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COUNTRY PROGRAMME - ETHIOPIA (1998-2003)

ABSTRACT

Ethiopia is a least developed country, with a ranking of 170th out of 175 countries, according to the UNDP Human Development Report for 1997. Its population, numbered 55.5 million in 1994; the estimated annual per capita income for 1996 was 117 dollars. It has an Aggregate Household Food Security Index (FAO) of 64.8 out of 100, and even in exceptionally good agricultural seasons, relief food is required for at least 3.3 million persons. The mortality rate for children under five is 200 per 1,000. About 12.6 million people are chronically poor and some 3.8 million households do not attain the minimum daily 1,680 kilocalories per capita in terms of food availability. Absolute poverty affects over four million urban dwellers who live below the poverty line. The Country Programme's strategy is to reduce food insecurity in the short term and to create assets that stabilize and increase agricultural productivity, thus reducing the future vulnerability of the beneficiaries. The focus is on land protection, afforestation, water conservation and development of human resources.

The proposed Country Programme for Ethiopia requests the Executive Board to approve, subject to the availability of resources (for the period from July 1998 to June 2003), 90.2 million dollars (direct operational costs) in basic activities, out of which some 5.2 million dollars have already been committed. Supplementary activities are budgeted at 76.8 million dollars. Target groups average 895,200 direct beneficiaries a year under the basic programme activities. They are broken down as follows: 754,000 persons including family members under food-for-work activities, 130,000 pupils of primary education and 11,200 beneficiaries of mother and child health (MCH) services. The activities targeting poor and food-insecure people are concentrated in food-deficit areas, which are vulnerable to drought and often qualify for relief food aid. The programme will represent an important contribution to disaster mitigation.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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STRATEGIC FOCUS : FOOD INSECURITY AND THE HUNGRY POOR

1. The Country Strategy Outline (CSO) for Ethiopia was submitted to the WFP's Governing Body in 1993. Since then, there have been refinements in some government policies and the adoption of others. A strategy for food security was adopted in 1996 and serves as a basis for the design of the country's Investment Programme for Food Security. A food aid policy focusing on the utilization of relief food for development is in place. Sectoral strategies for education, health, population and women have also been adopted. The new strategies and policies are reflected in the proposed Country Programme.

Recent progress in development

2. Ethiopia is a least-developed, food-deficit and land-locked country, with a per capita income of 117 dollars¹ in 1996. Economic performance in the last two decades, up to 1993, has been generally poor, with an average growth rate of 1.5 percent during the period between 1976 and 1992/93. Nevertheless, Ethiopia has achieved an impressive annual growth that averaged 7.6 percent over the period 1992/93 to 1995/96 and reached 10.4 percent between 1995 and 1996. The major source of growth came from agriculture, which registered a record annual growth of 13.7 percent in 1995/96.

Food insecurity, poverty and vulnerability

3. Food insecurity is one of the most visible manifestations of poverty in Ethiopia. It affects subsistence farmers whose land area, soil quality, number of livestock and other assets are inadequate to produce or purchase sufficient food for all household members. Accelerated urbanization, which was not accompanied by commensurate economic growth and creation of employment opportunities, has resulted in another category of urban food insecure.
4. In the seventies and eighties, Ethiopia was unable to meet its cereal food requirements from local production. On average, the population grew at an annual rate of 2.7 percent, while per capita cereal production growth was nil between 1970 and 1987 and averaged only 0.9 percent over the period 1979-1990. Despite the positive trend that has emerged since 1991, and the high production levels reached particularly in 1996/97, when the country attained virtual self-sufficiency, in normal years Ethiopia has a structural cereal gap. Part of this gap will need to be filled through food aid (see Annex I).
5. It should be stressed also that even in exceptional years, such as the 1995/96 and 1996/97 agricultural seasons, targeted relief food is required for millions of people whose subsistence production and level of income still remain insufficient to meet their basic food requirements. Moreover, agricultural production depends primarily on climatic factors, in spite of the significant expansion in the use of farm inputs, as evidenced by the relatively poor outcome of the 1997/98 main agricultural season.
6. The poor and food-insecure constitute a significant proportion of the Ethiopian population. In 1992, the World Bank estimated that about 12.6 million people were chronically poor. Absolute poverty affected over four million urban dwellers who live below the poverty line. Among the urban poor, households headed by women constitute a

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 6.94 birr in March 1998.



particularly disadvantaged group, with a monthly income ranging from four to 10 dollars, which means that their daily income does not even cover the cost of the cheapest single daily meal. A recent food aid targeting study (December 1997) estimates that 3.8 million households do not attain the minimum 1,680 kcal daily per capita level in terms of food availability and that in any given year, some two million people live in a situation of chronic food deficit, requiring continuous relief interventions, and another five million or more are suffering from periodic food deficits.

7. Ethiopia has the highest rates of malnutrition in Africa and the third highest in the world, after Bangladesh and India. Stunting among children stood at 64 percent in 1992. Malnutrition and nutritional anaemia affect 27 percent of expectant and nursing mothers. The infant mortality rate stands at 117 per 1,000 live births; under five mortality is 200 per 1,000, while maternal mortality rates are estimated at 1,400 per 100,000 live births.

GOVERNMENT STRATEGIES FOR FOOD SECURITY, POVERTY ALLEVIATION AND DISASTER MITIGATION

8. The eradication of poverty is a priority goal of the Government. By maintaining an average annual economic growth rate of about seven to eight percent, the Government expects to double the current per capita income of 117 dollars in 15 years, thereby reducing the level of poverty. It is also committed to providing in the short term a minimum of social services to alleviate poverty. For that purpose, Sectoral Investment Programmes (SIPs) have been developed and will be implemented in the education, health, road infrastructure and food security sectors. These programmes have received strong support from the World Bank, the African Development Bank, the United Nations agencies and bilateral donors.
9. In the SIP for education, priority is given to increasing the enrolment rate at the primary school level, through expansion of educational facilities and improved quality of education. As regards health, the SIP's focus is on aspects that are most likely to benefit the poor, such as control of common communicable diseases, nutritional disorders, environmental and reproductive health, and hygiene.
10. The food security strategy, being translated into an investment programme for food security, is based on the following elements: a) stimulation of economic development and employment; b) broad dissemination of existing agricultural technology packages in those areas with a reliable level of rainfall; c) rehabilitation of the natural ecological system and development of small-scale irrigation in the arid and semi-arid areas; d) provision of targeted food assistance to persons who otherwise would face starvation; e) consolidation of the Emergency Food Security Reserve; and f) strengthened early warning and monitoring systems to reinforce emergency preparedness.
11. The strategy, which is reinforced by a population policy to reduce the fertility rate from 7.7 children per woman to 4.0 by the year 2015, recognizes that until drastic technological changes in food production are realized and consolidated, a large number of poor people will continue to rely on life-saving food aid assistance.

