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COUNTRY STRATEGY OUTLINES

Agenda item 4

For consideration

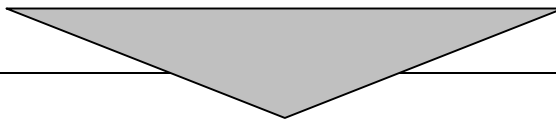
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COUNTRY STRATEGY OUTLINE— ETHIOPIA

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Note to the Executive Board



This document is submitted for consideration to 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. 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

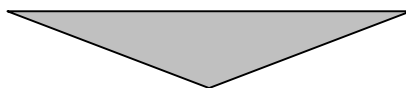


development activities on five objectives, four of which will be covered by this Country Strategy Outline (CSO):

- 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.

Draft Decision



The Board endorses the Country Strategy Outline for Ethiopia (WFP/EB.2/2002/4) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD SECURITY AND THE POOR AND HUNGRY

Food Insecurity at the National and Household Level

Economic and Social Context

1. In 1992, Ethiopia's new Government began extensive structural reforms of economic management, political administration and governance that led to great optimism about change and prospects for development. Between 1992/1993 and 1997/1998, GDP growth averaged 5.5 percent as a result of liberalization of the economy and promotion of a market-oriented system. Impact was limited, however, by comparable population growth of 2.6 percent. Ethiopia's population stood at 64 million in 2001. Per capita GDP actually decreased from US\$154 in 1983 (African Development Bank [ADB]) to US\$98 in 2000 (World Bank). Economic progress was set back as a result of the border war with Eritrea from May 1998 to June 2000. At the same time that that conflict was raging in the north, Ethiopia was suffering from a gradually unfolding disaster. It began with a drought that started in some areas as early as mid-1998 and worsened steadily during 1999. At the drought's peak in 2000, more than 10 million people were in need of food assistance, making the disaster exceptional in its dimensions and severity. Ethiopia remains one of the poorest LDCs and LIFDCs in the world.
2. The period since the 1992 government reorganization is characteristic of the pattern of vulnerability in Ethiopia: periods of encouraging development alternating with devastating setbacks caused by natural and man-made disasters. The primary cause of vulnerability is an economy heavily dependent on subsistence agriculture in an environment subject to natural disasters, including recurrent drought. The lack of livelihood alternatives leaves rural Ethiopians particularly vulnerable to even slight climatic variations affecting agricultural production. Extensive poverty means there are few assets or savings with which the average rural household can cushion a shock. Those particularly vulnerable to food insecurity are highland farmers living in degraded environments, especially those without land and oxen, poor agropastoralists and pastoralists, displaced persons and households headed by women. In urban areas, those most vulnerable are households headed by women and groups affected by HIV/AIDS. Ethiopia is currently home to more than 160,000 refugees from Eritrea, Sudan and Somalia; in 1995, there were more than 300,000.
3. Vulnerability begins at birth: children in Ethiopia are born into a hunger trap. Food insecurity and hunger mean that mothers are more at risk. Maternal mortality is estimated at 871 per 100,000 live births.¹ Underweight babies account for 12.4 percent of live births; infant mortality is 110 per 1,000 live births. Hungry children are more susceptible to disease and death: Ethiopia's under-5 mortality rate is 173 per 1,000 live births; 52 percent of children under 5 are stunted; 47 percent are underweight.² On average, 10 percent of children are wasted, but there are seasonal variations and significant regional variability, where wasting can be as high as 18 percent. All of these statistics are higher than the

¹ All statistics are from the Demographic Health Survey, 2000, and Human Development Report, 2001.

² Stunting, or low height-for-age, reflects a sustained past episode or episodes of undernutrition. It indicates a chronic condition that is less life threatening in the immediate future than wasting, but that carries serious implications for longer-term growth.



average for sub-Saharan Africa. Ethiopia ranks 158th out of 162 countries on the UNDP Human Development Index and 141st out of 143 on the Gender Development Index.

