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COUNTRY PROGRAMMES

Agenda item 8

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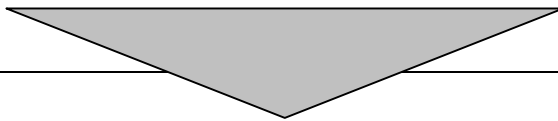
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COUNTRY PROGRAMME— ETHIOPIA (2003–2006)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Ethiopia is one of the poorest least developed and low-income, food-deficit countries (LDC/LIFDC) in the world. Half of its population is chronically food insecure and undernourished as a result of inadequate production and an inability to purchase minimum requirements.

Compounding the food insecurity problem, Ethiopia is home to 3 million people with HIV/AIDS. At present HIV/AIDS is largely an urban phenomenon, and single-parent, female-headed households with little or no income and many dependents are at risk. In urban areas, the poor cannot access food throughout the year due to variability in household income and expenditure. Stunting among children under 5 in the most food insecure households of Addis Ababa is 50 percent. Human capacity to cope with food insecurity is also constrained by low enrolment rates. The primary school gross enrolment rate is 57 percent, with that for girls at 47 percent.

Poverty reduction will continue to be the core agenda of Ethiopia's development. The Country Programme (CP) for 2003 to 2006, formulated in close collaboration with the Government, has been designed to ensure consistency with key national policy instruments, particularly the Sustainable Development and Poverty Reduction Programme, the initiatives proposed in the New Partnership for Africa's Development (NEPAD), and the strategic objectives of the United Nations Development Assistance Framework (UNDAF).

The Country Programme goal is to strengthen the capacity of food-insecure households in Ethiopia, particularly those headed by women and other vulnerable groups, to cope with seasonal food insecurity and to increase their long-term food and livelihood security. In accordance with decision 1999/EB.A/2 of the Executive Board, this programme addresses objectives 1, 2, 3 and 5 of the Enabling Development policy:

- enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- enable poor households to invest in human capital through education and training;
- make it possible for poor families to gain and preserve assets; and
- enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

Food aid in rural and urban areas of Ethiopia will continue to have a central role in addressing chronic food insecurity and poverty. For a large number of highly food insecure Ethiopians, especially women, food aid is the preferred resource transfer because it increases the availability of and access to food in areas where markets function poorly or do not exist at all. Having secured food during months of critical shortage, such households have an opportunity to improve their lives by investing in activities that will raise their level of food security.

Through participatory community-based approaches, this Country Programme will focus on the following priority areas: managing environmental resources to enable transitions to more sustainable livelihoods (MERET); promoting education through school feeding; and supporting households, women and children infected or affected by HIV/AIDS.

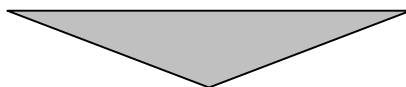


Activities will focus on groups most at risk to food insecurity, including highland subsistence farmers, lowland pastoralists and agro-pastoralists and the urban food insecure infected and affected by HIV/AIDS. Within these areas, WFP will target chronically food-insecure households and communities, the majority comprising women and children, who tend to suffer first from acute food insecurity.

Linkages between activities will be strengthened. Local-level planning approaches and HIV/AIDS awareness will be mainstreamed in all activities. Partnerships to maximize resources and results will be given high priority. Women will be supported to strengthen their participation in decision-making.

For the proposed Ethiopia Country Programme covering the period 2003–2006, the Executive Director requests that the Executive Board approve, subject to the availability of resources, US\$56.1 million, representing all basic direct operational costs.

Draft Decision



The Board approves the Country Programme for Ethiopia (2003–2006)
(WFP/EB.3/2002/8/4).



STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. Reduction of poverty will continue to be the core agenda of Ethiopia's development. This Country Programme has been designed within government policy instruments including the Sustainable Development and Poverty Reduction Programme (SDPRP), the second Five-Year Programme on Development, Peace and Democracy, and the sector strategies of education, HIV/AIDS and food security. It is consistent with the initiatives proposed in the New Partnership for Africa's Development. The CP has been formulated in close collaboration with the Ministry of Finance and Economic Development (MOFED).
2. The WFP CP covers the period 2003 to 2006 and is harmonized with the programming cycles of UNDP, UNICEF and UNFPA. The programme areas identified in the CP are linked to the goal and strategic objectives of the UNDAF for 2002–2004. The mid-term evaluation of the Ethiopia Country Programme (1998–2003) and an extensive dialogue with key partners in the Government at the federal and regional levels, non-governmental organizations (NGOs) and the donor community have determined the choice and content of the programme areas. This CP conforms to WFP's corporate priorities articulated in the Enabling Development policy.
3. The UNDAF goal is to contribute to reducing absolute poverty. In this context, this CP's goal is to strengthen the capacity of food-insecure households in Ethiopia, particularly female-headed households and other vulnerable groups, to cope with seasonal long-term food insecurity and increase their food and livelihood security and living conditions. Poor families will be helped to gain and preserve productive assets and reduce their vulnerability to shocks. Households dependent on degraded natural resources will be assisted in shifting to more sustainable livelihoods. Investments in human capacity and capital through education and training will be fostered, as will the special nutrition and nutrition-related health needs of expectant and nursing mothers and young children. The UNDAF strategic objectives of promoting productive employment, improving food security and sustainable agricultural development, improving access to basic social services, and scaling up the national response to the HIV/AIDS pandemic are addressed.
4. Food aid in rural and urban areas of Ethiopia will continue to have a central role in addressing chronic food insecurity and poverty. It is targeting the poorest people, reducing their household food shortage, increasing their immediate consumption and energy levels, and mitigating the impact of climatic shocks that affect household production. For a large number of highly food insecure Ethiopians, food aid is the preferred resource transfer because it increases the availability of and access to food in areas where markets function poorly or do not exist at all. With food secured to cover the critical food shortage months, these households then have the time and opportunity to invest in human capital development, asset-creation and rehabilitation. Food aid and complementary resources thereby foster the enabling environment in which the food insecure, particularly women, can earn income, improve their natural resource base, access educational opportunities and gradually become more food secure.
5. This CP contributes to five of the eight Millennium Development Goals: 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.



6. Through participatory community-based approaches, the CP will focus on the following priority areas:
 - managing environmental resources to enable transitions (MERET) to more sustainable livelihoods;¹
 - promoting education through school feeding; and
 - supporting households, women, and children infected and affected by HIV/AIDS.
7. Guiding principles for the implementation of these activities include: reaching the most food insecure people through timely and appropriate interventions; emphasizing participatory development; promoting meaningful partnerships; advocating on behalf of vulnerable groups for more responsive policies and practices at all levels; supporting women's significant participation in decision-making on issues that affect their livelihoods; mainstreaming HIV/AIDS awareness in all activities; and, managing with a results-based approach.
8. Specific targets have been set that describe women's expected participation in decision-making bodies, planning teams and food management committees. Emphasis has been placed on girls' education, in rural and urban areas. Baseline studies, impact assessments and monitoring systems will produce gender disaggregated information for decision-making and evaluation purposes.
9. Groups most at risk to food insecurity include highland subsistence farmers, lowland pastoralists and agro-pastoralists, and the urban food insecure infected and affected by HIV/AIDS (illustrated by the Chronic Vulnerability Index [CVI] in Annex IV). Within these geographical areas, together with the Government, WFP will target the chronically food-insecure households and communities, the majority comprising women and children, who suffer first from acute food insecurity but who have development potential.
10. In support of MERET, rural areas and communities will be targeted based on the following criteria:
 - the regions' and *woredas*' (districts') CVI level, combined with other indicators such as accessibility;
 - the community's capacity and readiness and the availability of technical support to plan, implement, monitor and evaluate the intervention;
 - the vulnerability ranking within the districts and peasant associations;
 - partnership opportunities; and
 - the presence of school feeding in the same area.
11. In support of school feeding, primary schools will be targeted based on the following criteria:
 - the districts' and *kebeles*' (neighbourhood associations') CVI level;
 - the commitment of the regions and districts to the school feeding approach as support to their educational objectives;
 - low enrolment, especially of girls;
 - partnership opportunities;

¹ In the national language, Amharic, MERET means "land".



- the readiness of staff and the community to accept school feeding responsibilities;
 - the presence of MERET activities in the same area; and
 - the availability of basic facilities and teaching capacity.
12. In the urban areas, food-insecure, HIV/AIDS-infected/affected households headed by women will be targeted. In selected *woredas*, the following criteria will be used:
- the districts' and *kebeles*' CVI level;
 - the community's capacity, and in particular its experience with existing complementary cash-based HIV/AIDS care and support programmes; and
 - the existence of a voluntary testing and counselling centre (VCT).