Government food aid policies

12. The heart of the Government's food aid policy is that "no able-bodied person should receive relief food assistance without working on a community project in return." Able-bodied persons will be given food only in return for the work done on employment-generation



schemes (EGS), which provide a flexible safety net of employment opportunities. Free relief food will continue to target persons who are unable to work.

13. The Government considers food aid as central to the Food Security Strategy, and is committed to using relief resources to support development and rehabilitation work in food-insecure areas. It encourages local procurement as a means for providing incentives to local production and trade, and helping the transfer of supplies from surplus to deficit areas.

RELATIONSHIP TO THE COUNTRY STRATEGY NOTE PROCESS

14. The Government has yet to decide on the full implementation of the United Nations General Assembly recommendation to prepare a Country Strategy Note (CSN). However, in 1995, the United Nations agencies, together with the World Bank, took the initiative to produce an Activity Matrix portraying all activities supported by United Nations agencies in Ethiopia. The document identifies areas of possible inter-agency collaboration and provides a basis for the preparation of the CSN, when the Government decides to start the process. The United Nations agencies are also cooperating in planning the implementation of the Common Country Assessment exercise, and it is expected that the United Nations Development Assistance Framework (UNDAF) will become operational during the lifetime of the present CP.

UNITED NATIONS, DONOR AND NGO PROGRAMMES

15. Most of the donor-supported programmes in Ethiopia address the problem of poverty, either directly or indirectly. To provide a suitable environment for investment, the World Bank, the European Union (EU), USAID and the Department for International Development (DFID) of the United Kingdom, are mainly supporting macro-economic reforms and the relevant SIPs. EU has significantly expanded its assistance for food security, and the development of markets and road infrastructure. UNDP, WHO, UNICEF and UNESCO are actively supporting efforts to strengthen regional and local institutional capacities to coordinate, design and implement development programmes. NGOs such as CARE, GOAL, Gemini Trust and Cheshire Foundation, with the support of WFP are implementing programmes which specifically targeting the urban poor. Others, like Relief Society, Tigray (REST), Save the Children Fund (SCF/UK and USA), Oxfam, and SOS-Sahel, are supporting environment rehabilitation-based rural development programmes.

ASSESSMENT OF WFP'S PAST AND ONGOING COUNTRY ACTIVITIES

16. From 1965 to 1996 WFP assistance to Ethiopia has averaged around 34 million dollars a year: nine million dollars for refugee feeding, 14 million dollars for emergency operations and the balance, 11 million dollars, for development. Until 1993, WFP development assistance was focused on the rehabilitation of agricultural lands and the establishment of the Ethiopian Emergency Food Security Reserve. Dairy development activities were also supported.
17. Despite the overriding importance of relief assistance which included mobilizing and managing short-term assistance in response to droughts and famines, assessment of food aid requirements, coordination of pledges and shipments and commodity transport, WFP was



able to maintain a significant food-for-work programme focused on post-drought recovery and environmental rehabilitation in drought-prone areas of the country. The factors which made this possible include: the general acceptability and in most cases preference for food as an incentive for undertaking food-for-work (FFW) activities; the priority given and resources committed by the Government to soil and water conservation works; and donor enthusiasm for a form of food aid which associated development work with disaster-prone areas. FFW targeted mainly areas where land holdings were too small and of too poor a quality to satisfy the subsistence requirements of the majority of the families, and offered suitable temporary employment opportunities, not in conflict with the farmers' imperatives and obligations: a regular safety net which contributed to mitigating the effects of food shortages. At the same time, the assets created benefited directly the poor, thereby enhancing their prospects for long term food security.

18. In earlier phases of WFP assistance, land protection activities were centrally planned and imposed on communities. The combined effects of poor technical design and lack of supervision created a negative attitude among the farmers towards the imposed conservation measures. In the current phase a local-level participatory planning (LLPP) approach is applied; this enables the communities to set priorities, select activities and implement agreed conservation measures. LLPP is being adopted extensively by the Ministry of Agriculture (MoA), even beyond the areas assisted by WFP, and by the Disaster Prevention and Preparedness Commission (DPPC) in the planning of EGS. The approach is most useful in increasing sustainability and developing a sense of ownership of the assets being created through FFW. Sustainability will be enhanced further as farmers obtain real increases in production and incomes resulting from the adoption of soil and land protection measures.
19. Drawing from FFW experience, and food security studies commissioned in the nineties, WFP has contributed significant elements towards designing the National Food Policy which marked the shift from free relief food to channelling relief food assistance through EGS. The establishment of the Emergency Food Security Reserve (EFSR) is yet another important achievement, partially attributable to WFP's catalytic role.
20. More recently, WFP is active in local market development. In 1997, over 22 million dollars was spent on local purchases, thus providing a considerable incentive to local production. Subject to the availability of financial resources and depending on the conditions of the markets, WFP will aim at purchasing locally at least 25 percent of the cereals earmarked for the CP, and the totality of the blended food. The savings thus made will constitute an additional resource for the Country Programme.

THE COUNTRY PROGRAMME

Goals and objectives

21. Over the last five years, the population assessed by DPPC as being in need of emergency food aid is estimated at an average of 3.3 million per year. The Country Programme's basic activities are designed to benefit each year 754,000 persons under the food-for-work components, an average of 130,000 children under school feeding, and 11,200 women and children covered by MCH services. The programme constitutes a continuous food security safety net in food insecure areas. However, it is expected that DPPC will activate the



implementation of EGS in response to needs beyond the CP's earmarked resources and scope.

22. In line with WFP's Mission Statement and the Government's priorities, the overall goals of the Country Programme are to: a) improve, in a sustainable manner, the level of food security of approximately 895,200 beneficiaries a year through the creation and rehabilitation of assets and support to the development of human resources; and b) enhance emergency preparedness and response by targeting food aid to chronic food-deficit areas, and strengthening the capacity for planning projects suitable for EGS.
23. The primary objectives are: to a) increase investment in soil and land protection, water harvesting and afforestation as a means for improving food security; b) enhance human development, among the poor, women and children, through improved nutrition, and better access to education, family planning and health services; c) create temporary employment and assets that reduce beneficiaries' vulnerability; d) increase the participation of women at all levels in WFP-supported operations; and e) increase availability of and access to food at critical times of food shortage.

