of the Country Programme from an evaluation perspective.

Evaluation task	Likely constraints/impediments	Approaches for mitigating constraints
Comparing actual achievements in project components to planned milestones and targets	<p>Inadequate or untimely reporting</p> <p>Difficulty in relating observed changes in indicators to programme activities or inputs</p>	<p>Interviews with those responsible for implementation and for monitoring and reporting achievements to fill in gaps</p> <p>Reviewing the logic of the causal relationships (i.e., the relationship between outputs achieved and changes at the outcome level to clarify the likely “causality path”</p>
Evaluating the influence of MERET-PLUS activities on non-WFP natural resource management activities	Difficulty in establishing whether observed changes in non-WFP NRM efforts can be attributed to influence from MERET activities	Interviews with observers in the woreda: agricultural extension agents, trainers, zonal agricultural officers to determine their judgment on this relationship and the evidence that would support that judgment
Evaluating the influence of WFP FFE efforts and improvements in the quality of education offered at participating schools	Difficulty in determining the link between provision of school feeding, likely increased attendance, and changes in the quality of the education received	Wherever the assertion is made that FFE has resulted in improvement in the quality of education received in participating schools, those making such claims will be asked to offer evidence to support that contention



Evaluation task	Likely constraints/impediments	Approaches for mitigating constraints
Reviewing the mechanisms for beneficiary selection in the context of food security situations in MERET and FFE.	Lack of reporting adequate for determining how beneficiary criteria were applied to determine which individuals were selected for FFW, which children were selected for FFE.	Interviews at each site visited. Brief questionnaires developed requesting on site staff to briefly relate how the process was initiated, implemented, and with what results.
Reviewing the coherence of the programme as it relates to WFP policies and the findings of VAM and food needs assessments.	The lack of documentation which captures the relationship between actual programming of CP resources against need as determined in VAM and other needs assessments completed in the programme period.	Interviewing WFP VAM and management staff , and reviewing documentation regarding the site selection criteria. Using WFP and non-WFP food needs assessments and livelihood assessments to summarise the typology of need and compare to the programme objective, operating modalities and results to date.
Examining the linkages between the objectives of the CP and those of the government, UN agencies and other donors.	The primary theoretical constrain would normally be lack of clarity in pronouncements of objects by some of these organizations. Here, the real issue is in determining the ranking of differing statements of objectives among these various actors.	Which objectives are being supported by resources and which are not. Which appear more closely tied to the three primary MDGs identified earlier. Which are most likely to generate significant, positive and sustainable food security outcomes.
Examining the appropriateness of planned activities vs. identified needs.	Highly dependent on the quality of needs assessments and vulnerability assessments undertaken by VAM, JAM, FEWSNET and other organizations measuring the magnitude of food and other needs.	The team will locate all needs assessment, poverty assessments and livelihood assessments undertaken in recent years and compare identification of the neediest areas and groups with the actual geographical locations of CP activities.
Examining linkages/synergies with UNDAF partners, the PSNP, PRRO, and other MERET partners.	Identifying appropriate parameters for analyzing the actual impact or results that can be attributed to these linkages. If there are benefits accruing from the existence of these linkages (or synergies) it is difficult to isolate them from other variables sourced outside the linkage.	Interviewing WFP, UN, government and other stakeholder officials to determine whether there is a convergence of expert views on the nature and magnitude of benefits flowing from these linkages. If not, identifying the nature and content of the differing perspectives.

Evaluation task	Likely constraints/impediments	Approaches for mitigating constraints
Evaluating the impact of the CP in strengthening the capacities of government partners to take over planning and mgt of food assistance programmes.	There are apparently no reports that information specifically about the magnitude of the impact. Data from a number of partially relevant reports will need to be used.	Documents to be surveyed will be training reports, retention of trained government officers in the positions they were trained for, assessments of the level of improved performance which appears related to training. Observed capabilities of field agriculture, community development and education staff and the site and woreda levels and of managers, planners and decision-makers at zonal, regional and central offices of relevance to the two components.
Reviewing input-related issues such as sufficiency of staff resources, funding, technical know-how and training.	The primary constraint on this type of analysis is the quality of available reporting to managers which detail these problems as they have occurred during implementation and the steps undertaken by those managers to resolve them.	The absence of necessary reporting, if found, constitutes a serious problem in programme management. The team's working assumption, at this point, is that such documentation, in fact, exists. To the extent there are gaps, we will fill those with interviews of programme managers and other knowledgeable observers.
Examining the ability of partners to monitor progress	Paucity of or inadequate reporting to partners; disinterest among some partners in reviewing reporting and noting and taking action on any problems or issues reported; a lack of correspondence from partners evincing interest in how previous implementation problems were resolved.	We will need to discover how, and to what extent, partners monitor progress. If they monitor on the basis of received period reporting the team will question them regarding their views of the quality of reporting. If they gather their own information about programme performance, the team will question them regarding what that information has revealed, and what they have done in response.
Determining the extent that outcomes and results actually achieved to date relate to planned levels	Availability of appropriate reporting on timely and adequate inputs, and on the magnitude and nature of outputs and outcomes.	This is a major component of any programme evaluation. If the reporting is not adequate, the team will be required to undertake interviews of programme managers and key implementers to generate sufficient information on actual input, output and outcome levels to be able to discharge this evaluative task.

<b>Evaluation task</b>	<b>Likely constraints/impediments</b>	<b>Approaches for mitigating constraints</b>
Determining the extent that outcomes and results are engendering the desired positive impacts, and determining whether negative impacts may be occurring and the extent and consequences of these impacts.	This is the core task of the evaluation and most difficult. The primary constraint will be in de-linking, for purposes of evaluation, the many elements of the CP in order to determine whether inputs are appropriate for achieving desired outputs; whether those outputs are sufficient to engender desired outcomes and whether those net outcomes generate needed progress to strategic goal-level objectives.	In a microcosm this task sums up the most central element of the MTE. The team's ability to do it well, requires a clear understanding of what is intended or desired, a comprehensive review of the logical frame (that establishes the nature, focus and content of the WFP and partner actions) and identifying and measuring the net results of those actions - taking into account positive and any negative results.
Determining the extent to which WFP gender policies and gender effect of the CP are in harmony.	Lack of clear reporting of the gender effects of the FFW and FFE elements of the CP.	Interviews of managers, and in this case, of participating beneficiaries as well as interviews with knowledgeable observers.
<b>Specific MERET-PLUS Constraints and Impediments</b>		
Evaluating the reliability of the MERET-related monitoring system and the data in measuring and reporting achievements	Indicators that are imprecise or impractical, given resource constraints.	Refinement or amendment of indicators. Discussions with monitoring staff on accuracy and usefulness of the monitoring data.
Evaluating the nature and scale of the MERET-PLUS partnerships and their value in enhancing the programme achievements	Partnerships may vary and have limited synergies from collaboration on the ground	Review of the partnership characteristics and determining the specific partnership attributes that are associated with successful results in the field.
Reviewing and analyzing MERET-specific data to determine the degree to which stated objectives have been achieved in order to assess the effectiveness of the MERET component in achieving results.	Data needed for this analysis may be insufficient or inadequate for this task	Review indicator criteria, data collection instruments, data collection/analysis processes, and the effectiveness of management of the process of collecting and analyzing indicator data.
Determining the appropriate balance between physical improvements, livelihoods development and institutional strengthening that are needed to enhance capacity and manage food shocks	Project planning processes and watershed planning guidelines may not yet be fully integrated into a more comprehensive strategy for specific project sites.	Review of the planning procedures and the assessment of community and household needs and priorities for enhancing capacity to manage food shocks.
<b>Specific FFE-CHILD Constraints and Impediments</b>		
Reviewing and analyzing MERET-specific data to determine the degree to which stated objectives have been achieved in order to develop an evaluative sense of the effectiveness of the CHILD-FFE component in achieving results.	Data needed for this analysis may be insufficient or inadequate for this task	Review indicator criteria, data collection instruments, data collection/analysis processes, and the effectiveness of management of the process of collecting and analyzing indicator data.

Evaluation task	Likely constraints/impediments	Approaches for mitigating constraints
Analysis of progress toward planned output and outcome levels in FFE component.	Preliminary review of regional FFE reporting indicates a fairly wide range in the quality of the reporting.	Consult with regional education officers and other stakeholders to attempt to determine real progress at output/outcome levels.
Measuring progress related to increased use of schools for dev-related community-based activities and determining the real effect of such use in HIV/AIDS awareness, environmental awareness.	Difficulty in determining level of commitment at the community and kebele (KETB) level, uneven quality of reporting. Difficulty in determining quality of local leadership in school-based community activities.	On site interviewing will be the essential element in the team being able to ascertain evidence of commitment. Team will endeavour to develop informal but serious methods for measuring apparent commitment to FFE objectives at the local level. This is key to the analysis of sustainability. Also important will be evidence of successful mobilization of community members for self-help activities related to school-based community activities.
Finding evidence of progress toward successful handover of the school feeding programme to local community organizations using locally-produced or procured foods.	There will be a distinction between apparent progress and real progress. The latter is almost always a function of "mindset" changes in the local community regarding their fiduciary responsibilities toward the long-term education and nutrition requirements of their children.	The team will be particularly sensitive in reviewing FFE reporting and in interviews at sites visited to identifying signals of changes in the aspirations of participating local households and communities to take on the job of providing feeding to those among their community's children who need additional food intake and in evidence these groups are implementing locally-devised plans for doing that.