4. HIV/AIDS is a growing problem in Ethiopia. An estimated 3 million people are infected, the third highest number in Africa. It is largely an urban phenomenon: the average urban rate is 15 percent, compared with rural prevalence of about 5 percent. Studies demonstrate that urban, unmarried productive adults are most at risk (Abebe, 2001). Ninety percent of children with the virus acquired it from their mothers through mother-to-child transmission (MTCT). AIDS is one of the most significant causes of mortality in adults, contributing to growing numbers of street children and orphans (Kebede, 2000). There is a strong correlation between HIV and poverty and between poverty and food insecurity. HIV/AIDS will thus affect food-insecure households disproportionately, particularly poor women who are forced into prostitution to earn income. Without intervention, the cycle of HIV and poverty will affect greater numbers of families, creating new food-insecure households.
5. Human capacity is further compromised by low investment in education. Children in food-insecure households are less likely to attend school, as they are needed at home to work. Only about one in six children of primary school age attend school; 28 percent of those who do enrol in grade 1 drop out before the end of the first year (Ministry of Education [MoE], 2001). Despite improvements in the last five years, the gap in schooling between boys and girls continues to grow, even as the enrolment rate for girls increases. Gross enrolment in rural primary schools is 47 percent for girls compared with 67 percent for boys, with large regional variations; some regional enrolment rates are as low as 7 percent for girls and 10 percent for boys. The majority of children start school late: the average age of entry to grade 1 is 11 years (World Bank), so girls who drop out of school upon reaching puberty have had only a few years of schooling. With so little education, these young women are less able to find alternative income sources and are less able to care effectively for their children.

Food Availability and Food Production

6. Agriculture is the most important sector in the Ethiopian economy. It provides the livelihood of the majority of the population, 83 percent of whom live in rural areas. Improvements in cereal production through intensive growth in areas of high potential were made during the 1990s. Population growth, however, has impeded any improvement in the per capita foodgrain supply, which has decreased by 1.15 percent since 1970. Between 1993 and 1999 there was a structural food gap of about 585,000 tons of cereals, based on average imports including food aid (Food and Agriculture Organization [FAO], 1999).



7. Subsistence agriculture, the backbone of the economy, remains prone to crisis. Although Ethiopia's volcanic soils are naturally rich and potentially very productive, they are extremely fragile. Environmental degradation is exacerbated by poverty. Farmers cannot afford to implement natural resource management practices and are forced into continuous cultivation of diminishing holdings of less and less productive land. Sixty percent of rural households have access to less than 1 ha of land.³ With population growth at 2.6 percent per year, and land-use rights subdivided within families, even this marginal amount of available land will shrink.
8. The all-embracing character of poverty, food insecurity and land degradation requires a correspondingly wide range of responses, including alternative livelihood options that will reduce population pressure on rural land. Agricultural production will meanwhile continue to be the main livelihood for most rural communities, and interventions to reduce damaging and unsustainable land-use practices will be necessary.

Food Access

9. Food access problems in Ethiopia are as important as availability, given the constraints to production described above. Except for self-sufficient farmers, household food security depends to a large extent on food purchases. Household expenditure surveys show that 49 percent of households earn less than US\$1 per day (Government of Ethiopia, Central Statistics Agency [CSA], 1996). These poor households, 25 percent of which are headed by women, spend 62 percent of their income on food. Their ability to obtain sufficient food is determined by household income, accessibility of markets and availability and price of food.
10. Limited purchasing power is a serious constraint, because off-farm earning opportunities are few. Markets do not function well in Ethiopia and large local price disparities are common. Zones with serious pulse and cereal deficits border zones with significant surpluses, as shown on the map in Annex I. Limited commercial trading in cereals is constrained by poor integration of internal and international markets. Physical and economic access to food markets for poor families is further compromised by isolation from local, national, regional and world grain markets. Studies have shown that 75 percent of farms are more than a half a day's walk from an all-weather road, a factor that limits market access.
11. A typical pattern emerges. Poor households will produce insufficient food to meet annual needs. They will produce on average five to six months' supply, which means that they are food insecure between 40 percent and 50 percent of the time (Save the Children Fund, United Kingdom [SC-UK], 2000). Following an inadequate harvest in November and December, poor households will be forced to sell or return up to 50 percent of their production in January to pay debts incurred for agricultural inputs or as shareholders. January is when cereal prices are at their lowest. By April, cereal prices are high. With household food stocks running low, poor families are unable to purchase their minimum requirements. Without assistance in times of critical shortages, families are forced to strip shared environmental resources around the homestead and sell assets, or to beg, borrow or migrate if they are already destitute. Nutritional trends similarly demonstrate seasonal availability of food. In Wolayita in the Southern Peoples, Nations and Nationalities State (SNNPR) for example, data from 1996 to 2001 show that mean weight-for-length in