Target groups and regions

24. The proposed activities are concentrated in areas of highest vulnerability and are intended to target the poorest households in areas most at risk of food insecurity. Targeting will be sharpened as more refined data and information become available from the WFP Vulnerability Analysis and Mapping (VAM) activities. The areas retained for WFP basic assistance or targeted for pilot initiatives are indicated in the map annexed to this document. Expectant and nursing mothers and malnourished children from poor households and communities as well as schoolchildren will be targeted for nutrition, health and education support.
25. The Country Programme will be implemented in eight out of eleven Regions (Tigray, Amhara, Oromiya, Southern Nation's People's Region (SNNPR), Afar, Somali, Addis Ababa and Dire Dawa). The indicative regional shares of basic resources, obtained by applying Government allocation criteria for food security interventions, are presented in Annex II.
26. WFP and the central government will periodically review the regional allocations and agree on annual implementation plans and budgets. Resources will be reallocated based on the conformity of annual workplans with individual activity targets according to defined criteria, and will consider past performance both in the regions and for each individual activity.

COLLABORATION WITH UNITED NATIONS AGENCIES AND OTHERS DONORS

27. Government Sectoral Investment Programmes (SIPs) offer frameworks for coordinating and integrating assistance in various sectors. The Country Programme activities support the goals and objectives of the SIPs for food security, education and health. Within these frameworks, WFP assistance will be integrated with other interventions of participating multilateral and bilateral donors. As regards individual agencies: a) UNDP is already supporting technical assistance provided for the design, construction and protection of WFP-supported water conservation works. Also, training of development agents under UNDP programmes will benefit WFP's FFW activities. UNICEF will continue to support school feeding by supplying potable water and sanitation facilities in areas where the



Woreda Integrated Basic Services (WIBS) programme is operational. Collaboration by the United Nations Population Fund Activities (UNFPA) will be in the areas of reproductive health, family planning and income-generating activities for women. FAO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) will provide technical expertise for appraisal, evaluation, management reviews and impact studies. b) The donors' Development Assistance Group (DAG) provides an ideal forum for coordinating development assistance to Ethiopia, as do the Food Security/Agriculture Sub-committee of the donor group and the SIPs Steering Groups. These mechanisms will be used to facilitate the integration of CP activities with the wider SIP activities to ensure complementary and mutually supportive inputs. WFP will continue to maintain partnerships with NGOs to implement urban FFW activities and MCH programmes.

28. Other coordination mechanisms include the WFP-chaired Donors' Sub-group on Food Aid and Shipping, the Local Purchase Steering Committee, United Nations Working Groups and the Government-sponsored technical committees on education, food security, and disaster prevention and preparedness.

IMPLEMENTATION CAPACITY

29. The responsibility for execution of WFP-supported activities is vested with the Regional Government line Bureaux. The Federal Ministries ensure coordination and liaison with the country office. WFP's standing involvement in food for work and the experience gained in pilot phases of the new activities have helped to institutionalize systems and create capacities sufficient to implement the programme components. In particular, the Government has systematically honoured its obligations in terms of staff and counterpart funding. However, the number of qualified personnel who can be deployed in support of development activities remains limited, and significant support for training will be required. Government budgets remain tight and field staff have not always been provided with adequate resources enabling them to perform in the most effective manner. These weaknesses will be addressed in part through the provision of non-food items within the Country Programme.

COUNTRY PROGRAMME PREPARATION PROCESS

30. The preparation of the Country Programme has involved primarily the Multilateral Cooperation Department of the Ministry of Economic Development and Cooperation (MEDAC) and the relevant Federal Ministries. Consultations were conducted under the leadership of MEDAC, with the Ministry of Education, the Ministry of Agriculture, Region 14, and the Regional authorities. The CP was formally reviewed by the members of the Ethiopia Development Assistance Group, which comprises bilateral and multilateral donors. NGO partners have contributed observations, which were reflected in the final version of the CP document.



JUSTIFICATION FOR THE PROPOSED POTENTIAL RESOURCE LEVEL

31. The current development portfolio divides resources as follows: 21 percent for social sectors (education, nutrition and MCH) and 79 percent for land protection, infrastructure and water resource development. These two sectors represent on average 24 percent of WFP commitments to Ethiopia between June 1992 and December 1997. Although not covered within this Country Programme, refugee feeding operations and response to food shortage emergencies will continue to account for the major share of WFP resources to the country, with the exact level depending on annual needs assessments.
32. Ethiopia has the status of low income, least developed, food-deficit and land-locked country. Taking into account past trends in resource utilization, implementation capacity, government priorities, and WFP's resourcing status, a WFP Basic Development Food Assistance level of 90.2 million dollars, excluding direct and indirect costs, is proposed over a five-year period. This is equivalent to 216,000 tons of food commodities or 43,200 tons a year, costing some 18 million dollars. Land protection, infrastructure and water conservation works will receive about 70 percent of the basic resources, while the balance will support the development of human resources. If additional resources were available, the Country Programme could be expanded. The supplementary activities are estimated to require 180,000 tons of food, at a cost of 76.8 million dollars in direct operational costs (see Annex III).

BASIC ACTIVITIES

Activity 1: Rehabilitation of rural lands, afforestation and development of infrastructure

33. **Strategic Focus.** Activity one emphasizes the improvement of food security and reduction of long-term vulnerability by implementing measures to rehabilitate and protect agricultural land, and develop basic infrastructure for water conservation and improved marketing. To secure community participation and establish bench-marks against which to measure progress, the LLPP approach is adopted. It has already been institutionalized in the areas covered by WFP interventions.
34. **Problem analysis.** The current accelerated level of soil erosion in Ethiopia, together with increasing population pressure, has led to a drastic decline in agricultural productivity and has caused serious disturbances in natural ecosystems. The forest cover has been reduced from 40 percent in 1900 to under three percent in 1990; each year, up to two billion tons of top soil is washed away. If the current rates of erosion continue, by 2010 some 7.6 million hectares of land will no longer sustain cropping. Supply of farm inputs and marketing of agricultural produce are difficult in most rural areas because of an inadequate road network. Severe shortage of village water-supplies results in much time and effort (particularly of women) spent on securing daily water requirements. In arid and semi-arid areas, very limited use of irrigation renders farmers particularly vulnerable to the effects of recurrent droughts. Off-farm employment opportunities are extremely limited. The above factors have contributed to a serious deficiency in per capita availability of cereals and their equivalents.
35. **Objectives and expected outputs.** The long-term objectives are to stabilize land productivity, increase farmers' incomes and improve food security in chronically food-deficit regions of Ethiopia. The immediate objectives are to protect and develop an



estimated 192,000 hectares of land through conservation of soil and water. Some 286,000 hectares of woodlots and community forest plantations will also be established.