COUNTRY PROGRAMME RESOURCES AND PREPARATION PROCESS

13. WFP's basic resource level is 163,524 tons (40,881 tons per year) at an operational cost of US\$56.1 million over four years. The total number of beneficiaries in the first year is estimated at 900,000, with just less than 1.6 million benefiting over the four-year CP period. During that period, the government contribution is expected to be US\$12.2 million in the form of personnel and facilities, office supplies, internal transport of commodities and tax on commodities.
14. The activities and costs described in this CP are:

Activity category	Quantity of commodities (tons)	Distribution by activity (%)	Number of beneficiaries (2003–2006)	Percentage of female beneficiaries
Basic Activity 1: MERET	134 824	83	1 310 588	50
Basic Activity 2: Promoting education through school feeding	14 792	9	185 000	43
Basic Activity 3: Supporting households, women and children infected and affected by HIV/AIDS	13 908	8	57 000	60
Total Basic Activities	163 524		1 552 588	

15. The CP design process included extensive stakeholder and partner consultations, beginning with the Country Strategy Outline stage. More than 100 individuals, representing federal and regional governments, the United Nations, donors and NGOs, took part, contributing to the formulation of the Country Programme logical framework during a three-day workshop in March 2002. This was followed by regional consultations in April and May 2002, at which implementing counterparts validated the results of the March workshop.
16. The CP development process benefited from a series of studies in support of ongoing activities. These included an impact assessment of school feeding (November 2000), the School Feeding Baseline Survey (September 2001), a sustainable livelihoods approach study (2001), an impact assessment of MERET (2002), the HIV/AIDS baseline study (2002) and an urban livelihoods study (2002).



COUNTRY PROGRAMME ACTIVITIES

Basic Activity 1: Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (MERET)

⇒ *Strategic Focus*

17. This activity addresses Enabling Development policy objectives 3 (make it possible for poor families to gain and preserve assets) and 5 (enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods). The National Food Security Strategy recognizes that well-targeted food aid can be a valuable entitlement to fill critical gaps through activities that have a positive effect on production, access, income and asset-creation.

⇒ *Problem Analysis*

18. Chronic food insecurity is a result of pervasive poverty and inadequate investment in natural, physical, social and financial assets. Agriculture will continue to be the backbone of the Ethiopian economy and the livelihood of the majority of the population. Land degradation, including soil erosion, deforestation and loss of biodiversity, reduces the productivity of land, decreases access to fuelwood and building materials, and lessens the availability of and access to clean water. Without deliberate investment, food insecurity and vulnerability will increase while soil fertility deteriorates and negative coping strategies place additional stress on the environment. The burden on women and children is particularly severe, as work loads expand with increasing distances to water and fuelwood, and as inadequate food impairs early childhood development.
19. Food access problems in Ethiopia are equally severe. Markets do not function well. Areas with agricultural surpluses can be isolated from those with serious deficits because commercial trading in cereals is constrained by poor integration of markets and a poor road network. There is limited purchasing power, and off-farm earning opportunities are few. Poor households, 25 percent headed by women, spend 62 percent of their income on food. Typically, smallholders produce only 50–60 percent of their annual food grain needs. In the absence of adequate food, a family is forced to cope in times of critical food shortages by stripping shared environmental resources around the homestead, selling assets, or if already destitute, by begging, borrowing or migrating. Agricultural production will continue to be the main livelihood option for these families, but diversified income-generation alternatives are necessary.
20. HIV/AIDS prevalence in rural areas is estimated at 1 in 20 adults. Poverty and HIV/AIDS are closely related. Poverty reduces the intake of calories and nutrients, rendering individuals more susceptible to HIV infection and hastening the onset of AIDS. HIV/AIDS in turn hinders the ability of households and individuals to reduce poverty and achieve household food security.

⇒ *Objectives and Intended Outcomes*

21. The long-term objective of this activity is for rural communities and households in food insecure areas, particularly those headed by women, to improve their livelihood and food security opportunities.



22. There are four intended outcomes:

- households, groups and local institutions are engaged in decision-making concerning their own development in 100 percent of MERET communities;
- technical, organizational and programme management capacity of community participants and implementing partners is enhanced at all levels;
- productive community and household assets are created and managed, while land productivity is improved and natural resources are rehabilitated;
- income-generation opportunities are created and integrated with improved land husbandry in 10,000 households.

⇒ *Role and Modalities of Food Aid*

23. Food will be used through food for assets to reduce the food gap. It will compensate food-insecure families who will carry out selected activities to produce assets that enable a shift towards more sustainable livelihoods. Examples include community-and household-based water-harvesting systems to generate income and increase water supply for livestock and domestic use; the promotion of multi-purpose tree planting; the use of gullies to plant cash crops; and the diversification of biological and physical soil and moisture conservation and management measures.

24. Households will receive a daily family ration of 3 kg of cereals per workday, up to a maximum of three months' employment per year. This is an important contribution to the household food needs of a family (average six people).

⇒ *Implementation Strategy*

25. WFP's strong partnership with the federal Ministry of Agriculture and regional counterparts (the Bureau of Agriculture and, in Oromiya, the Natural Resource Development and Environmental Protection Authority, or NRDEPA) will continue. The National and Regional Project Support Units within the Ministry and Bureau of Agriculture will remain the focus of coordination, management and technology development.

26. Communities will analyse and assign priority to their local problems and identify the people most affected, designing plans of action to respond to needs. This methodology is called the local-level participatory planning approach (LLPPA). The plans of action will identify specific household and community productive assets that can be created using food for assets. Once mutually agreed upon among household members, community leaders and the local authority, these plans will guide the planning and implementation of the activities over the prescribed period. They will also capture the community's basic status in terms of problems and priorities. Trained counterpart personnel will facilitate the LLPPA with community-based planning teams. Women will make up half of these planning teams.

27. Communities, together with counterpart staff, will review the performance of the planning teams and plans annually. This is a community-based form of evaluation and planning, intended to make improvements by incorporating changes in priorities and technological innovation, so as to adapt quickly to evolving circumstances and emerging opportunities. Performance evaluation profiles (PEPs) are also a means for community members to assess the impact that their activities have had on women, vulnerable families and their community as a whole.



28. Within each of the targeted districts where MERET works, LLPPA sites, located in critical watersheds (highly food insecure areas covering several communities/LLPPA sites), will be grouped as “model areas”. These areas (involving about 13 percent, or 10,000, of the targeted households) will become the focus of intensive extension efforts by the counterpart development assistants (DAs) working at each site. These model areas will serve as demonstration centres within the district from where counterpart staff can introduce group formation, income-generation and homestead production schemes to other sites. The communities in the model areas will increasingly identify and address the larger issues affecting their area. These model areas will also be priority areas for nursery material provided by the National Project Support Unit (NPSU) and regional networks.

⇒ *Beneficiaries and Intended Benefits*

29. Each year approximately 124,840 persons will participate in MERET food-for-assets activities. With an average of six persons per household, 749,040 people will benefit annually from the food assistance at the household level. Based on the assumption that 79.5 percent of the participants will participate in the activities for more than one year, the total number of beneficiaries throughout the four-year period is estimated to be 1,310,588.
30. The productive assets created or rehabilitated through MERET will contribute to long-term food security and the development of human capacity. This will enable households to undertake more sustainable and diverse livelihood activities, raising their incomes, reducing their vulnerability to shocks, and making them less in need of relief during emergencies.
31. Assets will include physical and biological soil and water conservation measures integrated with improved farming practices, especially in moisture-stressed areas. Other assets to be considered include nurseries that provide seedlings and other planting materials for use in household or group-based forest enclosure enrichment and management, individual woodlot establishment, household and community water-harvesting schemes, and rural feeder roads. These assets will provide the basis for diversified income-generation activities, such as rehabilitating degraded land to produce cash crops. Time-consuming tasks performed by women, such as collecting fuelwood and water, will be reduced.
32. Other major benefits include increased capacity of counterparts in planning and technical skills to address complex food insecurity situations. More than 1,500 counterparts will benefit from WFP-supported training programmes; HIV/AIDS will be mainstreamed into counterpart training. The counterpart will in turn train 10,000 households, including female members of planning teams during various in-service and on-the-job training opportunities.
33. The income transfer to families is equivalent to an average of 20 to 38 percent per capita income per year in Ethiopia (based on 2002 average wheat prices). This transfer prevents the possibility of reverting to negative coping strategies (cutting of trees, selling of wood and livestock, etc.). The food aid also compensates individuals, especially women, for time spent investing in community-managed assets.

⇒ *Support, Coordination and Partnerships*

34. The communities and beneficiaries in MERET are the poorest and most vulnerable people in Ethiopia. Development programmes in the country tend to be scattered and not coordinated for sustainable impact at the community level. A programme based on food aid alone can deliver only a limited range of developmental possibilities. Therefore,



MERET activities will increasingly link with school feeding activities, to increase the range of developmental possibilities for each community.