## Annex 5: The Logical Framework 2007-2011 Country Programme

Results chain (logic model)	Performance indicators	Risks, assumptions
<b>CP Outputs</b>	<b>Output Indicators</b>	<b>Risks, assumptions</b>
<p><b>UNDAF Outcomes:</b></p> <ul style="list-style-type: none"> <li>- humanitarian response, recovery, and food security</li> <li>- basic social services</li> <li>- HIV/AIDS/</li> </ul>	<p><b>UNDAF Outcome Indicators:</b></p>	
<p><b>CP outcomes:</b></p> <ol style="list-style-type: none"> <li>1. increased ability to manage shocks and meet necessary food aid needs and diversify livelihoods</li> <li>2. Sustainable land management practices and systems institutionalised at community level and replicated to other areas.</li> <li>3. Sustainable and productive community-rooted behavioural changes and practices re HIV/AIDS.</li> <li>4. More children (girls, boys) enrolled, attend and able to participate actively in schools</li> <li>5. Quality of education improved and schools progressively transformed into centres for local development initiatives</li> <li>6. Implementing partners able to plan and manage food-based programmes.</li> </ol>	<p><b>Outcome indicators:</b></p> <ul style="list-style-type: none"> <li>- % of households claiming income increment, by gender; % of households claiming reduction in food deficit over 2 months</li> <li>- % households creating physical and biological assets, initially from FFW &amp; subsequently maintained post-FFW; # non-MERET areas using SLM approach; % households replicating specific household-based technologies and improved practices</li> <li>- % communities participating in "community conversation" enforcing recommended positive behavioural practices; % of schools/communities implementing HIV/AIDS prevention, mitigation &amp; gender awareness in their plan.</li> <li>- increased # boys/girls enrolled in WFP-assisted schools; increased % school-age children enrolled vs. total # in age cohort; 90% of enrolled students in class, on average during school year; drop-out rate decreased in these schools; increased ratio of girls to boys; teachers noting increased attentiveness in class</li> <li>- Completion rate; % of parent-teacher associations regarding schools as centres for local development initiatives.</li> <li>- # of implementing partners with capacity to take over planning/management of food-based programmes; % households satisfied with technical/management support; % community members who assert their CHILD-based FFE committees are effective; # of development initiatives incorporating lessons from MERET &amp; CHILD</li> </ul>	<ul style="list-style-type: none"> <li>-favourable markets for primary products and services prevails</li> <li>- government supports, and partners accept, SLM as a framework for collaboration</li> <li>- HIV/AIDS-positive people willing to participate in HIV/AIDS prevention activities (i.e., not stigmatised). People willing to adopt new behavioural changes to reduce HIV/AIDS prevalence.</li> <li>- Security/political situations conducive to implementation of development activities; teachers motivated by appropriate pay and support; children desire to learn; needed teaching materials are present</li> <li>- Sufficient ODOC funds available to provide continuous training for the school feeding focal persons covering turnover of government staff.</li> <li>- Sufficient ODOC funds available to provide capacity-building support re planning/management of food-based programmes.</li> </ul>

<b>Results chain (logic model)</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<b>CP Outputs</b>	<b>Output Indicators</b>	<b>Risks, assumptions</b>
1.1 Degraded land rehabilitated: 125,000 ha	1.1.1 Number of beneficiaries by gender participating in WFP-assisted land reclamation. 1.1.2 Hectares of degraded land reclaimed 1.1.3 Percentage of activities that meet technical standards	Government provided timely and adequate counterpart funding and technical assistance
1.2 Soil fertility management practices improved.	1.2.1 Number and types of improved soil fertility management technologies introduced. 1.2.2 Number of MERET sites where improved soil fertility management technologies are being applied.	
1.3 Annually, 118,000 beneficiaries participated in food-supported asset creation and income-generating activities in/from 500 food insecure communities in 65 districts	1.3.1 Number of beneficiaries, by gender, participating in FFW. 1.3.2 Quantity of food distributed as FFW. 1.3.3 Number and types of assets created 1.3.4 Number and types of income generating activities created	Markets encourage farmers' production of more vegetables and fruit.
1.4 Opportunities for ecological and cultural tourism developed	1.4.1 Number of potential sites developed in each region.	
1.5 Access to water sources improved.	1.5.1 Time spent collecting water reduced by 50 percent. 1.5.2 Functional water users groups.	
1.6 Time-saving, yield-augmenting and processing technologies expanded at 'impact points.'	1.6.1 Number of households trained in using time-saving, yield-augmenting & processing technologies at impact points.	
1.7 Access to markets improved.	1.7.1 Number of communities with improved access to market places. 1.7.2 Number of marketing groups organised.	
2.1 Technical capacity of implementing partners and target communities enhanced.	2.1.1 Number of implementing partner staff receiving training on participatory watershed development. 2.1.2 Number of communities with comprehensive watershed plans.	
2.2 Natural resource project cycle management capacity of target communities improved.	2.2.1 Percent of MERET sites revising plans using performance evaluation profiles. 2.2.2 Percentage of planning teams as well as community members trained in natural resource project cycle management.	

<b>Results chain (logic model)</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<b>CP Outputs</b>	<b>Output Indicators</b>	<b>Risks, assumptions</b>
2.3 SLM approaches and technologies screened, disseminated, and adopted.	2.3.1 Extent of SLM approaches adopted in adjacent safety net areas.  2.3.2 Number of farmer groups engaged in adoptive SLM research.	
2.4 Community-based solidarity mechanisms activated, supported and made functional.	2.4.1 Number of functioning user groups established for assets management and/or income generation.  2.4.2 Types of assets established through solidarity mechanisms for the benefit of labour-poor households.	
3.1 Awareness of the impact of HIV/AIDS on food security among vulnerable populations in partner communities increased.	3.1.1 Number of behavioural change practices introduced.  3.1.2 Number of functional HIV/AIDS Community Conversation teams.  3.1.3 Percentage of schools where gender sensitisation and HIV/AIDS prevention activities have been conducted.	
3.2 Capacity of implementing partners at district and region level to mainstream HIV/AIDS in their regular work enhanced.	3.2.1 Number of implementing partner staff who have received training on gender and HIV/AIDS.	
4.1 Number of primary school children provided with in-school meals in 137 chronically food insecure districts: 438,000	4.1.1 Number of boys and girls receiving in-school meals in WFP-assisted basic schools.  4.1.2 Quantity of food, by type, distributed to WFP-assisted schools.	Parents are convinced of the benefits of education and are willing to take their children to school.  The government provides adequate counterpart funding on time. The community members support the school feeding programme by providing other supplementary food and non-food items.  Local procurement accounts for the target 30 percent of total food purchases (thereby allowing tonnages to reach target levels.)
4.2 A national consensus of the provision of school meals advocated.	4.2.1 Number of workshops conducted to advocate the provision of school meals.	Sufficient ODOC funding is available to organise the workshops.
4.3 Food provided as an incentive to girls to reduce gender disparity.	4.3.1 Number of girls receiving take-home rations.	Availability of funds to continue supporting the girls initiative which scales up rapidly due to its success.