36. **Role and modalities of food aid.** Food aid is intended to mobilize the necessary commitment and effort on the part of the communities and to provide a food supplement to the needy. It is a compensation for temporary loss of production by taking land out of cultivation for physical structures and seedling planting, and for taking risks connected with adopting new technologies. Beneficiaries receive a family ration of three kilograms of wheat and 120 grams of vegetable oil for each person-day of work completed.
37. **Implementation strategy.** While the Federal MoA provides overall policy guidance, the staff of the regional Bureaux of Agriculture (BoA) are responsible for activity implementation. A National Project Committee (NPC) decides on policy, reviews progress and allocates resources to the regions based on established parameters within the activity plans of operation, performance indicators and ratios defined by the Programme Review Committee chaired by MEDAC. WFP is a member of this committee. A National Project Services Unit (NPSU), which also reports to WFP, is responsible for overall management and providing back-up to the regional implementing bureaux, through the Regional Project Support Units (RPSUs) established in each participating region. At the regional level RPSUs play a role similar to that assumed by the NPSU at the national level. At the field level, Development Assistants (DAs) help implement soil and water conservation works, with technical backstopping from relevant Woreda technicians.
38. **Participants and intended benefits.** Participants are members of small farmers' communities, with priority given to the "poorest of the poor" in terms of land and other assets. The benefits include: increased access to basic food supplies and employment in the short term, and stabilized or improved agricultural productivity in the medium to long-term period; greater access to wood for fuel and construction; increased supplies of fodder for livestock from vegetative soil erosion control measures; improved provision of water-supply and better access to markets, services and trade. Women constitute one third of the direct beneficiaries, and approximately 25 percent of the assets created are of direct benefit to them. By the end of the five year period, at least 50 percent of the benefits will be directly or indirectly accruing to women. This component will engage some 114,000 participants a year for a period of up to three months. The direct beneficiaries, including family members, will be around 680,000 people.
39. **Support, coordination, and Monitoring and Evaluation (M&E) arrangements.** Suitable institutional frameworks have been set up at the national, regional and local levels to coordinate project activities. Regular monitoring will be carried out by WFP staff in the country office and field sub-offices, as well as by the technical staff of the Ministry of Agriculture.
40. The proposed FFW activities have been developed on the basis of the evaluation of previous phases and following formal appraisals in which WFP, MOA, the Regional Bureaux and FAO participated. Coordination and sharing of experiences with other donor agencies and NGOs involved in FFW will continue to be emphasized.
41. WFP has been engaged in rural FFW for about two decades. The country office will undertake a study of the impact of the assets created on the long term food security of the targeted populations.
42. **Cost estimate.** Under this component, the basic activities require 140,989 tons of wheat and 5,639 tons of vegetable oil. The estimated total cost to WFP is 52.8 million dollars, excluding the direct and indirect costs. Government costs are estimated at 19.8 million



dollars. In the event that additional resources are made available through WFP or bilaterally, the Country Programme will be expanded to include supplementary activities. It is foreseen that such expansion could accommodate 132,824 tons, at an estimated 47.9 million dollars.

Activity 2: Improving education through school feeding

43. **Strategic focus.** The focus is to provide an incentive for parents to send their children to school and children to attend classes on a regular basis. Reducing short term hunger by providing fortified food to the pupils enhances their learning capacity. Within the framework of the SIP for the education sector, WFP assistance exclusively targets primary education and addresses the problems of low enrolment and high drop-out rates.
44. **Problem analysis.** As a result of many years of neglect, the Ethiopian education system is one of the most underdeveloped and inefficient in the world. The average gross enrolment rate for primary school was 29 percent in 1994/95 (33 percent for boys and 24 percent for girls). Factors contributing to low enrolment and high inefficiency in the system include: long distances between home and schools, inability of the parents to afford the cost of education and limited food availability.
45. The high drop-out rate is one of the most serious problems confronting education in Ethiopia. Rates for the country as a whole currently range from 13 to 22 percent.
46. **Objectives and expected outputs.** The long-term objective is to contribute to the overall progress of the country through the development of its human resources. The immediate objectives are to: a) increase enrolment, stabilize attendance and reduce drop-out rates at selected primary schools; and b) improve the attention span and hence the learning capacity of pupils by relieving short-term hunger.
47. **Role and modalities of food aid.** School meals distributed in areas of chronic food deficit encourage parents to enrol their children and the children to attend school regularly. Food rations consist of locally produced blended and fortified commodities: *Famix* and biscuits. Half-day pupils will receive four biscuits upon arrival at school and 50 grams of *Famix* drink during the mid-morning or mid-afternoon break. Full-day students will receive four biscuits before classes start, 50 grams of *Famix* drink at mid-morning, and 100 grams of *Famix* porridge and two additional biscuits at mid-day.
48. **Implementation strategy.** Overall responsibility for coordination and policy guidance rests with the Federal MoE. Technical staff of the Regional Bureaux of Education are responsible for the execution of project activities. A Project Coordinating Committee has been set up at the national level. It approves the annual budgets and allocates resources to the regions, based on performance and criteria established in the Activity plan of operations. A Project Management Unit (PMU) is charged with overall management functions, liaison and reporting.
49. School feeding coordinators are in place at the regional and zonal levels, to oversee the execution of the project in the Regions. The establishment of a school feeding committee is a precondition for a school to be accepted in the feeding programme. The committee, consisting of five members (two of whom must be female), oversees feeding activities, including the payment by the community, of a monthly salary to the food preparation staff.
50. **Beneficiaries and benefits.** WFP assistance is focused on the most food-insecure areas of Ethiopia where enrolment and attendance rates are lowest, and directly benefits students of primary day schools. The number of beneficiaries will increase from the current



80,000 pupils to 230,000 in the fifth year of the CP. Some 133,620,000 rations will be distributed over the five-year period.