35. WFP will seek other development partners that provide supplementary resources, programmes and skills. Potential partners include the German Agency for Technical Cooperation (GTZ), the United States Agency for International Development (USAID), the International Fund for Agricultural Development (IFAD), UNDP and the Food and Agriculture Organization (FAO). Experience indicates that communities that have invested in assets through MERET can graduate to other levels of development assistance (credit, self-help).
36. WFP will encourage sequential partnerships, whereby organizations such as the World Bank build their food security programmes in the areas where community, technical and livelihood assets have been created through MERET.
37. WFP will encourage and participate in government- and donor-led coordination fora at the national and regional level, promoting effective coordination. More will be done to demonstrate results through national information campaigns and donors visits.

⇒ *Monitoring Arrangements*

38. A logical framework for MERET was developed as part of the consultation for this CP (Annex II). The indicators identified will be adapted to the final SDPRP benchmarks and will be in line with the activity appraisal recommendations. These indicators will form an integral part of the activity agreements with counterparts, and implementation committees will review progress against these indicators annually to formulate annual activity plans, identify resource levels, and complete reporting requirements.
39. An impact assessment of past MERET activities has been undertaken, from which a baseline data set has been compiled providing the basis for activity design and appraisal. In addition, other monitoring and evaluation tools are used: updated land-use plans, annual PEPs, ongoing impact assessment, and standard reporting and commodity-tracking systems to monitor programme implementation. Mid-term and terminal evaluations will be programmed.
40. Staff in WFP sub-offices (Mekele, Dire Dawa, Dessie, Jijiga and Nazareth) will work closely with regional counterpart staff to provide continuous field monitoring. These regional counterparts will be accountable for the timely delivery and accuracy of reports.

⇒ *Cost Estimate*

41. This basic activity will require 33,706 tons of food commodities per year, for a total direct operational cost (DOC) of US\$43.1 million for the CP period. The government contribution to this activity is estimated at US\$8.1 million.

Basic Activity 2: Promoting Education through School Feeding

⇒ *Strategic Focus*

42. This activity addresses Enabling Development policy priority 2 (enable poor households to invest in human capital through education and training) by improving enrolment and retention, particularly of girls, within the primary school system. A major goal of the Government's second Education Sector Development Programme (ESDP II) is "to realize the goal of achieving universal primary education through expanding access and coverage of primary education with equity and improved quality."



⇒ *Problem Analysis*

43. Statistics illustrate Ethiopia's status as one of the least developed countries in Africa. The World Bank estimates Ethiopia's literacy rate at 38 percent, considerably lower than sub-Saharan Africa's 62 percent. In 2000–2001, according to the Ministry of Education (MOE), the primary school gross enrolment rate was 57 percent, with boys at 67 percent and girls at 47 percent. There are significant regional disparities, with Somali having the lowest enrolment rate (13 percent for boys and 7 percent for girls). Drop-out rates are 18 percent nationally, with boys at just over 18 percent and girls at just under 17 percent. WFP's 2001 baseline survey underlines a high drop-out rate; in 2001, the ratio of grade-6 to grade-1 boys was 1:4, and the same ratio for girls was even less, at 1:5.
44. WFP's 2001 school baseline survey underlines major reasons for low attendance. Food-insecure families cannot afford the loss of child labour; 40 percent of families with boys and 33 percent of families with girls indicated that household economy requirements were the principal reasons for not enrolling their children. Parents undervalue education; 41 percent of families with boys and 45 percent of families with girls did not enrol their children because of the parents' attitude towards education. Schools have inadequate washroom facilities and a relatively low ratio of female teachers. Some children live considerable distances from schools further discouraging attendance. Also, the cost of simple school supplies is often prohibitive.
45. The low enrolment and low education rates have other implications. Young women are less able to find alternative incomes and care effectively for their children. Simple public hygiene principles are neither adequately understood nor practised. HIV/AIDS awareness is low. Basic knowledge of nutrition and the necessity of consuming a variety of simple foods is not widely appreciated.

⇒ *Objectives and Intended Outcomes*

46. The long-term objective of this activity is for households in food-insecure areas to invest in the education of children, especially that of girls.
47. The intended outcomes are:
- enrolment and retention of children, particularly girls, in schools in food-insecure areas are increased;
 - a community-based system for the management of school feeding is established; and
 - households' awareness about education, especially for girls, and its linkage to health, hygiene, HIV/AIDS and food security is increased.

⇒ *Role and Modalities of Food Aid*

48. WFP provides meals to girls and boys attending primary day school, and to children attending mobile and boarding schools in pastoral areas where families move seasonally with their cattle. This nutritional supplement will help to overcome short-term hunger and improve micronutrient intake, including the intake of iodized salt. WFP also provides edible oil to families as an income transfer and as an incentive for them to enrol and retain their daughters in schools where female enrolment is particularly low.
49. Cooks and related staff will prepare the food daily at the school. Two preparations per day are required per school, one for each of the two shifts. A daily ration of 150 g blended food, 6 g oil, and 3 g salt will be provided. Where female enrolment is less than 20 percent,



families who enrol their girls will receive an allocation of 10 litres vegetable oil per semester, provided the girl child maintains a minimum of 80-percent attendance.

⇒ *Implementation Strategy*

50. The federal MOE will provide the overall programme coordination and technical support, and the Bureau of Education (BOE) will implement school feeding activities in the regions. At the national level, a project coordinator will be appointed to head a small project management unit (PMU), which will be responsible for overall management, liaison and reporting. The BOE in each participating region will similarly designate a school feeding coordinator with support staff. The BOE will also designate school feeding coordinators in districts.
51. School feeding will be organized and supervised by the school management committee, which will have balanced parent, teacher, and gender participation. The committee's responsibilities will include food management and preparation, fuelwood provision, the payment of staff after the first year, and accounting and reporting. An important function of the committee will be to identify what barriers exist for school attendance, particularly girls', and to develop related community action plans. This committee will also be represented in the wider community planning in those communities with MERET and school feeding activities.

⇒ *Beneficiaries and Intended Benefits*

52. The school feeding activity will cover 110,000 children in food-insecure districts annually. Based on the assumption that the annual average increase in enrolment is 17 percent, the total number of beneficiaries throughout the four-year period is estimated to be 185,000. Food in schools will overcome the parents' opportunity costs of attendance. Children will immediately benefit from the food, which will alleviate their short-term hunger and enhance their attentiveness in class. Food aid can also serve as a useful educational tool when provided in conjunction with nutrition, health, hygiene and/or sanitation education. Over the longer term, the students and parents will benefit from increased education and human capacity development.
53. In areas with overall low female enrolment, the families of 10,000 girls will receive a food incentive in return for the girls' regular attendance. This food represents a value of 5 percent of the annual food cost for a typical rural family, and 4 percent of the family's calorie intake for the year.
54. The school management committees will enhance community participation in the schools and provide a local structure of accountability and assistance to the schools. In addition to managing the school feeding activity, the committees will contribute to identifying and solving related problems of school access. In those communities where MERET is also working, the committee will be able to bring in additional resources and support for the school activities.

⇒ *Support, Coordination and Partnerships*

55. Considerable investment in personnel, facilities and curriculum support is required to enable the maintenance of the quality of education in those schools where the increase in enrolment is significant. The ESDP II, with strong support from the Government, the United Nations and donors, is designed to expand school facilities and improve the quality of education, particularly primary education. As school feeding is a recognized component of this government programme, WFP will continue to participate in related coordination



meetings to advocate for appropriate investment in schools that experience a significant increase in enrolment.

56. WFP will continue to encourage partnerships to make the linkage between health, hygiene, HIV/AIDS, nutrition and food security. WFP will also continue to participate in various fora, such as the UNDAF and ESDP meetings. Planning of activities with UNICEF, the World Health Organization (WHO) (including deworming), FAO and the Ministry of Agriculture (environmental education and the link to food security) are already under way; other discussions with donors and NGOs will continue.

⇒ *Monitoring Arrangements*

57. A detailed baseline study was conducted in September 2001 for all schools currently in the programme. Since the mid-term evaluation, reporting formats and routines have been streamlined and disseminated, and related training sessions have been conducted. The March 2002 national consultation workshop developed the logical framework (Annex II). The activity appraisal will review and finalize the indicators. The reporting, monitoring and evaluation system will be updated accordingly. The monitoring checklists already include information regarding class repetition and drop-out rates, disaggregated by gender. Additional impact assessments and formative evaluations, including mid-term and terminal, will be conducted during the CP period.
58. Standard reporting procedures and commodity tracking systems will be used to monitor activity implementation. Staff in WFP sub-offices will support regional counterpart staff responsible for timely preparation and submission of reports.

⇒ *Cost Estimate*

59. This basic activity will require 3,698 tons of food commodities per year, for a total DOC of US\$7.6 million for the Country Programme period. The Government contribution to this activity is estimated at US\$3.3 million.