<b>Results chain (logic model)</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<b>CP Outputs</b>	<b>Output Indicators</b>	<b>Risks, assumptions</b>
4.4 Home-based school feeding pilot developed and implemented.	4.4.1 Number of schools where home-based school feeding pilot implemented.  4.4.2 Percentage of Food-for-Education sourced locally for the schools.	Possible collaboration with FAO materialises  Sufficient ODOC funds available to implement the pilot.
4.5 Food rations of appropriate quality and quantity received and distributed in a timely manner.	4.5.1 Percentage of schools at which correct ration of each commodity is distributed.  4.5.2 Percentage of food lost or damaged at schools after receiving food in good condition.  4.5.3 Vegetable oil is distributed with correct ration  4.5.4 Percentage of schooldays on which food is distributed following receipt of food at schools.	Regional bureaus of education are able to transport the food on time.  Adequate storage facilities are available at school level.  Sufficient ODOC funds available to provide continuous training or the school feeding focal persons, covering turnover of government staff.
5.1 CHILD framework implemented in all WFP-assisted schools.	5.1.1 Percentage of schools where CHILD framework is implemented.  5.1.2 Number of schools where relevant essential package activities are undertaken with communities.	Sufficient ODOC funds are available to provide continuous training for the school feeding focal persons, covering turnover of government staff.  Collaboration with other UN agencies materialises.
6.1 Capacity of implementing partners to identify food needs, carry out food-based programmes and develop strategies, and mechanisms for exiting improved.	6.1.1 Number of WFP implementing partners using WFP technical services to develop their capacity to identify food needs, carry out food-based programmes, develop strategies and mechanisms for exiting.	Sufficient ODOC funds available to provide capacity-building support.
6.2 Dialogue with implementing partners to identify potential areas of technical and financial cooperation increased.	6.2.1 Number of areas of financial and technical cooperation established between WFP and implementing partners.  6.2.2 Number of partnership modalities with UN agencies, the millennium Project and other implementing partners established.	Motivated and trained staff available at different levels.
6.3 Food aid programming and effectiveness improved through advocating programme results and mobilization sufficient additional and complimentary resources with partners.	6.3.1 Number of CP best practices documented and circulated.  6.3.2 Volume of additional and complimentary resources mobilised and used (in cash and kind.)	Adequate support from ODK and HQ obtained for advocacy and resource mobilization.

*Item numbers relate to country-level documents*



## Annex 6: Budget and Donor Contributions

**Table 1: CP Budget Summary: actuals for first two years of five-year CP lifetime**

	MERET Planned	MERET actual thru Dec 08	CHILD-FFE planned	CHILD-FFE actual thru Dec 08	Total planned	Total actual through Dec 08	% actual vs. planned <sup>57</sup>
Commodities MT (CP) <sup>58</sup>	164,585	35,365	65,578	13,437	230,163	48,802	21
Commodities US\$ m (CP) <sup>59</sup>	39.5		25.1		64.6	na	
Commodities US\$ m revised <sup>60</sup>	60.2		39.8		100.0	32.6	32
Ext transport \$m	11.1		4.4		15.5	5.8	37
LTSH (total) US\$ m	19.0		11.1		29.1	4.3	15
LTSH (cost per MT) US\$ <sup>61</sup>	81.53		108.24		Na		
ODOC US\$ m	2.9		2.6		5.5	1.2	22
Total DOC US\$ m	97.7		57.8		155.5	44.9	30
DSC US\$ m	3.0		2.4		5.4	1	19
ISC US\$ m	6.8		4.1		10.9	3.7	34
Total WFP cost, US\$ m <sup>62</sup>	104.5		61.9		166.4	48.6	29
Gov contribution, US\$ m	6.7		6.0		12.7		

Notes: (1) All data from WFP Ethiopia CP SPRs for 2007 and 2008; (2) Note: These data, calculated by the Team, are subject to revision as more recent financial and commodity information is made available.

**Table 2: Summary Donor Contributions as of 14 June 2008**

Donor	Resource Level (US\$)	
	Amount	Percent of Total
Canada	30,709,851	18.46
Japan	6,000,000	3.61
Poland	100,000	0.06
Private Donors	5,832,981	3.51
Russian Federation	4,000,000	2.40
U.S.A.	8,630,100	5.19
Multilateral	14,505,302	8.72
Carryover from previous operations	5,264,351	3.16
Misc. income	22,000	0.01
<b>Total received</b>		<b>75,064,586</b>
% Against appeal		45.11%
<b>Still required</b>		<b>91,334,668</b>
% Still required		54.89%
<b>Five year total requirement</b>		<b>166,399,254</b>

Note: Source: WFP: Resourcing Update, 14 June 2009

<sup>57</sup> Computed against revised 2008 CP budget.

<sup>58</sup> Commodities reported as distributed.

<sup>59</sup> As originally approved. Non-add line.

<sup>60</sup> Due to increased international food prices in 2008, WFP increased approved dollar funding for the Country Programme in 2008 from \$118 million to \$166 million. MERET/CHILD-FFE splits, here and below, calculated using same ratios as original CP ratios for each funding category.

<sup>61</sup> Planned as of November, 2006.

<sup>62</sup> Calculated using approved CP budget as of 2008, not originally approved budget.

## Annex 7: Selected outputs

Planned vs. actual 2007 and 2008 for both components using SPR data

<b>Outputs 2007</b>	<b>Unit</b>	<b>Planned</b>	<b>Actual</b>	<b>%Actual vs. Planned</b>
<b>MERET-PLUS</b>				
% households benefiting from asset created	%	90	95	105.6
% degraded land reclaimed according to annual management plan	%	55	30	54.4
% of households with improved access to water source according to 5-year development plan	%	20	51	255.0
Percentage of IP staff trained in participatory watershed planning	%	70	78	111.4
Percentage of MERET project sites with gender sensitization and HIV/AIDS prevention	%	60	80	133.3
<b>CHILD-FFE</b>				
Percent of school days on which food is distributed	%	100	73	73.0
Percent of schools where CHILD framework is implemented	%	45	29	64.4
Number of schools where relevant essential package activities are undertaken	#	70	123	175.7
Percent of schools which have a management committee responsible for feeding	%	100	84	84.0
Number of women in leadership positions in food management committees	#	744	885	119.0
Number of implementing partner staff receiving training on gender and HIV/AIDS	#	134	164	122.4

<b>Outputs 2008</b>	<b>Unit</b>	<b>Planned</b>	<b>Actual</b>	<b>%Actual vs. Planned</b>
<b>MERET-PLUS</b>				
Number of households which created assets	#	100,370	98,655	98.3
Magnitude of degraded land reclaimed	Ha	96,203	86,303	89.7
Number of MERET sites where improved soil fertility management technologies applied	#	189	213	112.7
Number of functional HIV/AIDS community conversion teams established	#	157	108	68.8
Number of MERET sites where gender sensitization sessions conducted	#	185	159	85.9
<b>CHILD-FFE</b>				
Number of heads of schools and cluster monitors trained on food management and data collection	#	385	393	102.1
Number of regional and district education department staff trained on reporting	#	84	117	139.3
Number of energy saving stoves provided	#	31	28	90.3
Number of days when school meals were served to WFP-assisted children	#	170	74	43.5
Number of CHILD-FFE supported schools which implemented HIV/AIDS mainstreaming activities	#	531	366	68.9

## Annex 8: MERET – Outputs and Outcomes

### Outputs: planned vs. actual (2007 and 2008)

MERET Outputs 2007	Planned	Actual	% of planned
<b>1.1 Degraded lands rehabilitated, 125,000 ha</b>			
1.1.1 household access to created assets (% of participating households)	90	91	101
1.1.2 households demonstrating reclamation of degraded land during the year (% of degraded lands in participating sites)	55	30	54
1.1.3 activities that met technical standards (% of all activities implemented)	95	94	99
<i>1.1.4 biomass production increased (data not collected)</i>			
<b>1.2 soil fertility management practices improved</b>			
1.2.1 households exercising soil fertility practices in selected sites (% of households surveyed)	50	84	168
1.2.2 MERET sites where improved soil management technologies being applied (% of those surveyed)	70	94	134
<b>1.3 122,000 households participating in food-supported asset creation and Income generation</b>			
1.3.1 number of beneficiaries of both genders participating in "food for assets (FFA)"	122,000	76,323	63
1.3.2 quality of food distributed in FFA (as % of all food commodities received)	95	100	105
1.3.3 quantity of food commodities distributed under FFA	32,917	15,682	48
1.3.4 households which have created assets (% of all participating households)	90	94	104
1.3.5 households involved in income-generating activities (% of all participating households)	15	81	540
<i>1.4 Opportunities for ecological and cultural tourism developed (note no RBM data collected for this indicator)</i>			
<b>1.5 Access to water sources improved</b>			
1.5.1 time reduced in collecting water (% of surveyed hhs reporting reduction)	50	48	96
1.5.2 households with access to water sources (% of all participating households)	20	51	255
1.5.3 membership in functional water user groups (as a percentage of all households surveyed)	70	21	33
1.5.4 Irrigated area increased (% of participating households reporting increase)	10	42	420
<b>1.6 Time-saving yield-augmenting and processing technologies expanded at impact points</b>			
1.6.2 households adopting the promoted technologies (% of all participating hhs)	4	25	625
<b>1.7 Access to markets improved</b>			
1.7.1 Percent of communities with improved access to markets (% of all communities surveyed)	5	69	1,381
<i>1.7.2 Number of market groups organised by gender (data not collected)</i>			
<b>2.1 Technical capacity of implementing partners and targeted communities enhanced.</b>			
2.1.1 Implementing partner staff and community training on participatory watershed development (% of those surveyed)	70	78	114
2.1.2 Sites prepared community-based watershed plans (% of those surveyed)	65	60	92
2.1.3 Woredas received relevant technical materials (% of those surveyed)	55	79	144
2.1.4 Sites received "experience sharing" (% of those surveyed)	20	70	350
<b>2.2 Natural resource project cycle management capacity of target communities Improved</b>			
2.2.1 MERET sites revision plans using community re-planning (% of participating sites surveyed)	85	47	55
2.2.2 Planning teams trained in natural resource management cycle (% of those surveyed)	60	33	55
<i>2.3 SLM approach &amp; technologies screened, disseminated &amp; adapted (data not collected)</i>			