51. **Support, coordination, M&E arrangements.** The focus on primary education and the expansion of coverage are the results of two appraisal missions undertaken by WFP in 1996 and November-December 1997 in collaboration with UNESCO and WHO. In addition, in August 1997 a UNESCO consultant studied the ways and means by which girls' participation could be increased further. While the government authorities consider the consultant's recommendations to remain outside the scope of the WFP feeding intervention, assurance has been received that these aspects are being addressed through other ongoing programmes supported by donors within the context of the SIP for Education.
52. Collaboration with UNICEF will continue by matching education, water and sanitation interventions under the WBS programme with the schools receiving WFP assistance. Coordination of inputs within the Education SIP is assured through the Government/Donor steering committee established for this purpose and the Education Discussion Group for Ethiopia (EDGE) of MoE.
53. M&E and reporting systems were reviewed in November 1997 and new reporting formats will be distributed to the participating schools after field testing. The new M&E system focuses on collection of data on enrolment and drop-out rates, participation of girls in education and of parents in school committees as well as the contribution of local communities towards the running of the feeding operations. An in-depth study to assess the effectiveness and economic efficiency of the school feeding will be undertaken in 2002.
54. **Cost estimate.** Resource requirements under basic activities are 17,729 tons of biscuits, 2,000 of *Famix* powder and 6,665 of *Famix* drink, and 560 of wheat. The total cost to WFP is estimated at 20.6 million dollars, excluding direct and indirect costs. The Government costs are estimated at 5.2 million dollars. In the event that additional resources are made available through WFP or bilaterally, the Country Programme will be expanded to include supplementary activities. It is foreseen that such expansion could accommodate 26,022 tons, at an estimated 20 million dollars.

Activity 3: Urban slum physical infrastructure improvement and support for vulnerable women and children

55. **Strategic focus.** The strategic focus is to improve the nutritional status of malnourished children under five, expectant and nursing mothers, and urban women and men belonging to the most vulnerable segments of society through food interventions in support of MCH activities, skills training and food for work.
56. **Problem analysis.** MCH services are extremely limited in Ethiopia; the country is characterized by a high level of fertility, which is in the order of 7.7 children per woman. Only four percent of women of child-bearing age use contraceptives. Almost half of the population is below the age of 15 years. This has led to a very high dependency ratio and has put enormous strains on the overall social services in the country. Despite a relative concentration of such services in the major towns and cities, the living environment is not significantly better than the national average in the unplanned urban settlements of Addis Ababa.
57. Owing to civil strife and droughts, rural-urban migration growth rates have averaged 4.5 percent during the current decade. This was not matched with an expansion of services and employment opportunities, but has led to the expansion of unplanned settlements lacking in the minimum infrastructure for environmental health. Inadequate drainage and



sanitation facilities and lack of access roads and planned housing result in extremely poor hygienic conditions with the attendant spread of associated diseases. Access to any type of sanitation is practically nil for the poor.

58. **Objectives and expected outputs.** The long-term objectives of WFP interventions are to improve the living standards in the unplanned urban settlements and the nutritional status of women and children. The immediate objectives are to: a) improve the health status of expectant and nursing mothers; b) increase the attendance of mothers and children at health care centres and family planning services; c) upgrade and rehabilitate basic physical infrastructure in urban slum areas and provide short-term employment; and d) increase training opportunities for women and men, school drop-outs and street children.
59. **Role and modalities of food aid.** Food aid acts as a nutritional supplement for at-risk expectant and nursing mothers and new-born children. It constitutes an incentive for regular attendance of vulnerable women and children at health care facilities and for poor women and men to attend skills training, and participate in the construction of basic infrastructure facilities.
60. *Famix* is used as an input in supplementary feeding/MCH interventions. Mothers with malnourished under-five children attending MCH centres receive monthly food rations consisting of 10 kilograms of *Famix*. Children at selected day-care centres receive a daily ration of 125 grams of *Famix*, while the cooked meal for street children consists of 250 grams of *Famix* per child per day. In addressing micronutrient deficiencies, expectant and nursing mothers and needy children six to 23 months of age will receive three individual rations, totalling 300 grams of *Famix* per day, whereas children admitted for on-the-spot-feeding will receive a ration of 200 grams of *Famix* per day. Expectant and nursing mothers will receive adequate quantities of vitamin A, iron and iodine as part of the Canadian women's micronutrient facility.
61. The annual number of workers under the FFW component of this activity is estimated at some 1,500 people (some 8,000 beneficiaries). Participants receive a family ration, consisting of three kilograms of wheat and 120 grams of oil a day, as an incentive to participate in FFW activities. Women and men attending skills training receive one individual daily ration, of 500 grams of wheat and 20 grams of oil.
62. **Implementation strategy.** The activities will continue to be implemented mainly through NGOs, with coordination being insured by the Foreign Relations and Development Cooperation Bureau (FRDCB) of Region 14 (Addis Ababa). A Project Management Unit (PMU), under the FRDCB, is responsible for NGO appraisals, quarterly and half-yearly reporting, as well as the management of food and generated funds. A Project Coordinating Committee (PCC), consisting of representatives from the FRDCB, WFP and participating NGOs, provides policy guidance, approves the annual budget and allocates resources to the cooperating NGOs.
63. **Beneficiaries and intended benefits.** The majority of beneficiaries are women and children. Men participate only in FFW activities. The basic programme activities target 11,200 women and children a year in Addis Ababa, under the MCH component. In addition, an average of 8,000 persons a year will be engaged in FFW activities; of these, more than half will be women.. The benefits accruing from the WFP/NGO interventions include: regular immunizations, health check-ups and treatment, improved nutrition, health and family planning, education and training for women and growth monitoring for children, creation of temporary employment, and improved environmental conditions and access to basic social services.



64. **Support, coordination, M&E arrangements.** Reporting and monitoring procedures have been set up at the government, WFP and NGO levels. As part of the Management Review undertaken in early 1998 the M&E system and reporting formats were streamlined and indicators were identified to allow future measurement of the effects and impact of the interventions.
65. To better prepare the planned expansion of supplementary feeding, MCH and family planning activities, the health status of expectant and nursing mothers and their children was investigated and baseline data were collected to provide a basis for future assessment of impact.
66. Cooperation with other United Nations agencies, especially ILO, UNICEF and UNFPA in the areas of MCH and family planning services, and income-generating initiatives will be strengthened in order to avoid duplication and maximize the impact on the beneficiaries.
67. **Cost estimate.** Under the basic activities, the urban interventions require: 14,092 tons of wheat, 2,790 of *Famix* and 3,355 of oil. The total cost to WFP amounts to 8.3 million dollars, excluding the direct and indirect costs. The total costs to the Government are estimated at 700,000 dollars, while NGO contributions are estimated at 6.1 million dollars. In the event that additional resources are made available through WFP or bilaterally, the Country Programme will be expanded to include supplementary activities. It is foreseen that such expansion could accommodate 22,190 tons at an estimated 9 million dollars.