³ It is estimated that the minimum land size required in low-potential areas is 2.5 ha. Agricultural production based on the average landholdings in Ethiopia is insufficient to feed a family of five even if production is increased three times with improved technology (Middlebrook, 2000).



children under 5 normally declines to 91 percent in April and improves to 94 percent with the *meher* harvest in October (SC-UK, 2001).

Utilization

12. Given present availability and accessibility, Ethiopians consume on average 1,858 kcal per day, which is 88 percent of minimum requirements (CSA, 1997). Not eating enough, however, is only part of Ethiopia's food-insecurity problem. Most food-insecure people suffer from poor food utilization as well as inadequate consumption.
13. In Ethiopia, mothers tend to neglect their own needs, even though they control household food. Men are fed before they leave for the fields; women tend to eat later (Kerkdijk, 1999). Studies show that the increased energy required during pregnancy and breastfeeding is not compensated by higher food intake. There is evidence of chronic energy malnutrition of 30.1 percent in Ethiopia, even among women who are not expectant mothers (Demographic and Health Survey [DHS], 2000). Ethiopians suffer from preventable micronutrient deficiencies, iodine deficiency being the most serious. Surveys show that 31 percent of schoolchildren suffer from goitre. Food absorption is closely related to safe water and good sanitation. The Welfare Monitoring Survey (1998) indicated that for 86 percent of rural households, the drinking water, which comes from rivers, lakes or unprotected springs, is not fit for human consumption and that 92 percent of rural households, have no sanitation facilities. Diarrhoea is the leading cause of outpatient visits among children (Ministry of Health [MoH], 2000).

Food Security and Recurrent Disasters

14. Ethiopia is well known for its droughts and other natural disasters—floods, hail and pest and weed infestations. Drought destroys food crops, livestock and community property resources such as pastures and trees. Given the deteriorating natural resource base, even variable rains have a devastating effect. Dry spells, which are common, can quickly push families living on the margin of food security into the hunger trap. Even in good years, 3 to 4 million people need external food assistance. In an acute food-insecurity crisis, such as occurred in 2000, this number can quickly grow to between 7 and 10 million.

The Target Population

15. The people most vulnerable to food insecurity in Ethiopia are defined by their livelihood, their natural resource base, the frequency and severity of the shocks that affect their capacity to grow or purchase food and their ability to cope with those shocks in terms of human and natural productive assets. They are further defined by their location. The map of the Chronic Vulnerability Index (CVI) in Annex II shows the regions most at risk to food insecurity. The most vulnerable people in these areas fall into three groups: highland subsistence farmers, lowland pastoralists and agro-pastoralists and the urban poor; the third group is vulnerable to HIV/AIDS. In these groups, the majority of the most vulnerable people are women and children, particularly those in households headed by women. WFP normally targets the chronically food-insecure communities that suffer first from acute food insecurity; the numbers are given below.
16. **Subsistence farmers in the highlands of Ethiopia.** There are 10.2 million people living in the most vulnerable *woredas* (districts) of Amhara (e.g. Wollo), Tigray and Oromiya (e.g. Haraghe) and SNNPR (e.g. Wolayita) who are at risk of food insecurity. As a result of the series of climatic disasters suffered by these regions, there are about 3.2 million acutely food insecure people in any year, about 14 percent of the population. Vulnerability in these communities results from:



- dependence on highly variable rains, including the short or *belg* rains;
 - high population density, which has resulted in small landholdings;
 - unsustainable farming practices, including expansion of cultivation on steep slopes, leading to intense land degradation;
 - limited livestock holdings resulting from overgrazing of pasture; and
 - lack of adult male labour for on-farm work and off-farm opportunities, making households headed by women particularly vulnerable.
17. These factors contribute to chronic food-production deficits and subsequent sales of productive assets. In the last decade, this has resulted in a process of destitution, the magnitude of which is only beginning to be understood.
18. **Pastoralists and agropastoralists in the lowlands.** There are 4.3 million pastoralists and agropastoralists at risk of food insecurity in Oromiya (East and West Haraghe, Bale and Borena), Afar, Somali and Gambella regions. In any given year, about 935,000 of these people, or 21 percent, are acutely food insecure. These communities farm poor soils and are victims of highly erratic rainfall, which leads to chronic food-production deficits. They suffer from economic marginalization because of poor road infrastructure and lack of cereal markets, which leaves communities vulnerable to local price fluctuations affecting the purchase of staple foods, on which they depend. Cross-border trade barriers exacerbate vulnerability because of people's dependence on trade for income-generation. Pastoral areas lack facilities such as health clinics and schools that would ensure greater capacity to cope with shocks. Their population growth rate is even higher than that of subsistence farmers in the highlands, which increases the pressure on a dwindling natural-resource base. Unfortunately, owing to increasing competition over resources, conflict becomes another dimension of food insecurity in these regions.
19. **Urban food insecurity exacerbated by the growing prevalence of HIV/AIDS.** Of the 10 million people who live in urban areas, 3.2 million are at risk of food insecurity. In these areas, 41 percent of children are stunted, rivalling the rate in rural areas. Urban poverty is pervasive—32 percent of people are poor—and affects 53 percent of households headed by women. HIV/AIDS is currently a largely urban phenomenon, at 15 percent, compared with 5 percent prevalence in rural areas. It is estimated that of the 3 million people infected with HIV/AIDS, 1.5 million live in urban areas. Studies indicate the rising incidence of HIV/AIDS orphans and street children (Kebede, 2000).

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies and Programmes

20. The Government of Ethiopia has identified poverty reduction as the country's main challenge in its national development plans. Food insecurity is the best measure of poverty in Ethiopia. The immense magnitude of the problem is revealed by the fact that over half the country's population lives below the poverty line of less than US\$1 per day (World Bank). The Government's response to food insecurity has been articulated in three policies developed since the restructuring of the Government in 1992:
- a National Disaster Prevention and Management Policy (NDPMP);
 - a National Food Security Strategy; and



- a Poverty Reduction Strategy Paper being prepared in a nation-wide participatory process.
21. The NDPMP was written in 1993 to integrate relief and development plans more closely. Its central aim was to promote a reorientation towards disaster prevention and to integrate these efforts into the Government's development activities. The NDPMP includes disaster-prevention strategies such as employment-generation schemes (EGS) or food-for-work, early-warning systems, an emergency food security reserve, a national disaster prevention and preparedness fund and logistics capacity and emergency-response mechanisms.
 22. The National Food Security Strategy, defined in 1996 and currently under revision, rests on three main pillars:
 - economic growth and employment based on macro-economic policies that are intended to provide long-term enabling conditions to alleviate poverty;
 - entitlement/access and targeted food-assistance programmes; and
 - improvements to emergency capabilities, including better monitoring, surveillance and early-warning arrangements and strengthened food and relief distribution capabilities.
 23. With support from the World Bank and the International Monetary Fund (IMF), the Government of Ethiopia developed an interim Poverty Reduction Strategy Paper to initiate dialogue in preparation for a full poverty reduction strategy. Consultations took place during the last quarter of 2001. This strategy is expected to define the Government's approach to many dimensions of poverty in Ethiopia and will include agricultural development-led industrialization (ADLI), focusing investment on a productivity-enhancement package following the Global 2000 model.⁴

Food Aid Policies

24. Ethiopia does not have an explicit food aid policy, but the NDPMP includes reference to management of relief food assistance. When it was produced, this document was considered very farsighted. It recognized the crucial link between relief, rehabilitation and development and stipulated that 80 percent of relief assistance be distributed through EGS as a means of using food assistance for development. However, at the time, and subsequently, the Government of Ethiopia has not differentiated between chronic and acute food insecurity in terms of need estimates during the annual food assistance appeal process.