<b>MERET Outputs 2007</b>	<b>Planned</b>	<b>Actual</b>	<b>% of planned</b>
<b>2.4 Community-based solidarity mechanisms activated, supported and made functional</b>			
2.4.1 functional user groups established by gender for asset management and/or income generation (% of those surveyed)	85	76	89
2.4.2 sites creating minimum of 3 assets utilizing solidarity mechanisms (% of those surveyed)	60	87	145
<b>3.1 Increased awareness of impact of HIV/AIDS on food security in participating communities</b>			
3.1.1 Communities with functional HIV/AIDS community conversation team (% of participating communities surveyed)	95	93	98
3.1.2 MERET sites where gender sensitization and HIV/AIDS prevention activities have been conducted (% of participating sites surveyed)	60	29	48
3.1.3 schools in MERET sites that have implemented HIV/AIDS prevention, mitigation and awareness activities (% of sites surveyed)	60	80	133
<b>3.2 Enhanced capacity of implementing partners at woreda and regional level to mainstream HIV/AIDS in their regular work</b>			
3.2.1 implementing partner staff that have received HIV/AIDS training, by gender (% of those surveyed)	70	62	89
<b>6.1 Improved capacity of implementing partners to identify food needs, carry out food-based programmes, development strategies and mechanisms for exiting improved</b>			
6.1.1 implementing partners using WFP technical services to develop capacity to undertake this objective (data not collected)			
6.1.2 Partner staff trained on MERET RBM M&E (% of those surveyed)	93	12	13
6.1.3 Participating sites submitting timely results-based reports (% of those surveyed)	60	84	140
<b>MERET Outputs 2008</b>	<b>Planned</b>	<b>Actual</b>	<b>% of planned</b>
<b>1.2 Degraded lands rehabilitated</b>			
1.1.1 household access to created assets (% of participating households)	90	90	100
1.1.2 households demonstrating reclamation of degraded land during the year (%)	65	55	85
1.1.3 activities that met technical standards (% of all activities implemented)	96	91	95
1.1.4 biomass production increased (data not collected)			
<b>1.2 soil fertility management practices improved</b>			
1.2.1 households exercising soil fertility practices in selected sites (% of all participating households)	50	76	152
1.2.2 MERET sites where improved soil management technologies being applied (%)	70	85	121
<b>1.3 122,000 households participating in food-supported asset creation and Income generation</b>			
1.3.1 number of beneficiaries of both genders participating in "food for assets (FFA)"	122,000	76,000	38
1.3.2 quality of food distributed in FFA (as % of all food commodities received)	95	99	104
1.3.3 quantity of food commodities distributed under FFA	32,917	15,682	48
1.3.4 households which have created assets (% of all participating households)	90	90	100
1.3.5 households involved in income-generating activities (% of all participating households)	20	36	180
<i>1.4 Opportunities for ecological and cultural tourism developed (note: no RBM data collected for this indicator)</i>			
<b>1.5 Access to water sources improved</b>			
1.5.1 time reduced in collecting water (% of surveyed hhs reporting reduction)	50	38	76
1.5.2 households with access to water sources (% of all participating households)	25	26	104
1.5.3 membership in functional water user groups (as a percentage of all households surveyed)	75	88	117
1.5.4 Irrigated area increased (% of participating households reporting increase)	15	26	173

MERET Outputs 2008	Planned	Actual	% of planned
<b>1.6 Time-saving yield-augmenting and processing technologies expanded at impact points</b>			
<b>1.7 Access to markets improved</b>			
1.7.1 Percent of communities with improved access to markets (% of all communities surveyed)	10	15	150
<i>1.7.2 Number of market groups organised by gender (data not collected)</i>			
<b>2.1 Technical capacity of implementing partners and targeted communities enhanced.</b>			
2.1.1 Implementing partner staff and community training on participatory watershed development (% of those surveyed)	75	78	104
2.1.2 Sites prepared community-based watershed plans (% of those surveyed)	70	53	76
2.1.3 Woredas received relevant technical materials (% of those surveyed)	70	76	109
2.1.4 Sites received "experience sharing" (% of those surveyed)	45	37	82
<b>2.2 Natural resource project cycle management capacity of target communities improved</b>			
2.2.1 MERET sites revision plans using community re-planning (% of participating sites surveyed)	85	20	24
2.2.2 Planning teams trained in natural resource management cycle (% of those surveyed)	75	50	67
<i>2.3 SLM approach &amp; technologies screened, disseminated &amp; adapted (data not collected)</i>			
<b>2.4 Community-based solidarity mechanisms activated, supported and made functional</b>			
2.4.1 functional user groups established by gender for asset management and/or income generation (% of those surveyed)	85	63	74
2.4.2 sites creating minimum of 3 assets utilizing solidarity mechanisms (% of those surveyed)	70	77	110
<b>3.1 Increased awareness of impact of HIV/AIDS on food security in participating communities</b>			
3.1.1 Communities with functional HIV/AIDS community conversation team (% of participating communities surveyed)	97	67	69
3.1.2 MERET sites where gender sensitization and HIV/AIDS prevention activities have been conducted (% of participating sites surveyed)	65	56	86
3.1.3 schools in MERET sites that have implemented HIV/AIDS prevention, mitigation and awareness activities (% of sites surveyed)	na	na	Na
<b>3.2 Enhanced capacity of implementing partners at woreda and regional level to mainstream HIV/AIDS in their regular work</b>			
3.2.1 implementing partner staff that have received HIV/AIDS training, by gender (% of those surveyed)	90	54	60
<b>6.1 Improved capacity of implementing partners to identify food needs, carryout food-based programmes, development strategies and mechanisms for exiting improved</b>			
<i>6.1.1 implementing partners using WFP technical services to develop capacity to undertake this objective (data not collected)</i>			
6.1.2 Partner staff trained on MERET RBM M&E (% of those surveyed)	93	54	58
6.1.3 Participating sites submitting timely results-based reports (% of those surveyed)	60	40	67

Item numbers relate to country-level documents

## MERET Outcomes: Planned vs. Actual (2007 and 2008)

MERET Outcomes 2007	Planned	Actual	% of planned
<b>1. Increased ability to manage shocks, meet necessary food needs and diversify livelihoods</b>			
1.1 households claiming income increment by gender (% of those surveyed)	70	85	121
1.2 households claiming reduction in food deficit by at least 2 months (% of those surveyed)	43	53	123
<b>2. Sustainable land management practices and systems institutionalised at community level and replicated to other areas</b>			
2.1 households creating assets (physical and biological) initially through FFA and subsequently maintained on self-help basis	83	96	116
2.2 non-MERET sites/kebele areas using SLM approached (data not collected)			
2.3 households replicating specific household-based technologies and improver practices (% of those surveyed)	75	86	115
<b>3. Sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS fostered</b>			
3.1 communities that participated in Community Conversation enforcing recommended positive behavioural practices	10	6	60
3.2 schools and communities implementing (incorporating) HIV/AIDS prevention and mitigating measures (% of these surveyed)	100	79	79
<b>6. Implementing partners able to plan and manage food-based programmes</b>			
6.1 WFP implementing partners with the capability to take over the planning and managing of food-based programmes	3	2	67
6.2 households satisfied with technical and management support (% of those surveyed)	60	88	147

Source: 2007 MERET RBM report

Item numbers relate to country-level documents

MERET Outcomes 2008	Planned	Actual	% of planned
<b>1. Increased ability to manage shocks, meet necessary food needs and diversify livelihoods</b>			
1.1 households claiming income increment by gender (% of those surveyed)	75	87	116
1.2 households claiming reduction in food deficit by at least 2 months (% of those surveyed)	46	47	102
<b>2. Sustainable land management practices and systems institutionalised at community level and replicated to other areas</b>			
2.1 households creating assets (physical and biological) initially through FFA and subsequently maintained on self-help basis	87	88	101
2.2 non-MERET sites/kebele areas using SLM approached (data not collected)			
2.3 households replicating specific household-based technologies and improver practices (% of those surveyed)	77	78	101
<b>3. Sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS fostered</b>			
3.1 communities that participated in Community Conversation enforcing recommended positive behavioural practices	22	6	27
3.2 schools and communities implementing (incorporating) HIV/AIDS prevention and mitigating measures (#)			
<b>6. Implementing partners able to plan and manage food-based programmes</b>			
6.1 WFP implementing partners with the capability to take over the planning and managing of food-based programmes	3	2	67
6.2 households satisfied with technical and management support (% of those surveyed)	70	82	171
6.3 Development initiatives that incorporate lessons from MERET and CHILD	3	3	100