Activity 4: Pilot initiatives

68. Project ideas exist in the area of water harvesting and use, as well as pasture and fodder development in the pastoral region of Afar. Small-scale irrigation has been investigated and initial support can be provided to settlers along the Awash and other rivers in the Region. Given the fragility of the Afar environment and the complexity of development with semi-nomadic and nomadic populations, small scale pilot interventions will be undertaken, and gradually expanded based on results in the field. In the urban centres, testing and initiation of new modalities for food aid delivery in FFW can also be undertaken.
69. **Cost estimate.** The pilot activities require 22,198 tons of food commodities: 19,352 tons of wheat, 1,810 of oil and 1,036 of *Famix*. The estimated cost to WFP amounts to 8.3 million dollars, excluding direct and indirect costs.

PROGRAMME SUPPORT

Vulnerability Analysis and Mapping (VAM)

70. As part of its regular support activities, WFP's VAM Unit will contribute towards sharpening the targeting of WFP-supported interventions. For that purpose, it will establish, maintain and monitor a set of vulnerability indicators for identified food insecure areas and communities in drought-prone and poverty-stricken parts of the country. The VAM methodology will be further refined to reflect the needs of disaster preparedness, development planning and food aid needs assessment. Integration of VAM results in the decision-making processes and projects, and improving the use of existing monitoring and early warning systems, will be given priority. In order to avoid duplication of efforts and benefit from sharing information, close cooperation will continue to be maintained with all partners, particularly USAID and EU and the NGOs SCF/UK, CARE and CRS, all of which



are involved in early warning data collection, poverty and vulnerability assessment, and monitoring of food security. Support will be provided to institutions such as the Central Statistics Authority to carry out or expand special surveys which will generate data to be integrated into the VAM database.

71. The results of VAM activities will be shared regularly with the line Ministries and Regional Bureaux responsible for implementing WFP-supported activities. Training organized within each Activity will include relevant vulnerability assessment aspects.

Gender mainstreaming

72. In line with the National Policy on Ethiopian Women, together with the implementing institutions, the WFP country office has formulated a gender action plan covering the period up to 2001. The plan is subject to regular review and updating and will be expanded until the end of 2003. The strategic focus is to raise the level of women's involvement, particularly in the decision-making processes relating to and within WFP-supported activities.
73. Guidelines on how to involve women in the planning, implementation and equal sharing of benefits in FFW projects have been prepared and are available for use by the field workers. Training of trainers on gender mainstreaming is planned, and pilot field initiatives on effective participation of women in planning and management of FFW activities will be undertaken in 1998/99.
74. A series of measures have been identified and will be implemented to reach gradually the target of 50 percent female beneficiaries in school feeding programmes. In particular, WFP will support the efforts of the Ministry of Education in creating a more friendly environment to girls' education through the design and funding of studies, information and sensitization campaigns, and the holding of training workshops and seminars.
75. Most of the urban interventions are exclusively targeted to women and children. Efforts will be made with partner NGOs to raise the level of women's participation in managing the delivery of health and care services targeting mothers and children.
76. In refugee situations the focus will be on addressing the special food needs of refugee women and children, and on a greater involvement of women in food distribution. Participation of women will be crucial to ensure that, in determining employment-generation schemes (EGS) to be undertaken in emergency situations, priority is given to interventions that benefit mostly women. In pastoral areas where EGS cannot be easily implemented, targeting of expectant and nursing mothers will be pursued.

Complementary inputs

77. In order for the Country Programme to effectively achieve its intended objectives, training, technical support, monitoring and evaluation, and non-food items are required in addition to gender mainstreaming and VAM activities.

KEY ISSUES AND RISKS

78. Following the restructuring of Ethiopia's administration into federated Regional States, the Regions are responsible for the execution of projects and programmes. The implementation capacity at the regional level remains variable and would need strengthening in order to implement regular activities and EGS. Management capacity-building related to



WFP-supported activities in the regions will be given priority, with focus on staff training at the local level, increased mobility and improved communications. Technical and financial capacity-building will also depend on central government resource allocations from the annual budgets or from other donor programmes.

79. Household food insecurity, soil erosion and degradation of the environment, as well as poverty, are all closely linked with population growth. The success of the National Population Policy is among the key conditions for a lasting impact on food security, rehabilitation of the environment and a meaningful reduction of poverty.
80. WFP activities are integrated with relevant components of the Sectoral Investment Programmes. Variations in the level of commitments by other donors and the rate of implementation of individual components would affect the achievements of the Country Programme's overall goals, the success of which will also depend on the ability of WFP and the Government to effectively mobilize the required resources.
81. Ethiopia is a drought-prone country; activities foreseen in the Country Programme are expected to alleviate the effects of droughts. However, in cases of severe food shortages caused by droughts or other disasters, the supply of relief food aid may be warranted. In such events WFP procedure for the approval of emergency assistance will apply.

PROGRAMME MANAGEMENT PROCESS

Appraisal

82. Activity 1 was evaluated by a WFP/FAO mission in late 1996, which recommended continued and increased support to this activity in view of its positive achievements and the magnitude of the problems being addressed. An inter-agency technical appraisal will be conducted in early 1998. School feeding was technically appraised by WFP, UNESCO and WHO in November 1997. The findings and recommendations of the mission are reflected in the country programme proposals for the sector. A management review-cum-appraisal was conducted in mid-1998 for the urban food facility under Activity 3. The review assessed proposals to include income-generating activities and to initiate a substantial component on vocational adult training and skills development, mainly for women. Pilot activity proposals will be appraised by the country office with locally recruited technical expertise, as required.

Country office staffing

83. The country office in Addis Ababa has adequate staff and is appropriately structured to support and monitor the implementation of the Country Programme. To strengthen further the monitoring functions of the country office, one full-time monitoring and evaluation adviser has been appointed. However, as a result of the recent decentralization of project management to the regions, there is need to strengthen WFP's presence in the field. Accordingly, an increased number of staff will be assigned to local field sub-offices. Greater attention will be given to upgrading and updating the technical capacity of the country office staff in programme monitoring and evaluation, assessment of participatory planning procedures, as well as gender analysis and mainstreaming.