Basic Activity 3: Urban HIV/AIDS—Supporting Households, Women and Children Infected and Affected by HIV/AIDS

⇒ *Strategic Focus*

60. This activity addresses Enabling Development policy objective 1 (enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs). Home-based care and nutritional support for people infected and affected by HIV/AIDS is a priority in the national HIV/AIDS strategy.

⇒ *Problem Analysis*

61. HIV/AIDS is a growing problem in Ethiopia, with an estimated 3 million people infected, the third highest affected population in Africa. At present, HIV/AIDS is a serious urban issue, with rates on average of 15 percent, half of them being women. Ethiopia has declared the HIV/AIDS crisis a national emergency.
62. The current population of Addis Ababa, the capital city of Ethiopia, is 3.2 million. Households headed by women account for 32 percent; women heading households are engaged in insecure and low-paying jobs. Forty-seven percent of the workforce is unemployed; of that percentage, 58 percent are women. There is a high dependency ratio: 69 percent of the population relies on the remaining 31 percent.



63. A strong relationship exists between HIV/AIDS and poverty, and between poverty and food insecurity. The impact of HIV/AIDS disproportionately affects food-insecure households. A recently completed urban livelihoods study (WFP/CARE 2002) concluded that in Addis Ababa, food availability is fairly constant throughout the year. However, due to variability in household income and expenditure, access to food by the poor is not reliable at all times. Families are particularly food insecure during the rainy season. During this time, income-earning opportunities for the poor (e.g. daily labour at construction sites) are scarcer, food prices increase, and school fees need to be paid. Households headed by women are among the poorest, and are particularly vulnerable at this time. Children in these households, who cannot be adequately fed, are often removed from school to work, with some resorting to begging. Stunting of children under 5 is 50 percent in the most food insecure households of Addis Ababa. Mothers may resort to prostitution to survive, and there is a high HIV/AIDS infection rate among expectant mothers (18 percent).
64. Food-insecure households headed by women, with little or no income and a large number of dependants, spend most of their time securing food and are overlooked for development opportunities because they do not have the development training or skills, especially in the areas of health and education.

⇒ Objectives and Intended Outcomes

65. The long-term objective of this activity is to improve the nutritional status of urban food-insecure, HIV/AIDS infected/affected households headed by women.
66. There are three intended outcomes:
- the special nutritional and nutrition-related health needs of children under 5 and expectant and nursing mothers are improved;
 - home-based care for HIV/AIDS-infected/affected households is supported;
 - community groups' capacity for local-level participatory planning and action against HIV/AIDS is enhanced.

⇒ Role and Modalities of Food Aid

67. Food aid, complemented by home-based care activities, will play a crucial role in reducing malnutrition and reversing the effects of transitory hunger in mothers and children.
68. A monthly take-home ration of 18 kg of fortified blended food and 1.8 kg of oil will be provided to children and expectant and nursing mothers; the ration size was determined with the recognition that the ration would be shared in the home. Home-based care volunteers will refer critical cases to mother-and-child (MCH) centres to monitor their nutritional status. Food-insecure, HIV/AIDS-infected/affected households will also receive a monthly family ration of 105 kg of cereals and 5.25 kg of oil during the rainy season. This will be an important contribution to the family food needs, improving families' quality of life. A monthly ration of 105 kg of cereals will also be provided as an incentive for each of the 150 home-based care volunteers.

⇒ Implementation Strategy

69. The National AIDS Council Secretariat will provide overall project coordination. At the regional level, the activity will be coordinated and implemented by the Regional AIDS Council Secretariat, which extends to the *woreda* and *kebele* levels. Selected NGOs will work with the *woreda* and *kebele* AIDS committees, in activity planning, implementation,



and capacity-building. NGOs will monitor effective and timely implementation and will submit regular progress reports. The *woreda*-level HIV/AIDS Council will coordinate the *kebeles* under its jurisdiction. The *kebele* HIV/AIDS committees, composed of *kebele* officials, community members and NGOs, will prepare activity plans, screen home-based care volunteers, oversee the identification of beneficiaries, and monitor activity progress. It is expected that the role of these committees will grow steadily as their skill and experience increase.

70. Professionals experienced in local-level participatory planning will guide/facilitate the process of refining local-level planning, and will provide related community training. As the target group is households headed by women, these professionals will be on the frontline, mobilizing community involvement, identifying households and ensuring that the activity objectives are fully understood and followed up.
71. Home-based care of HIV/AIDS-infected target beneficiaries will be a core component of the activity's implementation strategy. *Kebele* committees will promote home-based care, screening applicants, and following up on their progress. The standard training package developed by the Ministry of Health will be used.
72. The volunteers will provide basic nutritional counselling to and monitoring of children under 5 and expectant and nursing mothers. This will include counselling on breastfeeding for confirmed/suspected HIV-positive mothers to reduce mother-to-child transmission (MTCT) of HIV. As appropriate, the volunteers will encourage mothers to attend MCH centres. They will be supervised by both the *kebele* HIV/AIDS committees and the implementing NGO.

⇒ **Beneficiaries and Intended Benefits**

73. The estimated total number of beneficiaries under the urban HIV/AIDS activity is 57,000. These people will be assisted through three different types of interventions.
74. It is expected that 5,964 chronically food insecure households will benefit from the seasonal home ration. With an average of six persons per household, around 35,800 food-insecure people will benefit annually. Based on the assumption that the number of beneficiaries will increase by an average of 2,000 persons per year, the number of beneficiaries throughout the four-year period is estimated to be around 43,800.
75. The seasonal home ration will assist households through the critical food shortage months. This support will also reduce the necessity for detrimental short-term coping strategies.
76. In addition, 2,982 children and expectant and nursing mothers will receive a take-home ration of fortified blended food and oil. Three people can benefit from one ration, and based on the assumption that on average the number of beneficiaries will increase by 500 persons each year, the number of beneficiaries throughout the four-year period is estimated to be around 11,000. This assistance will help meet the increased nutritional requirements of pregnancy and lactation and contribute to better health and child development. Mothers and children will be less prone to opportunistic infections and illness.
77. The 150 trained home-based care volunteers will receive a food incentive, enabling them to provide services supporting home-based care in the communities. With an average of six persons per household, 900 persons will benefit annually from the food incentive. Based on the assumption that on average the number of beneficiaries will increase by 250 persons each year, the number of beneficiaries throughout the four-year period is



estimated to be around 1,900. WFP will introduce principles, lessons and documentation from WFP's MERET experience in rural local-level participatory planning to support further development and refinement of urban *kebele*-level participatory planning methods.

⇒ **Support, Coordination and Partnerships**

78. There is increasing commitment from both the Government and donors to support programmes that address HIV/AIDS. For sustained impact, it is essential to have careful coordination and meaningful partnerships. At the community level, food aid will be combined with other interventions, including counselling, awareness-raising, credit, and training.
79. NGOs and community-based organizations will execute various components of this activity. All implementation requirements will be detailed in Memoranda of Understanding. There will be periodic meetings for coordination and information exchange.
80. The World Bank is a major supporter of the Ethiopia Multi-Sectoral HIV/AIDS Project (EMSAP), which covers a number of urban *woredas*. This project is a useful mechanism for coordination of interventions including food assistance. Within the United Nations system, the UNAIDS theme group is active in coordination and collaboration. WFP activity objectives, target groups and modalities have been fully integrated into the work programme. Efforts will be made to incorporate other agency initiatives, especially in the areas of HIV/AIDS awareness, training and capacity-building. WFP will actively participate in other government-led fora where HIV/AIDS and urban poverty issues will be discussed and strategies adopted to meet evolving needs.

⇒ **Monitoring Arrangements**

81. Indicators will be refined during the activity appraisal, and will be consistent with the national HIV/AIDS strategy. Baseline data will be collected, periodic reviews of impact carried out, and adjustments to interventions and the participatory approach made as required. A monitoring database will be established together with counterparts. This activity will be evaluated at the mid-term and terminal stages.
82. Considering the magnitude of urban HIV/AIDS, and the inadequate capacity of communities to take care of their own people, programme exit strategies are not yet feasible. Meanwhile, strategies for phasing out of particular households and *kebeles* will be devised.

⇒ **Cost Estimate**

83. This basic activity will require 3,477 tons of food commodities per year, with a total DOC of US\$5.4 million for the Country Programme period. The government contribution to this activity is estimated at US\$0.8 million.

Development Programme Interlinkages

84. A key selection criterion for new MERET communities and new school locations will be activity integration. Interlinkages between school feeding and MERET will be expanded and convergence of operational areas increased.
85. In those communities where the school feeding and MERET activities exist, they will be linked through the common community-based planning approach. MERET has demonstrated that local community planning can respond effectively to local livelihood



concerns. This same approach will be extended to WFP's activities in rural schools and urban communities. The local-level participatory planning approach will be modified and adapted appropriately.

86. Schools participating in the local-level planning process will be able to request from MERET: extension workers, information and assistance in introducing activities to improve or maintain the school. Enlarging the school, developing girl-friendly facilities such as separate pit latrines, improving surrounding gardens, and developing or rehabilitating school ponds are among the possible activities that could be supported. Another area of linkage is the purchase of surplus food to be used in school feeding.