Food Aid Flows

25. Since the 1983–1984 famine, Ethiopia has received annual food aid of between 350,000 tons to 1.4 million tons per year. This gives an annual average of 700,000 tons, making Ethiopia the world's second largest food aid recipient after Egypt (FAO/WFP, 2000). Food aid annually contributes between 5 and 15 percent of the country's food grain supplies.
26. Annex IV outlines the profile of WFP's assistance to Ethiopia since 1965. Since then, WFP assistance has exceeded US\$1.5 billion. In 1999 alone, WFP provided assistance of US\$88.9 million, 14 percent of Overseas Development Assistance in that year. Since 1965, 23 percent of WFP's contributions have been in the form of development projects. The

⁴ The Global 2000 initiative, of which Ethiopia is a part, promotes input and technology packages, expanded extension services and infrastructure development with a view to increasing domestic production of food.



remaining 77 percent have been emergency operations (57 percent) and protracted refugee and relief and recovery operations (20 percent).

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

27. WFP's current CP seeks to improve the degree of food security among highly vulnerable people in chronically food-insecure areas. From mid-1998 through mid-2001, through its development activities, WFP assisted approximately 1.7 million beneficiaries directly with about 167,000 tons of food, worth some US\$69.8 million. Participation rates among women are increasing, involving 43 percent of beneficiaries.

Summary of Programme Outputs

28. Seventy-two percent of WFP development resources are invested in expanding community-based asset creation to reverse centuries of land degradation in the Participatory Rural Land Rehabilitation activity. The activity currently involves 1.4 million beneficiaries in 750 communities, who undertake activities to reverse soil losses, regenerate water sources and revive vegetative growth on steep hillsides. Increasing attention is being given to transforming natural resources into productive assets that benefit households directly. Fifteen percent of WFP development resources are devoted to assisting the Government's efforts to extend primary education to the most food insecure areas through school feeding in more than 600 schools for 260,000 children. About 13 percent of WFP development resources are utilized among the urban poor in Addis Ababa. To date, 39,000 beneficiaries have been assisted. Activities serving groups vulnerable to HIV/AIDS have recently become a more prominent feature of WFP-assisted NGO programmes.

Effectiveness of Targeting

29. WFP's programme has been "well targeted to the poorest, most food insecure geographic areas in its two rural activities" according to the Mid-Term Evaluation (MTE) of the CP. The MTE noted, however, that there were opportunities to converge the activities, promoting the benefits of synergies. Effectiveness of targeting in urban areas needs to be reviewed.
30. In 1999, the Disaster Preparedness and Prevention Commission (DPPC), with WFP, led an exercise to define relative chronic food insecurity using an indicator-based methodology. Annex III describes the process used to create the CVI, by which WFP's targeting effectiveness is assessed. Using this index, 73 percent of sites currently in the Participatory Rural Land Rehabilitation activity and 64 percent of school feeding sites are in areas with the highest chronic food insecurity. Given that the CVI was developed for *woreda*-level targeting, the most cost-efficient administrative level (Sharpe, 1997), any discrepancy between the CVI and site selection is due to sub-*woreda* food insecurity or alternative objectives such as promoting enrolment of girls in schools.

Appropriate Use of Food Aid

31. Food is directed to areas of the country where it is in short supply for much of the year and where the households that WFP works with are too poor to purchase it. WFP's asset-creation programme enables the poorest households, which are selected by the communities themselves, to benefit from 270 kg of wheat in exchange for up to three months of work, providing 30 percent of the household's annual food needs. Food gives



these households caught in the hunger trap breathing space to invest in local land-rehabilitation activities aimed at restoring the immediate surroundings of households and communities. One third of rural primary-school students walk more than 5 km to school. The nutritious meal provided for students improves their attention span and learning capacity and acts as an incentive for them to attend classes and to stay enrolled.