Coordinating authorities

84. The Country Programme will be coordinated by the Ministry of Economic Development and Cooperation (MEDAC). The Ministry will, in particular: a) provide guidance on future policy orientations; b) monitor the implementation of the programme; and c) arrange for periodic review of progress and participate, as required, in programme evaluation.
85. A programme review process involving MEDAC, WFP and the implementing line ministries will be instituted in the form of a Country Food Aid Advisory Committee. Semi-annual meetings will review the implementation of the activities and assess the continued relevance of the programme objectives. Once a year, MEDAC and WFP will approve the annual budgets and plans submitted by the line Ministries concerned.
86. Annual resource allocations will be made in-country when the annual level of available resources to the Country Programme is communicated by WFP headquarters. MEDAC, in consultation with the WFP Country Director, will decide each year on the allocation of available resources, after discussions with each of the implementing line Ministries. Food allocations will conform to the work plans screened and approved by the respective activity's NPC, taking into account the regional ceilings set by MEDAC and the authority delegated by the Executive Board to the Executive Director on activities within approved Country Programmes.

Programme monitoring and audit

87. Whereas individual activity authorities monitor and report to the respective Coordinating Committees, monitoring of progress towards the achievement of the overall objectives of the Country Programme is the responsibility of the Country Food Aid Advisory Committee under the aegis of MEDAC.
88. The WFP Country Director, in consultation with the Government, will appoint a qualified external auditor who will produce annual audited and certified accounts for each of the WFP-supported activities.

Programme adjustments and supplementation of country activities

89. The WFP country office will closely supervise the progress of all activities in the Country Programme on the basis of regular government progress reports on individual activities and the findings of WFP staff from regular monitoring field visits, as well as the monthly reports of the local field offices. The country office's overall assessment will be summarized in a six-monthly country office report which will be shared with all the partners in the implementation of the Programme, including the PMUs and the donors.
90. Following the submission of the six-monthly report, MEDAC will convene a review meeting to appraise the performance of each programme activity. Whenever necessary, and based on performance and effectiveness, MEDAC, together with WFP, will decide on required adjustments in the activities of the Country Programme and will approve reallocations of resources in favour of the most effective and efficient components, as per paragraph 83 above. They will recommend phasing out or termination of activities or components that are no longer compatible with criteria for WFP food assistance.
91. Based on the yearly availability of resources, the Country Director will advise MEDAC and the line Ministries concerned when the supplementary development activities could be initiated.



PROGRAMME EVALUATION

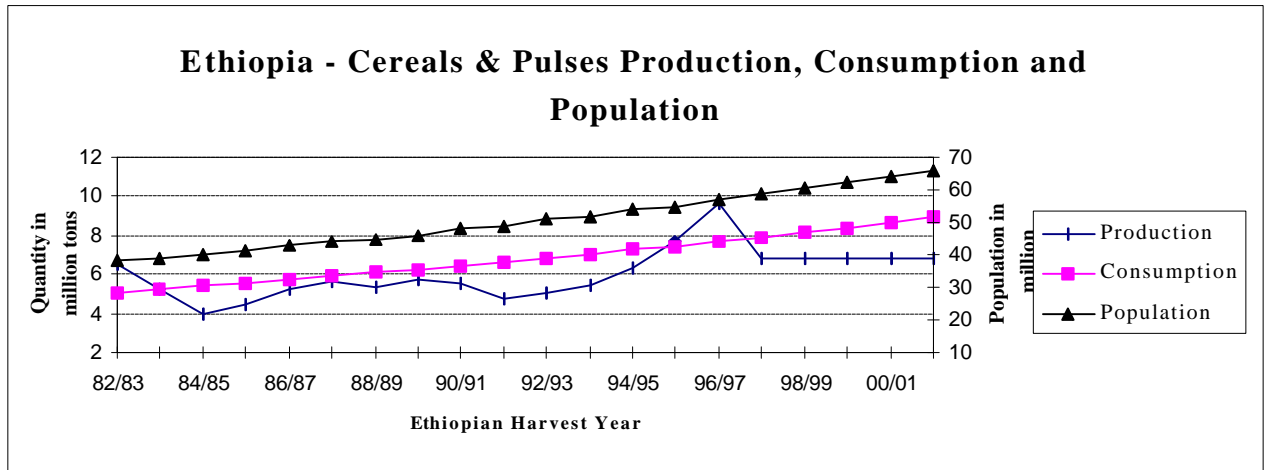
92. A comprehensive mid-term review/evaluation will be carried out by June 2001. The report will be submitted to the Executive Board in early 2002.
93. While the achievement of specific objectives of the programme will depend on an aggregation of assessments of its component parts, both the mid-term review and the evaluation of the Country Programme will focus on the overriding objective of improving the level of household food security and the programme effectiveness in achieving this. Accordingly, the following variables would be assessed: a) the process (smooth, timely transitions in the continuum; flexibility and rationale in transferring resources between the different programme components; and flexibility in meeting the goals of the respective Sectoral Investment Programmes); b) the contribution of food aid to relieving food insecurity (immediate, medium and long-term); c) the amount of straight emergency relief in targeted areas of WFP assistance over time, as compared to assistance provided as part of targeted programme activities; and d) the extent of complementarity, coordination and collaboration with other donors and agencies.
94. The critical lessons learned, and the findings and recommendations of the mid-term evaluation, will provide the basis for formulating the second Country Programme during 2002.