WFP Emergency Operations (EMOPs), Protracted Relief and Recovery Operations (PRROs) and Refugee Operations

87. The CP operates in select communities within the same food-insecure areas of Ethiopia that have required repeated major emergency relief interventions every decade since the 1970s. In relief statistics over the period 1994–2002, there is a correlation between WFP food aid development activities and a reduced demand for emergency needs, measured in metric tons, number of beneficiaries, and the percentage of the population in need. WFP's 2002 impact assessment further underlined that development food aid had reduced annual food shortages by an average of 40 percent in MERET households. Expanded development assistance would further reduce the requirements for large-scale relief interventions.
88. There are opportunities for extending lessons in development to improve the longer-term impact of relief resources by using development implementation tools and activities to save livelihoods, strengthen local capacity and reduce vulnerability to shocks. Food aid, when channeled through the relief-based employment-generation schemes (EGS), has in some cases made a successful investment in soil and water conservation, rural road rehabilitation, and other community assets. Considerable scope exists to improve the EGS through expanded use of MERET implementation tools such as local-level planning and the design of appropriate technical interventions, and by using school feeding in relief areas.
89. WFP uses MERET and school feeding implementation methodologies in its refugee recovery interventions. The intention is increasingly to convert operations in refugee areas to development.

Support Activities

90. The following support activities are planned during the CP:
- technical assistance to transform the local-level planning approach into a tool that is adaptable to a variety of contexts, such as urban communities;
 - training of government counterparts, implementing partners and staff on how to facilitate local-level planning and performance evaluation profiling approaches;
 - strengthening of mechanisms to mainstream HIV/AIDS awareness and gender equity processes in all activities;
 - developing of monitoring and evaluation systems to improve results and provide impact information to support management decision-making;
 - conducting of advocacy on behalf of the poor in relation to food insecurity and the Government's poverty-reduction strategy; and
 - periodic review of vulnerability and targeting.



Key Issues, Assumptions and Risks

91. Important assumptions are that:

- Other developmental interventions, such as the World Bank's Food Security Programme, will successfully augment the MERET activity. Expansion of agricultural production and related income-generating initiatives will improve food security, but will not by themselves be sufficient to lift rural households out of food insecurity.
- The regionalization process currently under way (government decentralization to regions and *woredas*) will be supportive of poverty reduction activities and cooperation-building among different government actors at the regional and district levels.
- WFP will be able to maintain current levels of sub-office staffing, in order to support the decentralized implementation of CP activities at the regional and district levels.
- Supportive policies exist in the areas of agriculture, food security, education and HIV/AIDS.
- Major drought risks will be managed so that development processes and related gains made in food-insecure districts can be sustained.
- Development food aid is targeted to the most food deficit *woredas*, and meets only part of the existing local community food gap. Development food aid comprises merely 0.8 percent of Ethiopia's annual cereal consumption and 15 percent of food aid imports. Therefore, through development food aid, the risk for market displacement and dependency is insignificant.

PROGRAMME MANAGEMENT PROCESS

Appraisal

92. Appraisals will take place for each activity, focusing particularly on the inclusion of income-generating activities for MERET and the introduction of a community planning process for school feeding. For MERET, appraisals will consider the design of income-generating activities. In school feeding, appraisals will review the development of community planning processes. In the urban programme, the targeting and feasibility of sustained developmental impact will be examined. In all activities, the issues of linkage, partnership and advocacy need additional scrutiny. Finally, the CP indicators will be reviewed and refined.

93. The members of the appraisal teams will come from the relevant United Nations agencies, government counterparts, NGOs and donors. The appraisal missions will be held during the last quarter of 2002. The missions' conclusions will form the new activity agreements to be signed with MOFED.

Programme Implementation

⇒ *Country Office Staffing Capacity*

94. WFP will maintain a strong field presence through its sub-office structure. The sub-office staff will be responsible for monitoring WFP activities. The role of sub-offices will need to keep pace with the Government's increasing decentralization of authority and resources to the regional and district levels.



⇒ **Country Programme Coordination**

95. A Country Programme Coordinating Committee (CPCC) will coordinate the overall Country Programme. The committee's responsibilities will include resource mobilization, partnership coordination, resource allocation between activities and regions, and review of programme performance, including targeting and results based on agreed-upon indicators. The CPCC will be convened at the federal and regional levels, with MOFED and BOFED co-chairing with WFP. Meetings will be semi-annual. At the start of each year, the preceding year's performance, the succeeding year's annual work plans and related resource allocations will be reviewed and approved. At mid-year, performance will be reviewed with respect to linkages, partnerships, advocacy and resource mobilization, and mid-year course corrections will be approved.

⇒ **Food Procurement and Logistics**

96. WFP will procure up to 50 percent of CP food commodities locally, provided that adequate food quality and quantities can be obtained. In years of good harvests, when market prices are low, WFP will seek to buy more than in lean years. To the extent possible, given the timing of cash contributions and related conditions, WFP will recognize seasonal fluctuations in markets and prices, focusing more on local purchases during those times of the year when effective market demand is inadequate.
97. Local procurement will be done through three mechanisms as follows:
- **National tenders for commodities on a competitive basis:** In 2000, domestic suppliers sold almost 41,000 tons of food commodities to WFP (emergency, refugee and development programmes); that figure increased to 73,540 tons in 2001. This is the best-developed local procurement mechanism, and the largest proportion of local purchases will be at this level.
 - **Regional tenders that target producer cooperatives and farmers associations:** This will be pursued as much as possible, recognizing that its potential is limited in scale but important for maximizing returns to producers. This procurement mechanism will help to develop additional market participants, and will require deliberate staff and financial support.
 - **Pilot procurement of locally produced foods linking school feeding activities to MERET communities producing agricultural surpluses:** This activity is expected to be low in volume, but with considerable potential for linking local schools and food production. This procurement mechanism will require additional staff and financial support for research, design, and implementation.
98. Implementing agencies have developed commodity management capacities. Imported and locally purchased food will be delivered to agreed-upon locations. WFP will continue to assist with advice and support on logistics and food storage management. Ethiopia will receive a landside transport, storage and handling (LTSH) subsidy of 50 percent for MERET and school feeding, and 75 percent for the urban activity. These cost-sharing arrangements will be maintained for the duration of the CP.

Exit Strategy and Sustainability

99. The WFP Country Programme is focused on the poorest and most vulnerable and food insecure people in Ethiopia. Considerable development gains are required in order for this group to emerge from the cycle of subsistence, extreme vulnerability and recurring crisis.



By using food to invest in community-based productive and human assets, a community's eligibility for succeeding levels of development support is strengthened.

100. The MERET activity works in a particular community for three to five years, and then moves on to other communities. The 2002 MERET impact assessment establishes that increased agricultural production has reduced the local food gap by two months, better forage has improved livestock productivity for 47 percent of community members, and more feeder roads have improved market and services access for 60 percent of community members. And there have been remarkable gains for women. Women respondents reported that their food gap had been reduced by 2.3 months, and that they spent from one to five fewer hours fetching water, and from one to six fewer hours collecting fuelwood.
101. The Government has recently initiated a policy of decentralizing decision-making authority and providing block grant resources to the district levels; this will further facilitate sustainability and WFP's exit from particular communities. Local government will have more authority to set priorities, and will have increased resources and discretion to respond to local needs. MERET's considerable investment in local-level planning and productive assets will be a major advantage for communities as they graduate into mainstream development programmes and non-food resource flows. Other bilateral and multilateral agencies are also planning increased cash allocations to the districts.
102. Similarly, the school feeding activity will benefit from the CP strategy and Ethiopian policy developments. As family livelihoods improve, the role of children in household and productive tasks will decline, and the opportunity costs of school attendance will diminish. The need for school feeding as an incentive will therefore be reduced.
103. The CP recognizes HIV/AIDS as a major issue, particularly in an urban context. Considerable action and progress will be required at the national level, and related government planning, institution-building, and external support mechanisms are now emerging. WFP will continue to review the relevance of its assistance in urban areas.

Programme Monitoring and Audit

104. The CP will be managed within a results-based approach. The CPCC, at both the federal and regional levels, will review work plans and achievements on the basis of the activity indicators identified, including benchmarks from the SDPRP, UNDAF and the Millennium Development Goals. The CPCC review will also include performance assessment of implementing partners, achievements in resource mobilization, activity linkages, partnerships and advocacy. Finally, at the federal level, the CPCC will review regional performance.
105. Each activity will provide comprehensive annual reports. These will include audited financial reports, commodity movement and utilization reports, and results-based achievement reports based on annual work plans and related indicators. These reports will be reviewed in the coordination committee of each activity and then submitted to the CPCC.