Source: 2008 MERET RBM report

Item numbers relate to country-level documents

## Annex 9: CHILD-FFE Outputs and Outcomes

### Outputs planned vs. actual 2007 and 2008

CHILD-FFE Outputs 2007	Planned	Actual	% of planned
<b>3.1 Awareness of the impacts of HIV/AIDS on food security among vulnerable populations in partner communities increased</b>			
3.1.1 # of behavioural practices introduced			
3.1.3 % of schools where gender sensitization and HIV/AIDS prevention activities have been conducted			
<b>3.2 Capacity of implementing partners at district and regional levels to mainstream HIV/AIDS in their regular work enhanced</b>			
3.2.1 # of partner staff that have received training on gender and HIV/AIDS			
<b>4.1 # of primary school children provided with in-school meals in 137 chronically food insecure districts</b>			
4.1.1 # of girls and boys receiving in-school meals in WFP-assisted schools	653,036	437,633	149
4.1.2 quantity of food distributed to WFP-assisted schools (mt)	6,980	14,529	49.3
<b>4.2 A national consensus on the provision of school meals advocated</b>			
4.2.1 # of workshops conducted to advocate the provision of school meals (data not collected)			
<b>4.3 Food Provided as an incentive to girls to reduce gender disparity</b>			
4.3.1 # of girls receiving take-home rations	67,702	70,781	105
4.3.2 quantity of oil distributed as take-home ration (lit)			
<b>4.4 Home based school feeding pilot developed and implemented</b>			
4.4.1 # of schools where home-based school feeding pilot implemented (data not collected)			
4.4.2 % of food-for-education sourced locally for the school (data not collected)			
<b>4.5 Food rations of appropriate quantity and quality received and distributed in a timely manner</b>			
4.5.1 % of schools at which correct ration of each commodity is distributed			
4.5.2 % of food lost or damaged at school after having received it in good condition.			
4.5.3 Vegetable oil is distributed with correct ration			
4.5.4 % of school days on which food is distributed following receipt of food at school	100	73	73
<b>5.1 CHILD framework implemented in all WFP-assisted schools</b>			
5.1.1 % of schools where CHILD framework is implemented	45	29	73
5.1.2 % of schools where essential package activities are undertaken with communities	70	123	176
<b>6.1 Capacity of implementing partners at woreda and regional levels to mainstream HIV/AIDS in their regular work enhanced</b>			
6.1.1 Number of education experts at district, regional and national level trained	134	164	119

Item numbers relate to country-level documents

<b>CHILD-FFE Outputs 2008</b>	<b>Planned</b>	<b>Actual</b>	<b>% of planned</b>
<b>3.1 Awareness of the impacts of HIV/AIDS on food security among vulnerable populations in partner communities increased</b>			
3.1.1 # of behavioural practices introduced			
3.1.3 # of schools where gender sensitization and HIV/AIDS prevention activities have been conducted	306	366	120
<b>3.2 Capacity of implementing partners at district and regional levels to mainstream HIV/AIDS in their regular work enhanced</b>			
3.2.1 # of implementing partners that have received training on HIV/AIDS by gender	200	153 (100m, 53f)	76
<b>4.1 # of primary school children provided with in-school meals in 137 chronically food insecure districts</b>			
4.1.1 # of girls and boys receiving in-school meals in WFP-assisted schools	437,633	421,802	96
4.1.2 quantity of food distributed to WFP-assisted schools	14,148	6,457	46
<b>4.2 A national consensus of the provision of school meals advocated</b>			
4.2.1 # of workshops conducted to advocate the provision of school meals (data not collected)			
<b>4.3 Food Provided as an incentive to girls to reduce gender disparity</b>			
4.3.1 # of girls receiving take-home rations	67,702	63,853	94
4.3.2 quantity of oil distributed as take-home ration (lit)	698	628	90
<b>4.4 Home grown school feeding pilot developed and implemented</b>			
4.4.1 # of schools where home-based school feeding pilot implemented (data not collected)			
4.4.2 % of food-for-education sourced locally for the school (data not collected)			
<b>4.5 Food rations of appropriate quantity and quality received and distributed in a timely manner</b>			
4.5.1 % of schools at which correct ration of each commodity is distributed	100	70	70
4.5.2 % of food lost or damaged at school after having received it in good condition.	1	0.4-0.7	>100
4.5.3 % of school days on which food is distributed following receipt of food at school	85	58	68
<b>5.1 CHILD framework implemented in all WFP-assisted schools</b>			
5.1.1 % of schools where CHILD framework is implemented	40	30	75
5.1.2 # of schools where essential package activities are undertaken with communities	185	175	95
<b>6.1 Capacity of implementing partners at woreda and regional levels to mainstream HIV/AIDS in their regular work enhanced</b>			
6.1.1 Number of education experts at district, regional and national level trained	144	392	272

Source: WFP/Ethiopia Nutrition and Education Section: "Report on results from 2008 action-based monitoring data (draft)"

Item numbers relate to country-level documents



## CHILD-FFE Outcomes Planned vs. Actual 2007 and 2008

CHILD-FFE Outcomes 2007	Planned	Actual	% of planned
<b>3. Sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS changed</b>			
3.2 Percentage of schools and communities implementing HIV/AIDS prevention, mitigation and gender awareness activities in their plans			
<b>4. More children (girls and boys) enrolled, attend and able to actively participate in school</b>			
4.1 Absolute enrolment: number of girls and boys enrolled in WFP-assisted primary schools	437,633	653,036	149
4.2 Net enrolment rate: 55 % of primary school-age boys and girls enrolled in WFP-assisted schools (not collected)			
4.3 Attendance rate: 90 % of girls and boys in WFP-assisted schools attending classes during the school year	90%boys 90%girls	91%boys 91.5%girls	101 102
4.4 Drop out rates of girls and boys from WFP-assisted primary schools	11%boys 9%girls	11%boys 9%girls	100 100
4.5 Ratio of girls to boys enrolled in WFP-assisted primary schools	0.77:1	0.89:1	116
4.6 Teacher's perception of children's ability to concentrate and learn (actively participate) in school as a result of school feeding (not collected)			
<b>5. Quality of education improved and schools progressive transformed into centres for local level development</b>			
5.1 Completion rate (not collected)			
5.2 % of parent-teachers associations regarding schools as centres for local level development (not collected)			
<b>6. Implementing partners able to plan and manage food-based programmes</b>			
6.1 # of WFP implementing partners with the capacity to take over the planning and management of food-based programmes			
6.3 % of community members who assess their CHILD-based FFE committees as effective or very effective			
6.4 Number of development initiatives that incorporate lessons from CHILD			

Item numbers relate to country-level documents

CHILD-FFE Outcomes 2008	Planned	Actual	% of planned
<b>3. Sustainable and productive community-rooted behavioural changes and practices in relation to HIV/AIDS changed</b>			
3.2 # of schools and communities implementing HIV/AIDS prevention, mitigation and gender awareness activities in their plans	306	366	120
<b>4 More children (girls and boys) enrolled, attend and able to actively participate in school</b>			
4.1 Absolute enrolment: Number of girls and boys enrolled in WFP-assisted primary schools	437,633	421,802	96
<i>4.2 Net enrolment rate: 55 % of primary school-age boys and girls enrolled in WFP-assisted schools (not measured)</i>			
4.3 Attendance rate: 90 % of girls and boys in WFP-assisted schools attending classes during the school year	92	98	107
4.4 Drop out rates of girls and boys from WFP-assisted primary schools down	9% girls 10% boys	6.5% 9%	138 110
4.5 Ratio of girls to boys enrolled in WFP-assisted primary schools	0.90:1	0.89:1	98
<i>4.6 Teacher's perception of children's ability to concentrate and learn (actively participate) in school as a result of school feeding (not collected)</i>			
<b>5. Quality of education improved and schools progressive transformed into centres for local level development</b>			
<i>5.1 Completion rate (.not measured)</i>			
<i>5.2 % of parent-teachers associations regarding schools as centres for local level development (not measured)</i>			
<b>6. Implementing partners able to plan and manage food-based programmes</b>			
6.1 # of WFP implementing partners with the capacity to take over the planning and management of food-based programmes	1	0	0
6.3 % of community members who assess their CHILD-based FFE committees as effective or very effective			
6.4 Number of development initiatives that incorporate lessons from CHILD			