Impact of Food Assistance

32. An important objective of WFP development programmes is to mitigate natural and man-made disasters. An objective of vulnerability analysis and mapping (VAM) is to make targeting of interventions more effective, promoting convergence of the activities of WFP and its partners for greater impact. Success is demonstrated by decreasing demand for relief in areas where development activities are at work. A country office analysis has shown that where WFP supports development activities, the rate of variance of emergency needs between 1994 and 2001, expressed as a percentage of people in need of emergency assistance, was 34 percent less than in areas where there were no WFP development activities.
33. A country office pilot assessment of the 1998 Participatory Rural Land Rehabilitation activity demonstrated impact from two different perspectives. Ninety percent of participants believed that soil erosion had decreased, 83 percent thought soil depth had increased and 72 percent thought the number of trees had increased, all as a result of the activities. With regard to sustainability, 65 percent of farmers said they would continue planting trees, even without food assistance. Soil sampling confirmed farmers' impressions and demonstrated significant improvements in soil quality in terms of depth, moisture and nutrients as compared to control sites with no interventions. There was on average a 22 percent improvement in measurable indicators.
34. A country office assessment of school performance found that the 2000 school feeding activity had a significant impact on enrolment and retention. Enrolment was found to have increased in 100 percent of assisted schools as opposed to 69 percent of non-assisted schools; the drop-out rate decreased in 73 percent of assisted schools, compared with 39 percent of non-assisted schools. These trends were even more pronounced among female students.
35. The MTE concluded that there is a need to strengthen monitoring and accountability systems. The asset-creation programme in particular needs to consider long-term attitude and behavioural changes brought about by the activities. Reporting requirements in all three activities need to be enforced more vigorously, particularly in the case of local government reporting of school feeding activities.

Partnerships and Coordination

36. According to the MTE "there is solid evidence of partnered analysis, planning, implementation, monitoring and evaluation throughout the programme". Activities are implemented in close collaboration with farmers' associations, community groups involved in school feeding and NGOs in rural areas and Addis Ababa. There is a need to identify other partners who can contribute a range of essential non-food resources to activities to enhance the impact of WFP's food resources.
37. Significant gains will accrue to activity beneficiaries when partners are identified to provide sequential inputs. These production- or income-enhancing activities will capitalize on successful asset-creation to enhance further the food and livelihood security of participating households. Schools can be a focal point for community and partnership initiatives to improve social infrastructure and services for improved incomes, health and



productivity. In urban activities, a crucial element will be what partners can contribute to complement WFP food.

Meeting Commitments to Women

38. Government policy explicitly promotes development activities focused on encouraging the participation and status of women. WFP has insisted that gender be used as a criterion in all targeting. An estimated 44 percent of the direct beneficiaries of the Land Rehabilitation activity are women. In this activity, women are more likely to participate and are more often represented in decision-making committees through the local-level participatory planning approach (LLPPA). Further support for these developments is needed, however. WFP-assisted schools are selected partly on the basis of girls' enrolment rates in order to encourage greater enrolment of girls; studies have shown important positive effects on income-generation, health and nutrition. Approximately 46 percent of the beneficiaries of the school feeding activity are female. Girls and women account for about 70 percent of the beneficiaries of the urban activity.

FUTURE ORIENTATION FOR WFP ASSISTANCE

39. WFP's mission in Ethiopia is to support the Government's poverty-reduction strategies focusing on the most vulnerable food-insecure groups. With partners, food assistance will promote community-driven initiatives that:
- support women and children and those vulnerable to HIV/AIDS;
 - mitigate the effects of disasters;
 - create productive assets; and
 - build human capacity.
40. These initiatives, supplemented by relief efforts whenever there are emergency needs, are intended to support a transition to more sustainable livelihoods.⁵
41. WFP's top priority in Ethiopia will remain assistance to the most vulnerable food-insecure populations, especially women and girls, as defined by their geographic location, livelihood strategy and socio-economic status. These are:
- subsistence highland farmers living in Amhara (e.g. Wollo), Tigray and Oromiya (e.g. Haraghe) and SNNPR (e.g. Wolayita);
 - pastoralists and agro-pastoralists in the lowlands of Oromiya (East and West Haraghe, Bale and Borena), Gambella, Afar and Somali regions; and
 - the urban and periurban poor, mothers, children and other groups who are vulnerable to HIV/AIDS.
42. These vulnerable groups remain food insecure because of natural and human constraints to capacity that limit livelihood opportunities. These include land degradation resulting in the loss of environmental assets, which inhibits agricultural production in low-potential food-insecure areas, lack of income-generating opportunities to support alternative