Food logistics arrangements

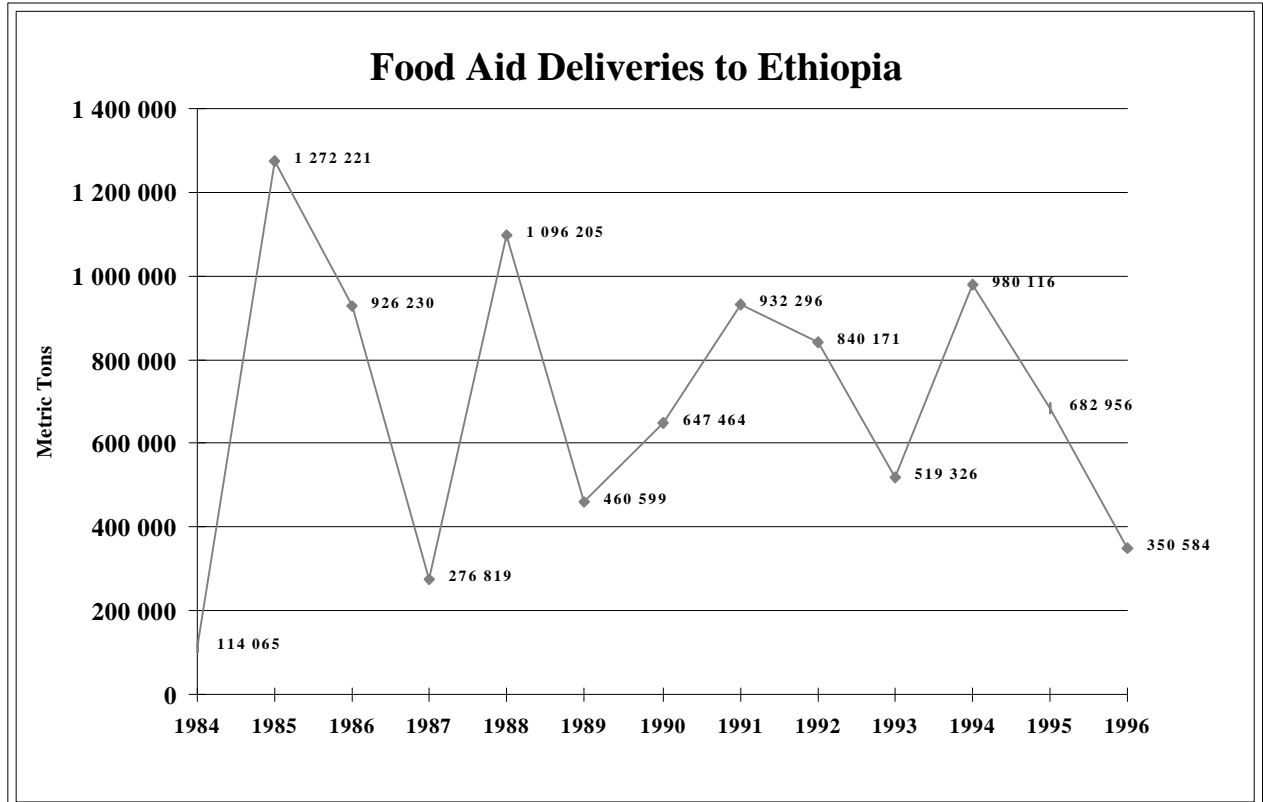
95. The counterpart institutions, namely the Ministry of Agriculture, the Ministry of Education and Region 14, are still in the process of developing the respective commodity management capacities. WFP will continue to assist in building such capacities through technical advisory support, and the management of transport operations up to the agreed extended delivery points. WFP will gradually phase out from the secondary transport and concentrate its interventions on primary transport and monitoring of commodity movements.
96. Ethiopia has been receiving a landside transport, storage and handling (LTSH) subsidy of 75 percent for urban projects and 50 percent for other development projects. During the period covered by this Country Programme, these LTSH cost-sharing arrangements will be maintained, since economic conditions make it unrealistic to envisage at this stage a reduction or total elimination of the WFP subsidy.
97. The Emergency Food Security Reserve (EFSR) constitutes a consolidated grain bank which recycles cereals through loan/swap arrangements that enable the food aid partners to utilize existing stocks and replenish the Reserve with fresh imported or locally procured grains. WFP will continue to draw from EFSR stocks to ensure timely supplies.
98. Local procurement of blended food will continue and procurement of food grains will be arranged whenever there are surpluses of suitable quality available for sale at competitive prices. This will be accompanied by measures to improve access to markets by small farmers and traders, and to contribute to planning and coordination of local food purchases with relevant partners in government institutions, donors and private enterprises.



ANNEX I.1



ANNEX I.2



ANNEX II



ANNEX III



INDICATIVE SHARES OF RESOURCES BY REGIONS

Regions	Activity 1		Activity 2		Activity 3		Activity 4		Total food cost (dollars)
	Volume (tons)	Cost (dollars)	Volume (tons)	Cost (dollars)	Volume (tons)	Cost (dollars)	Volume (tons)	Cost (dollars)	
Tigray	26 393	4 888 855	12 129	8 271 352	-	-	-	-	13 160 207
Amhara	63 050	11 678 931	12 129	8 271 352	-	-	-	-	19 950 283
Oromiya	24 927	4 617 252	839	551 423	-	-	-	-	5 168 675
SNNP	16 129	2 987 634	-	-	-	-	-	-	2 987 634
Somali	14 663	2 716 030	-	-	-	-	-	-	2 716 030
Afar	-	-	1 857	1 286 655	-	-	22 198	4 892 780	6 179 435
Dire Dawa	1 466	271 603	-	-	-	-	-	-	271 603
Addis Ababa	-	-	-	-	20 237	5 851 816	-	-	5 851 816
Subtotal	146 628	27 160 305	26 954	18 380 782	20 237	5 851 816	22 198	4 892 780	56 285 683
Supplementary	132 824	24 645 715	26 022	17 744 969	22 190	6 416 144	-	-	48 806 828
TOTAL	279 452	51 806 020	52 976	36 125 751	42 427	12 267 960	22 198	4 892 780	105 092 511

OPERATIONAL BUDGET 1998-2003

Country Programme activity		Food volume (tons)	Food costs (dollars)	Direct operational costs Freight, insurance, LTSH	Subtotal
Activity 1: Rehabilitation of rural lands	Basic (WFP)	146 628	27 160 305	25 659 982	52 820 287
	Government	-	-	-	19 800 000
	Supplementary	132 824	24 645 715	23 244 118	47 889 833
	Subtotal	279 452	51 806 020	48 904 100	120 510 120
Activity 2: School feeding	Basic (WFP)	26 954	18 380 782	2 258 845	20 639 627
	Government	-	-	-	5 200 000
	Supplementary	26 022	17 744 969	2 180 711	19 925 680
	Subtotal	52 976	36 125 751	4 439 556	45 765 307
Activity 3: Development urban infrastructure and MCH	Basic (WFP)	20 237	5 851 816	2 496 325	8 348 141
	Government	-	-	-	700 000
	Supplementary	22 190	6 416 144	2 548 383	8 964 527
	Subtotal	42 427	12 267 960	5 044 708	18 012 668
Activity 4: Pilot initiatives	Basic (WFP)	22 198	4 892 780	3 464 314	8 357 094
	Total basic (WFP)	216 017	56 285 683	33 879 466	90 165 149
	Government total	-	-	-	25 700 000
	Supplementary total	181 036	48 806 828	27 973 212	76 780 040
TOTAL		397 053	105 092 511	61 852 678	192 645 189