Item numbers relate to country-level documents

## Annex 10: Comparison of original CP

### Indicators to indicators used in 2007 and 2008 surveys

**Table 1: MERET**

Output		Output indicators
CP	1.1 Degraded land rehabilitated 125,000 ha	1.1.1 Number of beneficiaries by gender participating in WFP-assisted land reclamation 1.1.2 Hectares of degraded land reclaimed 1.1.3 Percentage of activities that meet technical standards
RBM	1.1 Degraded land rehabilitated	1.1.1 Household accessed to created assets 1.1.2 Degraded land reclaimed 1.1.3 Percentage of activities that meet technical standards 1.1.4 Biomass production increased
CP	1.2 Soil fertility management practices improved	1.2.1 Number and types of improved soil fertility management technologies introduced 1.2.2 Number of MERET sites where improved soil fertility management technologies being applied
RBM	1.2 Soil fertility management practices improved	1.2.1 Households exercising soil fertility practices in selected sites 1.2.2 MERET sites where improved soil fertility management techniques are being applied
CP	1.3 Annually 118,000 beneficiaries participated in food-supported asset creation and income-generating activities in/from 500 food insecure communities in 65 woredas	1.3.1 Number of beneficiaries, by gender, participating in FFW 1.3.2 Quantity of food distributed under FFW 1.3.3 Number and type of assets created 1.3.4 Number and types of income-generating activities created
RBM	1.3 Annually 122,000 household beneficiaries participated in food supported asset creation and income generating activities in/from communities in 65 districts	1.3.1 Beneficiaries by gender participating in FFA 1.3.2 Quality of food distributed under FFA 1.3.3 Quantity of food distributed under FFA 1.3.4 % of households which have created assets 1.3.5 % of households involved in income-generating activities

	<b>Output</b>	<b>Output indicators</b>
CP	1.4 Opportunities for ecological and cultural tourism developed	1.4.1 Number of potential sites developed in each region
RBM	1.4 Opportunities for ecological and cultural tourism developed	1.4.1 Number of potential sites developed in each region 1.4.2 Sites with diversity of tourist attraction schemes 1.4.3 International and domestic tourists visited 1.4.4 User groups established and made functional 1.4.5 Promotional materials prepared
CP	1.5 Access to water sources improved	1.5.1 Time spent on collecting water reduced by 50% 1.5.2 Functional water user groups
RBM	1.5 Access to water sources improved	1.5.1 Time reduced on collecting water 1.5.2 Households accessed to water sources 1.5.3 Functional water user groups 1.5.4 Irrigated area increased
CP	1.6 Time-saving, yield-augmenting and processing technologies expanded at "impact points"	1.6.1 Number of households trained in using time-saving, yield-augmenting and processing technologies at impact points
RBM	1.6 Time-saving, yield-augmenting and processing technologies expanded at impact points	1.6.2 Percentage of households responded and adapted the promoted technologies by gender
CP	1.7 Access to markets improved	1.7.1 Number of communities with improved access to marketplaces 1.7.2 Number of market groups organised
RBM	1.7 Access to markets improved	1.7.1 Percentage of communities with improved access to marketplaces 1.7.2 Number of market groups organised by gender
CP	2.1 Technical capacity of implementing partners and target communities enhanced	2.1.1 Percentage of MERET sites revising plans using performance evaluation profiles (PEP) 2.1.2 Number of communities with comprehensive watershed plans

	<b>Output</b>	<b>Output indicators</b>
RBM	2.1 Technical capacity of implementing partners and target communities enhanced	<p>2.1.1 Implementing partner staff and community receiving training on participatory watershed development</p> <p>2.1.2 Sites have prepared community-based watershed plans</p> <p>2.1.3 Watershed has received relevant technical materials</p> <p>2.1.4 Sites receiving experience-sharing</p>
CP	2.2 Natural resource project cycle management capacity of target communities improved	<p>2.2.1 Percentage of MERET sites revising plans using performance evaluation profiles (PEP)</p> <p>2.2.2 percentage of planning teams as well as community members trained in natural resource project cycle management.</p>
RBM	2.2 Natural resource project cycle management capacity of target communities improved	<p>2.2.1 Percentage of MERET sites revising plans using community re-planning</p> <p>2.2.2 percentage of planning teams trained in natural resource management cycle</p>
CP	2.3 SLM approaches screened, disseminated and adapted	<p>2.3.1 Extent of SLM approaches adopted in adjacent safety-net areas</p> <p>2.3.2 Number of farmer groups engaged in adaptive SLM research</p>
RBM	2.3 SLM approaches screened, disseminated and adapted	<p>2.3.1 % of farmers groups engaged in adaptive SLM research by gender</p> <p>2.3.2 % of farmer groups engaged in exercising SLM practices by gender</p>
CP	2.4 Community-based solidarity mechanisms activated, supported and made functional	<p>2.4.1 Number of functioning user groups established for assets management and/or income generation</p> <p>2.4.2 Type of asset established through solidarity mechanisms for the benefit of labour-poor households.</p>
RBM	2.4 Community-based solidarity mechanisms activated, supported and made functional	<p>2.4.1 % of functioning user groups by gender for assets management and/or income generation</p> <p>2.4.2 % of sites [which have] established a minimum of three assets through solidarity</p>
CP	3.1 Awareness of the impacts of HIV/AIDS on food security among vulnerable populations in partner communities increased	<p>3.1.1 Number of behavioural practices introduced</p> <p>3.1.2 Number of functional HIV/AIDS Community Conversation teams</p> <p>3.1.3 Percentage of schools where gender sensitization and HIV/AIDS prevention activities have been conducted</p>

	<b>Output</b>	<b>Output indicators</b>
RBM	3.1 Awareness of the impacts of HIV/AIDS on food security among vulnerable populations in partner communities increased	<p>3.1.1 Percentage of functional HIV/AIDS Community Conversation teams</p> <p>3.1.2 Percent of MERET sites where gender sensitization and HIV/AIDS prevention activities have been conducted</p> <p>3.1.3 Schools in MERET sites that implemented HIV/AIDS prevention mitigation and awareness activities</p>
CP	3.2 Awareness of the impacts of HIV/AIDS on food security among vulnerable populations in partner communities increased	3.2.1 Number of implementing partner staff that have received training on gender and HIV/AIDS
RBM	3.2 Capacity of implementing partners at district and regional level to mainstream HIV/AIDS [awareness] in their regular work enhanced	3.2.1 Percentage of implementing partner staff that have received training [in] HIV/AIDS [awareness] by gender
CP	6.1 Capacity of implementing partners to identify food needs, carry out food-based programmes and develop strategies and mechanisms for exiting is improved	<p>6.1.1 Number of WFP implementing partners using WFP technical services to develop their capacity to identify food needs, carry out food-based programmes, develop strategies and mechanisms for exiting</p> <p>6.1.2 Number of national staff (agricultural and education experts) at district, regional and national level trained in RBM.</p> <p>6.1.3 Percentage of performance monitoring reports received on time</p>
RBM	6.1 Capacity of implementing partners to identify food needs, carry out food-based programmes and develop strategies and mechanisms for exiting is improved	<p>6.1.1 Number of WFP implementing partners using WFP technical services to develop their capacity to identify food needs, carry out food-based programmes, develop strategies and mechanisms for exiting</p> <p>6.1.2 Percentage of staff working for project trained on MERET RBM M&amp;E</p> <p>6.1.3 Percentage of sites submitting result based reports [on a] timely [basis]</p>