Evaluation

106. Each activity will have relevant baseline data to facilitate evaluation and impact assessment. There will be a mid-term evaluation, with the active participation of the other UNDG executive members. The evaluation will assess CP achievements and evaluate related planning assumptions. Particularly, the evaluation will examine targeting, progress in community food and livelihood security, and the role of food aid. The evaluation will consider the effectiveness of central CP strategies: community participation, productive



asset-creation, income-generation, programme linkages, partnerships, advocacy, HIV/AIDS, gender mainstreaming and in particular compliance with WFP's Commitments to Women, and coordination with the Government, other donors and agencies. The evaluation will also review the contribution of the CP towards the SDPRP, UNDAF and Millennium Development Goals. Each activity will also have a terminal evaluation towards the end of the Country Programme.

RECOMMENDATION

107. For the proposed Ethiopia Country Programme covering the period 2003–2006, the Executive Director requests that the Executive Board approve, subject to the availability of resources, US\$56.1 million, representing all basic direct operational costs.



ANNEX I

EXECUTIVE SUMMARY OF THE CSO FOR ETHIOPIA (WFP/EB.2/2002/4/3)

Ethiopia is one of the poorest least developed and low-income, food-deficit countries (LDC/LIFDC) in the world. Its per capita gross domestic product (GDP) actually decreased from US\$154 in 1983 to US\$98 in 2000. Ethiopia currently ranks 158th out of 162 countries on the United Nations Development Programme (UNDP) Human Development Index and 141st out of 143 on the Gender Development Index.

The country's economy is based largely on agriculture, which accounts for 52 percent of the GDP; 83 percent of the population are subsistence farmers in rural areas. Population growth exceeds agricultural growth, which is inhibited by the effects of regular natural disasters on a diminishing natural resource base. Alternatives for income-generation are limited. Consequently, 49 percent of the population is chronically food insecure and undernourished as a result of inadequate production and inability to purchase minimum requirements. Between 1990 and 2001, an average of 5.6 million people received relief food assistance from the Government, international donors and non-governmental organizations (NGOs) to alleviate acute food shortages caused by natural or man-made disasters.

Compounding the food insecurity problem, Ethiopia is home to 3 million people with HIV/AIDS, the third highest number in sub-Saharan Africa. Adult HIV/AIDS prevalence averages 15 percent in urban areas. Human capacity to cope with food insecurity is further inhibited by low enrolment rates. Only 57 percent of children and 47 percent of eligible girls are enrolled in primary school.

The strategy of the current WFP Country Programme (CP) is to support the Government's poverty-reduction strategies, targeting the most vulnerable food-insecure groups, especially women and children. Food assistance, supplemented by relief efforts whenever there are emergency needs, will promote community-driven initiatives that mitigate the effects of disasters, create productive assets and build human capacity towards more sustainable livelihoods.

Refinements in the programme are expected in three areas:

- WFP's twenty years of experience with environmental conservation in Ethiopia will be applied to creating productive assets at the community and household levels to enable a shift to more sustainable livelihoods.
- Programme linkages will be sought between school feeding and production-oriented conservation efforts that utilize community-driven participatory planning approaches. There will be a gradual convergence of operational areas.
- WFP's urban efforts will focus on women, children and other groups vulnerable to HIV/AIDS, and will include peri-urban corridors.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives, four of which will be covered by this Country Strategy Outline (CSO):

- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs.
- Enable poor households to invest in human capital through education and training.
- Make it possible for poor families to gain and preserve assets.



- Enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

This CSO will provide the basis for the preparation of a four-year CP for 2003–2006, to harmonize with the programme cycles of other United Nations agencies in Ethiopia. It has been developed in consultation with government institutions, United Nations agencies, NGOs and donors. There is significant scope for improved partnerships and joint programming activities.

HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR ETHIOPIA (WFP/EB.2/2002/SUMMARY)

Several members expressed satisfaction with the focus of the CSO, in particular its emphasis on school feeding, HIV/AIDS mitigation and prevention activities, and gender.

A number of representatives enquired about WFP's comparative advantage in Ethiopia, given the Programme's long presence in the country. The Secretariat responded that preliminary results of the impact assessment indicated that this comparative advantage included a strong field orientation, knowledge of the target population, and the flexibility to adapt interventions to meet the food needs of the people, while assisting them in carrying out initiatives that improved their incomes, raised production and reduced relief food needs.

One representative, referring to WFP's vulnerability criteria for targeting and its partnership strategy, questioned the compatibility of the two, for example when partners worked in regions that were not the most vulnerable according to vulnerability analysis and mapping (VAM) criteria. The Secretariat responded that partnerships were very important to WFP, and that in Ethiopia, regions were now given more responsibility to manage their own resources. Hence, the capacity of the regions to work with partners and contribute to WFP activities from their own resources was increasing. The Board noted the need to obtain adequate non-food resources in order to achieve development results, such as increases in household income and assets, that would lead to greater food security.

Several members requested more information about WFP's strategy for local food purchases, noting the possible negative effects of importing food. The Secretariat responded that in Ethiopia WFP was using three types of procurement options: procurement for international use (mostly cereals), procurement for use in Ethiopia, and developmental procurement in areas where WFP promoted food-for-assets schemes, supporting local farmers. It stressed that WFP strongly encouraged donor support of this strategy and the provision of cash when possible.

The Board welcomed the recent impact assessment and looked forward to receiving the full report on the findings. It was noted that the results of that assessment would contribute to the development of the Country Programme. The full report was expected to be ready in June, and preliminary findings showed positive results from development assistance, in particular in reducing the need for emergency assistance in development-assisted areas.

Several representatives noted that the impact of the HIV/AIDS pandemic on Ethiopia was severe in both rural and urban areas: Ethiopia had the third largest number of HIV/AIDS-infected people of any country, including 1 million AIDS orphans. It was pointed out that the Government's national AIDS programme was guiding WFP's work in this area, and the National AIDS Council would be the implementing partner for WFP's urban intervention. One member referred to the nutritional problems of women and children and recommended that WFP explore ways to address these problems through a more integrated



approach. The Secretariat responded that within the framework of the national AIDS strategy there would be more opportunities for partnerships, including for the mother-and-child health programme.

Several members enquired about WFP's role in the Poverty Reduction Strategy Paper (PRSP) process in Ethiopia. The Secretariat replied that WFP was actively participating on committees for food security, environment and gender, and that the Programme also represented the United Nations on the National Committee for Food Security.



COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY

Goal at National Level	Performance Indicators*	Assumptions and Risks
To contribute to the reduction of absolute poverty (through increased household incomes, access to basic goods and services and the maintenance of a stable political environment with increased empowerment)	<ul style="list-style-type: none"> ➤ Infant malnutrition (IMR), under-5 malnutrition (U5MR) and maternal malnutrition (MMR) decreased* ➤ Gross primary enrolment, especially that of girls, increased ➤ HIV/AIDS infection rate reduced ➤ Proportion of population below poverty line reduced ➤ Country's rank on Human Development Index improved ➤ Life expectancy increased (by gender) ➤ Transmission of HIV/AIDS reduced 	<p>Unanticipated large-scale, man-made or natural emergency does not occur to divert resources.</p> <p>The process of regionalization is supportive to poverty-reduction activities.</p>

Note: National goal, Goal of the CP, Purpose of the CP, Purpose of each CP Activity, and Major Outputs hierarchy follows the WFP guideline.



* The performance indicators are in line with the “draft PRSP” indicators.

COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY

Goal of the Country Programme	Impact Indicators	Assumptions and Risks
To strengthen the capacity of food-insecure households, particularly female-headed households, and other vulnerable groups to cope with seasonal food insecurity and to increase their future food and livelihood security.	<ul style="list-style-type: none"> ➤ Average rural poor household income spent on food decreased from 60.2 percent in 1995/1996** by 5 percent in 2005/2006 ➤ Need for relief food assistance decreased in areas where development programme is active ➤ Daily energy supply of rural households increased from 1,938 kcal in 1995/1996 to 2,100 kcal in 2005/2006. ➤ Enrolment of students increased in areas assisted by the SFP programme ➤ Frequency and duration of illnesses among members of HIV/AIDS-affected families stabilized or declined 	<p>Agriculture, food security, education and HIV/AIDS policies remain supportive.</p> <p>Donor priorities concerning food resource transfers do not change dramatically.</p> <p>Political will and commitment are sustained.</p>
Purpose of the Country Programme	CP Outcome Indicators***	Assumptions or Risks
1. Households, particularly female-headed ones, in food-insecure areas improved their food security.	<ul style="list-style-type: none"> ➤ Proportion of households shifting to more sustainable livelihoods through MERET technologies in MERET areas ➤ Proportion of households that create/maintain assets without programme food assistance ➤ Incomes increased ➤ Number of techniques replicated in adjacent communities ➤ 134,824 mt (basic) food aid provided 	<p>The Government and partners use enhanced community capacity for sequential partnership with the community.</p> <p>Sufficient resources (food and non-food) are appropriated and released in a timely manner.</p>