*Item numbers relate to country-level documents*

**Table 2: CHILD-FFE**

<b>Output</b>		<b>Output indicators</b>
CP	3.1 Awareness of the impact of HIV/AIDS on food security among vulnerable populations in partner communities increased	3.1.1 # of behavioural practices introduced 3.1.3 % of schools where gender sensitization and HIV/AIDS prevention activities have been conducted
2008 ABM	3.1 Awareness of the impact of HIV/AIDS on food security among vulnerable populations in partner communities increased	3.1.3 # of schools implementing HIV/AIDS prevention, mitigation and gender awareness activities in their plan
CP	3.2 Capacity of implementing partners at district and regional level to mainstream HIV/AIDS in their regular work enhanced	3.2.1 # of implementing partner staff that have received training on gender and HIV/AIDS
2007 Survey		
2008 ABM	3.2 Capacity of implementing partners at district and regional level to mainstream HIV/AIDS in their regular work enhanced	3.2.1 # of implementing partner staff that have received training on gender and HIV/AIDS
CP	4.1 Number of primary school children provided with in-school meals in 137 chronically food insecure districts: 438,000	4.1.1 # of boys and girls receiving in-school meals in WFP-assisted basic schools 4.1.2 Quantity of food, by type, distributed to WFP-assisted schools
2008 ABM	4.1 Number of primary school children provided with in-school meals in 137 chronically food insecure districts	4.1.1 # of boys and girls receiving in-school meals in WFP-assisted schools 4.1.2 Quantity of food distributed to WFP-assisted schools
CP	4.2 A national consensus of the provision of school meals advocated	4.2.1 # of workshops conducted to advocate the provision of school meals.
2007 Survey		
2008 ABM	4.2 A national consensus of the provision of school meals advocated	4.2.1 # of workshops conducted to advocate the provision of school meals.
CP	4.3 Food provided as an incentive to girls to reduce gender disparity	4.3.1 # of girls receiving take-home rations
2008 ABM	4.3 Food provided as an incentive to girls to reduce gender disparity	4.3.1 # of girls receiving take-home rations 4.3.2 Quantity of oil distributed as a take home ration
CP	4.4 Home-based school feeding pilot developed and implemented	4.4.1 # of schools where home-based school feeding plots implemented 4.4.2 percentage of food-for-education sources locally for the schools
2008 ABM	4.4 Home-based school feeding pilot developed and implemented	4.4.1 # of schools where home-based school feeding plots implemented 4.4.2 percentage of food-for-education sources locally for the schools
CP	4.5 Food rations of appropriate quality and quantity received and distributed in a timely manner	4.5.1 % of schools at which correct ration of each commodity is distributed 4.5.2 % of food lost or damaged at schools after receiving food in good condition 4.5.3 Vegetable oil is distributed with

<b>Output</b>		<b>Output indicators</b>
		correct ration 4.5.4 Percentage of school days on which food is distributed following receipts of food at schools
2008 ABM	4.5 Food rations of appropriate quality and quantity received and distributed in a timely manner	4.5.1 % of schools at which correct ration of each commodity is distributed 4.5.2 % of food lost or damaged at schools after receiving food in good condition
CP	5.1 CHILD framework implemented in all WFP-assisted schools	5.1.1 % of schools where CHILD framework is implemented 5.1.2 # of schools where relevant Essential Package activities are undertaken with communities
2007 Survey		
2008 ABM	5.1 CHILD framework implemented in all WFP-assisted schools	5.1.1 % of schools where CHILD framework is implemented 5.1.2 # of schools where relevant Essential Package activities are undertaken with communities
CP	6.1 Capacity of implementing partners to identify food needs, carry out food-based programmes and develop strategies and mechanisms for exiting is improved	6.1.1 # of WFP partners using WFP technical services to develop their capacity to identify food needs, carry out food-based programmes, develop strategies and mechanisms for exiting 6.1.2 # of national staff (education experts) at district, regional and national level trained in RBM 6.1.3 % of performance monitoring reports received on time
2008 ABM	6.1 Capacity of implementing partners at woreda and regional level to mainstream HIV/AIDS in their regular work enhanced.	6.1.1 # of implementing partner staff that have received training on HIV/AIDS by gender
CP	6.2 Dialogue with implementing partners to identify potential areas of technical and financial cooperation increased	6.2.2 # of partnership modalities with United Nations agencies, the Millennium Project and other implementing partners established.

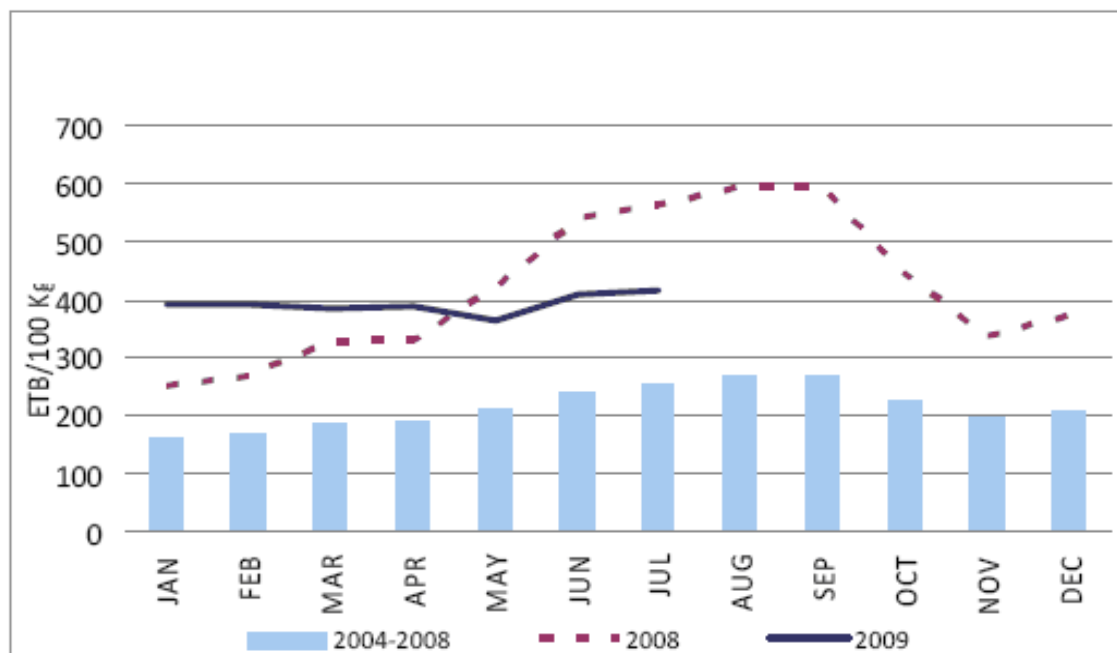
*Item numbers relate to country-level documents*



## Annex 11: Ethiopia Food Price Data, 2004-08

The following table is from the FEWSNET “Ethiopia food Security Update” of August 2009. The data are from Addis Ababa and deal with only one commodity – white maize. Similar tables in past FEWSNET reporting on Ethiopia have established that rural and urban prices tend to rise and fall in similar patterns with some variability. This table reflects overall food prices during the period.

### Nominal Retail Prices of White Maize in Addis Ababa compared to the 2004–2008 monthly averages and last year’s prices



Source: data archives of FEWS NET Ethiopia, and Ethiopian Grain Trade Enterprise (EGTE). Graphics by FEWS NET Ethiopia.

Notes: (1) One quintal=100 kg; 1 Ethiopian birr = 11.17 US cents.

## Annex 12: A Special Commentary on “Food Security”

All efforts to bring development to Ethiopia, including those of WFP’s Country Programme are tied in one way or another to increasing “food security” for millions of Ethiopians who exist continually without the assurance of enough food for themselves, their family, their community. Often, in many countries and in many circumstances, those in governments and in the donor communities are not particularly careful with the definition of the term “food security.” As a result, it has been used in the sense of “food adequacy,” “food self-sufficiency,” “food availability,” or, simply as a substitute for the word “food.” The importance of the second word “security” has become particularly muddled or obscured over the years. Adding to the confusion, during the 25 years since the term first gained currency in the mid-1980s, a large number of “definitions” have been coined which have sometimes served more to confuse than clarify what those two words – taken together – mean and what the implications of that meaning are for the design and programming of development interventions.

Therefore, in this evaluation document, the Team takes as its starting point the original definition of “food security” as stated in the World Bank document *Poverty and Hunger* published in 1986 and authored by Shlomo Reutlinger and Jack van Holst Pellakaan:

*“Food security has to do with access by all people at all times to enough food for an active and healthy life. Available data suggest that more than 700 million people in the developing world lack the food necessary for such a life. No problem of underdevelopment may be more serious than, or have such important implications for, the long-term growth of low-income countries.”*

*“[food security is]...access by all people at all times to enough food for an active, healthy life. The essential elements are the availability of food and the ability to acquire it. Food insecurity, in turn, is the lack of access to enough food. There are two kinds of food insecurity: chronic and transitory. Chronic food insecurity is a continuously inadequate diet caused by the inability to acquire food...Transitory food insecurity is a temporary decline in a household’s access to enough food.”*

Several implications follow from these definitions:

- The cause of food insecurity is most often a lack of purchasing power
- Achieving food security requires an investment in human capital of a type helping enable a more productive society
- Economic growth can ultimately provide most households with enough income to acquire enough food
- *But* economic growth takes time and is not uniform or equitable. Supporting and enabling economic growth of a type that promotes equitable distribution of income is therefore the first priority, and should be a main goal of economic policy where food security is the objective of development

- *As a result*, a large number of the poor are likely to increase their purchasing power only slowly.
- Promoting development of the food and agriculture sector can help increase purchasing power more quickly among these poor households in low income, food deficit countries
- A problem sometimes encountered is sacrificing too many of the resources needed for economic growth in ways that do not generate growth broadly or quickly enough – e.g., through resource transfer programmes which detract from, rather than promote, equitable economic growth.