** Government of Ethiopia, Welfare Monitoring System (1995/1996)

*** To be refined at the time of activity appraisal and plan of operations formulation.



COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY

2. Households in food-insecure areas invested in education of children, especially girls, to improve human capital.	<ul style="list-style-type: none"> ➤ Number of students enrolled in assisted schools increased ➤ Gender disparity in school feeding schools eliminated by 2005 ➤ Pastoral/agropastoral children's enrolment increased ➤ 14,792 mt (basic) food aid provided 	The Government and other relevant organizations continue improving school capacity and education quality.
3. Nutritional status of food-insecure, HIV/AIDS-infected and -affected female-headed households in food-insecure <i>woredas</i> of Addis Ababa is improved.	<ul style="list-style-type: none"> ➤ Household expenditure on non-food item increased ➤ Frequency/duration of opportunistic illnesses decreased ➤ 13,908 mt (basic) of food aid provided 	Counterpart capacity exists and is (or can be strengthened to be) effective at the community level.
Purpose of each CP Activity	Activity Outcome Indicators***	Assumptions or Risks
1.1 Households, groups and local institutions are engaged in decision-making concerning their own community development.	<ul style="list-style-type: none"> ➤ User groups supported and functioning effectively in each of the 61 model areas (one per <i>woreda</i>) ➤ Group organized in each MERET site ➤ 25% of women in community-based planning teams are placed in decision-making positions by 2006 ➤ Number of groups (men, women and youth) organized for management of assets and/or income-generating activities (IGAs) 	Environment is conducive to communities' engaging in project activities (labour, time).

***To be refined at the time of activity appraisal and plan of operations

COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY		
1.2 Technical, organizational and programme management capacity of community participants and implementing partners is enhanced at all levels.	<ul style="list-style-type: none"> ➤ Performance at sites improved based on community and technical evaluation ➤ Proportion of satisfied community and local development assistants (DAs) increased 	The Government's commitment to create/maintain national/regional project service units is maintained.
1.3 Land productivity is improved and natural resources rehabilitated while community and household assets are created and managed.	<ul style="list-style-type: none"> ➤ Half of all assets created are progressively controlled by women**** ➤ At least 50 percent of households (including women-headed households and the most vulnerable families) have improved planning and raised incomes ➤ Planning improved in 61 model areas ➤ Ten additional technologies or practices used in each of the 61 model areas 	<p>The commitment of stakeholders continues.</p> <p>Project activities remain an integral part of communities' priorities.</p> <p>Land tenure and land-use rights are acceptable and conducive to enhance proper resource management and asset-creation.</p>
1.4 Income-generation opportunities are created and integrated with improved land husbandry.	<ul style="list-style-type: none"> ➤ 10 tested income-generating opportunities offered to households, especially vulnerable female-headed households ➤ Number of people trained in skills training for income-generation (of whom 50 percent are women) 	<p>Environment is conducive to communities' engaging in project activities (labour, time).</p> <p>Markets absorb commodities produced by households and prices encourage further production.</p> <p>There is access markets, services and information.</p>
2.1 An incentive system, including special initiatives for girls, is further developed and implemented.	<ul style="list-style-type: none"> ➤ Drop-out rates for girls and boys decreased by 50 percent ➤ Attendance rates increase for girls and boys increased by 20 percent annually ➤ Proportion of girls who have completed the second cycle of schooling (grades 5-8) increased 	<p>Teachers/school officials view school feeding positively.</p> <p>Cultural traditions evolve to support girls' education.</p> <p>Turnover of teachers does not hamper implementation.</p>

**** Including this indicator will require an inventory, to be included in the ongoing impact assessment.

COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY

<p>2.2 A community-based system for management of feeding is established.</p>	<ul style="list-style-type: none"> ➤ Food is served for 90 percent of school days ➤ At least 50 percent of school feeding committee members are women, and women are in a progressively leading position in 50 percent of the committees ➤ Community-supported food preparation staff are organized at all school feeding sites 	<p>Conducive environment exists for communities engaging in project activities (labour, time).</p>
<p>2.3 Households' awareness about education, especially of girls, and its linkage to health and hygiene, HIV/AIDS and food security is enhanced.</p>	<ul style="list-style-type: none"> ➤ 25 percent of households with schoolgoing children in WFP-supported schools are reached with linkage messages ➤ Partners contributed 40 percent of complementary resources (including contributions in-kind) each year 	<p>Partnerships that provide complementary activities are possible given the choice of assisted schools. Partners recognize the importance of WFP's intervention. Bureaux of Agriculture, Health and Education collaborate at the regional and <i>woreda</i> levels.</p>
<p>3.1 Food-insecure HIV/AIDS-infected and -affected children under 5 and expectant and nursing mothers are provided with food and nutritional assistance.</p>	<ul style="list-style-type: none"> ➤ Malnutrition rate of children under 5 reduced ➤ Rate of opportunistic infections decreased 	<p>Government polices continue supporting activity implementation via NGOs.</p>
<p>3.2 Home-based care system for HIV/AIDS-infected and affected is strengthened.</p>	<ul style="list-style-type: none"> ➤ HBC counsellors trained and made operational ➤ Proportion of HIV/AIDS-infected -affected people receiving effective home care increased 	
<p>3.3 Community groups' capacity for local-level participatory planning and action against HIV/AIDS is enhanced.</p>	<ul style="list-style-type: none"> ➤ Rate of adoption of LLPPA principles into <i>kebele</i>-level planning methods ➤ Number of anti-HIV/AIDS initiatives implemented by the community 	



COUNTRY PROGRAMME ETHIOPIA 2003–2006—LOGICAL FRAMEWORK SUMMARY		
Major Outputs	Output Indicators***	Assumptions or Risks
1.1.1 Appropriate role of food aid is advocated to leading government officials and other relevant organizations (donors, the United Nations, NGOs, etc.).	<ul style="list-style-type: none"> ➤ Number of regional and federal Country Programme Coordinating Committee meetings ➤ Number of information campaigns and tours undertaken ➤ Key components integrated into other programmes with attribution to MERET ➤ EGS revised to incorporate development lessons 	Resources and complementary materials are provided in a timely manner.
1.1.2 Briefing sessions organized to promote women's participation in decision-making process	<ul style="list-style-type: none"> ➤ Number and category of regional policymakers and grass-roots women's organizations briefed ➤ Number of briefing sessions conducted at all levels 	
1.1.3 Local-level participatory planning and performance evaluation profiling occurs, including sessions to promote women's participation in decision-making and implementation processes.	<ul style="list-style-type: none"> ➤ Number of training sessions conducted at all levels ➤ More than 10,000 different households participate in LLPP events (planning, monitoring and evaluation, technology review) ➤ 50 percent of planners are women, who participate actively in decision-making 	
1.1.4 Conclusions of performance evaluation profiling are used in amended LLPP plans.	<ul style="list-style-type: none"> ➤ 80 percent of LLPP sites amend plans based on performance profiling conclusions 	
1.1.5 Complementary partnerships and coalitions with other agencies (United Nations, donors, NGOs, other government departments) working in the same areas are identified and established.	<ul style="list-style-type: none"> ➤ Number of collaborative initiatives agreed upon and implemented 	
1.2.1 LLPP and performance profile approach and methodology, guidelines and technical standards are established, upgraded and expanded.	<ul style="list-style-type: none"> ➤ LLPPA updated and refined by 2003 ➤ Performance profiles maintained on 500 LLPP sites 	

*** To be refined at the time of activity appraisal

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<p>1.2.2 Training as per the identified need for counterparts, farmers or staff of partner organizations is conducted.</p>	<ul style="list-style-type: none"> ➤ 10,000 households have received training, including IGA, by 2006 ➤ By 2006, participation of women increased by 50 percent compared with 2002 levels ➤ 1,500 counterpart staff trained locally (10 percent women) 	<p>There is willingness to learn new approaches and to share with others what has been learned.</p>
<p>1.2.3 Mechanisms are defined and activities implemented to promote HIV/AIDS prevention and control approaches.</p>	<ul style="list-style-type: none"> ➤ Training occurs at 500 LLPP sites ➤ 50 percent of trainees are women** 	
<p>1.2.4 <i>Woreda</i> government counterparts are equipped with transport and data processing capability to monitor and evaluate programme.</p>	<ul style="list-style-type: none"> ➤ 61 model areas have functional minimum equipment package dedicated to MERET activities 	<p>Resources that are available to WFP and counterpart institutions support the changes envisaged.</p>
<p>1.2.5 Monitoring and evaluation system is operational and used for decision-making and advocacy.</p>	<ul style="list-style-type: none"> ➤ M&E system refined and implemented by December 2003 ➤ Monitoring reports received from 100 percent of <i>woredas</i> ➤ 85 percent of reports received on time by the end of project 	<p>Resources and capacity are available to <i>woredas</i> and management.</p>
<p>1.2.6 Best practices based on evaluations and case studies are documented and disseminated.</p>	<ul style="list-style-type: none"> ➤ Number of cases documented 	
<p>1.2.7 Environmental education and natural resources awareness curriculum links MERET activities to primary education system.</p>	<ul style="list-style-type: none"> ➤ All planning teams trained on possible synergies by 2003 ➤ Curriculum (grades 1-6) improved by 2004 ➤ In-service training of teachers completed by 2005 	<p>Regional governments support linkage of activities.</p>
<p>1.3.1 Farm family soil and water assets are protected and used productively.</p>	<ul style="list-style-type: none"> ➤ 80 percent of LLPP sites demonstrated effective and diversified soil and water conservation measures 	
<p>1.3.2 Community natural resource assets including the reclamation of degraded communal property, are created or maintained.</p>	<ul style="list-style-type: none"> ➤ 72,000 ha of degraded lands converted into productive enclosures and afforestation sites by 2006 	<p>Resources and complementary materials are provided in a timely manner.</p>