In the discussion of food security, the word “security” is added to the word “food” in order to focus attention on the need among household or community members for “feeling secure” in their ability to acquire sufficient food. A food *security* strategy is not just intended to provide adequate food, it is intended to ensure that a person, a household, a community can feel increasingly secure in the notion that through individual, or household or community efforts sufficient food can normally be acquired. There are but four ways to acquire food: one can produce it, purchase it, be given it, or steal it. *Food security will be achieved in Ethiopia when the combination of the first two of these four is sufficient to provide needed food to all but the very poorest Ethiopians in all but years or seasons of extreme drought or similar emergency.*

The achievement of improved food security in Ethiopia requires that adequate food is available at a price households can afford. It requires that in locations where a majority of a population is engaged in food and/or livestock production – as in Ethiopia – they are able to produce enough to feed the members of their household from self-production throughout the year *or* are able to sell enough of their agricultural production, *or* engage in other remunerative activities, sufficient to provide adequate income to purchase added food needed to cover the household’s caloric requirements. It requires that the “system” operate in way where individuals can feel a sense of assurance they will be able to satisfy their food requirements most of the time through self production, interactions in the marketplace or through other assured entitlements.

A food security strategy must, therefore, be aimed at enabling food insecure households to acquire the productive capacity and/or the purchasing power to produce or procure enough food week-in and week-out, through all the seasons of the year, year after year. Once these households are secure in the notion that – most of the time – they have the ability to acquire enough food as a result of their own productive endeavours, food security is achieved.

As Simon Maxwell wrote<sup>63</sup> more than 20 years ago:

*“A country and people are food secure when their food system operates efficiently in such a way as to remove the fear that there will not be enough to eat. In particular, food security will be achieved when the poor and vulnerable, particularly women, children and those living in marginal areas, have secure access to the food they want. Food security will be achieved when equitable growth ensures that these groups have sustainable livelihoods; in the meantime and in addition, however, food security requires the efficient and equitable operation of the food system.”*

A system that relies on food aid, or food transfers, or safety nets as a primary means of ensuring the food insecure poor are able to obtain enough food is not, in itself, a food security-based system. The levels of food aid available in any given year are subject to donor policies, donor budgets and international market costs for commodities and ocean freight. Food aid levels are dependent on the availability of ships, port adequacy and availability of inland transport. The availability and adequacy of all these factors are often – even normally – in question for Ethiopia.

Therefore a food availability system highly dependent on international transfers can only be a (admittedly sometime necessary) stopgap while efforts to improve the productivity or purchasing power of the food insecure poor are being undertaken. If productivity-enhancing, income-enhancing programmes are not in evidence, are not well-designed or well-implemented, or are simply not effective, transfer programmes are nothing more than (expensive) palliatives. They do not, in and of themselves, address the causality of food insecurity.

The importance of the WFP Country Programme to improving Ethiopian food security lies in what it can contribute to increased productivity and rural purchasing power either through improvements in the productive capacity of the natural resource base or in the building of human capacities among the food insecure poor.

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<sup>63</sup> Maxwell, 1988.

## **Annex 13: MERET-PLUS Technical Recommendations for WFP/ Ethiopia and MoARD**

### **1. Re-energise the National Steering Committee.**

The National Steering Committee needs to take a more active role in setting the short- and long-term direction for MERET. It could be the vehicle for addressing directly several of the major implementation issues described in the “finings” section of this report.

### **2. Establish and publicise MERET watershed methods.**

Based on decades of experience, MERET should consolidate and publish the core methods that it has used to achieve sustainable watershed rehabilitation.

### **3. Prepare a MERET Activity Implementation Plan.**

Based on a renewed programme results framework that reflects the actual logic model used by MERET, the WFP/Ethiopia Country Office/MERET S/N Unit in conjunction with the NPSU at MoARD should prepare a detailed *MERET Activity Implementation Plan* that describes the expected results, key indicators of performance, enhanced coordination mechanisms and the specific roles and responsibilities of the implementing partners and agents. The joint monitoring and review functions of the NPSU, RPSU and WFP sub-offices should be clearly defined. MERET and the beneficiary communities need to enter into *operational agreements* for key interventions. The agreements should highlight the duties of each party and the step-by-step transfer of responsibilities to the community.

### **4. Designate a quality assurance function.**

MoARD/NPSU responsibilities should be clarified to ensure they include national oversight of programme implementation, monitoring of the quality of physical and socio-economic/livelihoods results and trouble shooting of implementation issues. This will particularly important if the next phase of MERET, as is recommended in the main text of the MTE.

### **5. Develop and implement a strategy for knowledge management and knowledge sharing.**

Although MERET is praised as a knowledge house and as a centre of excellence in watershed rehabilitation, its valuable knowledge resources have yet to be properly documented and shared with others. In order for WFP and MoARD to become better knowledge/learning/sharing organizations, they need to adopt a knowledge management system that among other things involves: i) linking the RBM / M&E system with learning and action; ii) establishing a knowledge database; and iii) devising alternative information communication and advocacy strategies.

### **6. Prepare a MERET “Training Plan”**

Given the dynamic and diverse knowledge/skill needs of the programme, continuing to enhance the technical and managerial capacities within MERET is fundamental. MERET should systematically assess, develop and implement a multi-year training plan covering its own needs and those of its prospective partner organizations. The training element should adopt a

long-term perspective focused on national capacity building and should not be constrained by availability of budget to maintaining its traditional *ad hoc* approach in the provision of training. The internal scholarship being provided to high performing staff needs to be continued. The MTE has identified some training needs as critical for both the PSUs and WFP sub-office staff. These include: i) comprehensive watershed treatments; ii) livelihoods diversification (or small farm business development/value chain and business success); iii) community based revolving credit fund management/saving and credit cooperative development, iv) knowledge management/organizational learning; and v) advocacy and fund raising by the country office.

### **7. Enhance the livelihoods and farm enterprises programme**

The upgrading and intensification of the livelihoods/farm enterprises component of MERET should consider the need to:

- promote and support establishment of community based saving and credit cooperative, promote internal savings, linking with financial service providers;
- introduce a value chain approach to link production of high value products with inputs, outputs and capital markets, as well as to increase bargaining powers of smallholders; and
- provide capacity building in farm business development or partnering with other specialised agencies in livelihood, particularly in value chain development and revolving fund management / micro financing.

### **8. The existing draft sustainability and phasing out strategy needs to be finalised and applied.**

There is an immediate need to implement this strategy in conjunction with improvements to the monitoring system. The SNNP Region presently plans to graduate one or two watershed sites. This strategy should guide the graduation and handing-over process. The strategy should give emphasis to a *phasing out process* – a gradual withdrawal rather than a sudden pullout at the end of the project period. This process will support community and local government empowerment as the role the programme diminishes over time. Its necessity is underscored by the possibility that the next phase of MERET will be phasing-out of a number of existing sites, should a decision be made to move to a livelihood zone-based model site approach as recommended in the main text.

### **9. The MERET NPSU and WFP/Ethiopia MERET managers should ensure that all partners, all stakeholders receive regular, summary reports on MERET activities.**

Some informants complained that they have not seen any reporting on MERET for a long time and as a result were not well-informed on what MERET was accomplishing. Regular reporting on the programme should be initiated, perhaps as an electronic bi-monthly “newsletter.”

## Acronyms

ABM	Action Based Management
BoARD	Bureau of Agriculture and Rural Development
BoE	Bureau of Education
BoFED	Bureau of Finance and Economic Development
BPR	Business Process Re-engineering
CHILD-FFE	Children in Local Development Food-for-Education
CO	Country Office
CP	Country Programme
DA	Development Agent
EB	Executive Board
FDRE	Federal Democratic Republic of Ethiopia
FEWSNET	Famine Early Warning System Network
FFA	Food-for-Assets
FFE	Food-for-Education
FFW	Food-for-Work
Gtz	Deutsche Gesellschaft für Technische Zusammenarbeit
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
IFPRI	International Food Policy Research Institute
IGA	Income Generating Activity
IMF	International Monetary Fund
LTSH	Local Transport, Shipping and Handling
MDG	Millennium Development Goal
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods
MERET-PLUS	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods Through Partnership and Land User Solidarity
MoARD	Ministry of Agriculture and Rural Development
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MOU	Memorandum of Understanding
MT	Metric Tons
MTE	Mid-Term Evaluation
NPSU	National Project Support Unit
NRM	Natural Resource Management
ODOC	Other Direct Operating Costs
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
PCI	Project Concern International
PRRO	Protracted Relief and Recovery Operation
PSNP	Productive Safety Net Programme
PSU	Project Support Unit
RBM	Results-Based Management
SLM	Sustainable Land Management
SNNPR	Southern Nations, Nationalities and Peoples Region
SO	Strategic Objective
SPR	Standard Project Report
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United National Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability Assessment and Mapping
WFP	World Food Programme
WHO	World Health Organization







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