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<p>1.4.1 Community user groups, including women and vulnerable groups, for participatory watershed planning, implementation and management are formed and sustained.</p>	<ul style="list-style-type: none"> ➤ 500 user groups for the management of community assets and income-generating activities are formed by 2006 ➤ All planning teams have active women's involvement in decision-making and implementation ➤ All planning teams have vulnerable group involvement in decision-making and implementation 	<p>The Government is committed to participatory community-based approach with emphasis on enabling staff to be operational.</p> <p>Local administration of programme is supportive of the involvement of women and more vulnerable members.</p>
<p>1.4.2 On-farm income generating activities to enable transitions to more sustainable livelihoods are developed and tested.</p>	<ul style="list-style-type: none"> ➤ Effective range of model on-farm IGAs, appropriate to the context of vulnerable households, tested and adopted by 2006 	<p>There is time, and capacity, to learn, disseminate and expand knowledge.</p>
<p>2.1.1 Targeting system for school selection and MERET communities is harmonized.</p>	<ul style="list-style-type: none"> ➤ 80 percent of new schools included in the school feeding programme are located at MERET communities 	<p>Willingness to collaborate on targeting exists at all levels (within Government of Ethiopia).</p>
<p>2.1.2 Dialogues with parents and community leaders to identify barriers to participation are completed.</p>	<ul style="list-style-type: none"> ➤ 80 percent of schools have school management committees ➤ 25 percent of schools document barriers to community participation 	<p>Commitment of counterparts and partners to involve communities in diagnostic process exists.</p>
<p>2.1.3 Incentive system for girls is pilot tested.</p>	<ul style="list-style-type: none"> ➤ 10,000 girls are supported 	
<p>2.1.4 Monitoring and evaluation system is made effective.</p>	<ul style="list-style-type: none"> ➤ Reports from 75 percent of schools received on time ➤ Regional- and <i>woreda</i>-level management units established 	
<p>2.1.5 Increasing commitment for addressing gender issues, especially as they relate to girls' education, is advocated.</p>	<ul style="list-style-type: none"> ➤ Number of awareness sessions organized 	
<p>2.2.1 Training and support in food preparation and management at the school level are provided.</p>	<ul style="list-style-type: none"> ➤ All headmasters trained ➤ All school management committees trained (by headmasters) ➤ All necessary NFIs provided 	



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2.2.2 School feeding at local schools is competently managed.	<ul style="list-style-type: none"> ➤ Food preparation staff in place at all schools ➤ Required infrastructure and equipment in place ➤ Communities provided support (fuelwood, wages, labour) 	Environment is conducive to communities' engaging in project activities (labour, time).
2.2.3 Food deliveries to schools are organized.	<ul style="list-style-type: none"> ➤ School management committees review/oversee timely food delivery ➤ Food delivered on time 	
2.2.4 Appropriate role of food aid advocated to leading government officials and other relevant organizations (donors, the United Nations, NGOs, etc.) is advocated.	<ul style="list-style-type: none"> ➤ Role of food aid in improving access to education recognized publicly by government officials, and included in annual education plans ➤ WFP participation in federal and regional policy and coordination fora. ➤ Field visits made by federal and regional government officials and by donors 	
2.3.1 Complementary activities (such as school gardens, MERET activities, health education, water and sanitation, etc.) are established at schools.	<ul style="list-style-type: none"> ➤ 25 percent of assisted schools have some form of complementary activity 	
2.3.2 Schools are used to demonstrate how nutrition, health and food security elements of curriculum fit together.	<ul style="list-style-type: none"> ➤ 25 percent of schools have linkages demonstrated through active programmes 	
2.3.3 Agreements with development agencies in the same geographic areas to share technical, financial and non-food resources and harmonize approaches are established.	<ul style="list-style-type: none"> ➤ Number of MOUs increased ➤ Number of MOUs effectively implemented increased 	Relevant development agencies believe that synergies are important.
3.1.1 A system for identifying expectant and nursing women is developed, agreed upon and implemented.	<ul style="list-style-type: none"> ➤ System implemented by mid-2003 ➤ 2,982 expectant and nursing mothers identified by end of 2006 	
3.1.2 Nutritional counselling and follow-up through home-based care volunteers are provided.	<ul style="list-style-type: none"> ➤ 2,982 expectant and nursing mothers counselled 	



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3.1.3	Beneficiaries attendance at the MCH clinics is followed up.	➤ Number of beneficiaries referred and attending the MCH clinics	
3.2.1	A system for identifying households requiring food assistance is developed, agreed upon and implemented.	➤ System implemented by 2003 ➤ 5,964 households identified by end of 2006	
3.2.2	Home-based care volunteers are identified, selected and provided with training using the standard manual.	➤ 150 HBC volunteers selected and trained by end 2003 ➤ Number of visits conducted by the HBC volunteers according to standard	
3.2.3	HIV/AIDS-mitigation services are provided through partners and NGOs.	➤ Number of community-based plans effectively supported by complementary partners	Resource and complementary materials are provided in a timely manner.
3.3.1	Training and technical assistance on LLPPA principles for kebele committees and other NGOs/CBOs is provided.	➤ Number of people trained and sessions conducted ➤ Rural LLPP tool and approach adapted to urban HIV/AIDS context in collaboration with others	There is willingness on the part of the other actors to take part in this programme.
3.3.2	Appropriate role of food aid is advocated to leading government officials and other relevant organizations (donors, the United Nations, NGOs, etc.).	➤ Number of people reached with advocacy message ➤ Participation in federal and regional policy and coordination fora	

ANNEX III

BUDGET PLAN FOR ETHIOPIA COUNTRY PROGRAMME (2003–2006) Basic Activities
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	Activity 1 MERET	Activity 2 School Feeding	Activity 3 Urban HIV/AIDS	Total
Food commodities (mt)	134 824	14 792	13 908	163 524
Food commodities (value, US\$)	19 104 561	4 909 471	2 807 956	26 821 988
External transport	7 319 482	116 575	1 559 760	11 442 752
LTSH (total)	14 291 344	2 130 048	778 848	17 200 240
LTSH (cost per mt)	106	144	56	
ODOC	2 385 882	422 000	241 537	3 049 419
Total direct operational costs	43 101 269	7 578 094	5 388 101	56 067 464
DSC ¹	4 671 892	860 928	487 659	6 020 479
ISC ²	3 726 307	658 244	458 309	4 842 860
Total WFP costs	51 499 468	9 097 266	6 334 069	66 930 803
Government contribution	8 080 792	3 291 669	800 000	12 172 461

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



ACRONYMS USED IN THE DOCUMENT

BOE	Bureau of Education
BOFED	Bureau of Finance and Economic Development
CP	Country Programme
CPCC	Country Programme Coordinating Committee
CVI	Chronic Vulnerability Index
DA	Development assistants
EGS	Employment-generation schemes
EMSAP	Ethiopia Multi-Sectoral AIDS Programme
ESDP	Education Strategic Development Plan
GFEI	Global Food for Education Initiative
<i>kebele</i>	Neighbourhood
LLPPA	Local-level participatory planning approach
LTSH	Landside transport, storage and handling
MCH	Mother-and-child health
MDG	Millennium Development Goals
MERET	Managing environmental resources to enable transitions to more sustainable livelihoods
MOE	Ministry of Education
MOFED	Ministry of Finance and Economic Development
MTCT	Mother-to-child transmission (of AIDS)
NAC	National AIDS Council
NEPAD	New Partnership for Africa's Development
NPSU	National Project Support Unit
NRDEPA	Natural Resource Development and Environment Protection Agency
PEP	Performance Evaluation Profile
PMU	Project management unit
RAC	Regional AIDS Council
SDPRP	Ethiopia: Sustainable Development and Poverty Reduction Programme
UNDAF	United Nations Development Assistance Framework
<i>woredas</i>	Districts