⁵ In accordance with WFP's Enabling Development policy (decision 1999/EB.A/2), WFP resources will be used to enable young children and expectant and nursing mothers to meet their special nutritional and nutritional-related health needs (1), enable poor households to invest in human capital through education and training (2), enable poor families to gain and preserve assets (3), and enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods (5).



livelihoods and low human capacity resulting from poor human development, including education and health. WFP's priorities therefore remain income-generation linked to productive asset-creation and capacity-building through education and health. Participatory problem analysis, identification and implementation of solutions and monitoring and evaluation are at the forefront of these activities.

43. The priorities are consistent with the goal of the Ethiopia United Nations Development Assistance Framework (UNDAF) that is “contributing towards reducing absolute poverty”. Food security and sustainable agricultural development, productive employment, access to basic social services and HIV/AIDS are four of the six thematic areas of UNDAF that the strategy will directly address.⁶

Complementarity and the Programme Approach

44. Emphasis will be placed on finding linkages between activities in targeting, activity planning and partnerships. Ensuring geographic overlap of these activities will intensify efforts to meet broader food-security goals. Other complementary opportunities are identified.
45. Complementarities exist in the local purchase of food, which will be a priority in the strategy. The local-purchase approach will have macro and micro dimensions. In good agricultural production years, WFP will advocate that a greater proportion of food assistance be procured locally, in order to support production and redistribution of food between surplus and deficit areas through the markets. In poor years when serious deficits exist, WFP will import commodities to ensure sufficient availability. At the micro level, WFP will support the purchase of small quantities of food in *woredas*, in order to stimulate markets close to the intervention site. WFP will lobby partners to provide cash for both dimensions of this strategy.
46. The urban initiative currently supports a variety of activities in Addis Ababa. The new activity will have more clearly defined objectives and more quantifiable targets. Many of the current local NGO partners will remain the same; they are aware that the urban activity will be redesigned to focus on women and children and other groups most vulnerable to HIV/AIDS.

IDENTIFICATION OF KEY AREAS FOR ASSISTANCE

Managing Environmental Resources Better to Enable Transitions to More Sustainable Livelihoods (MERET)

47. Attention will be focused on regions and populations most highly vulnerable to climatic shocks: the densely populated highlands and agropastoral and pastoral lowlands. Given the cycle of poverty, environmental degradation and variable agricultural production, WFP's role is to support the creation, rehabilitation and preservation of productive assets that enable income-generation, thereby reducing chronic food insecurity and mitigating disasters.

⁶ The other two thematic areas—sustained economic growth and good governance—are indirectly related to the CP. It is assumed that improving food security in targeted areas will contribute to economic growth, because an increase in incomes will generate local markets for production. CP activities will, through the focus on community participation, support efforts to improve good governance by increasing accountability of government service providers.



48. WFP's rural land rehabilitation activity has changed considerably over its 20-year history. The initial approach focused on technical solutions imposed from the top down and applied to large watersheds. It was substantially modified in the early 1990s, with a strong focus on community participation based on the local-level participatory planning approach. In the current expansion there has been increasing emphasis on household production and productivity, a strategic direction endorsed by the Ministry and Bureaux of Agriculture, which agree that addressing chronic food insecurity requires a more comprehensive and systematic focus on people. In this regard, steps have been taken to promote women's participation in decision-making, particularly the guideline agreed at Ministry and Bureau levels that women should make up 50 percent of local planning committees.
49. The sharpened focus of the activity will be to create productive assets at community and household levels, helping families (particularly households headed by women) to escape the hunger trap through a shift to more sustainable livelihoods. The activity will adapt and broaden its LLPPA to encompass a greater number of production-oriented conservation activities in which income-generation is a primary purpose.
50. Given the importance of rural access to income-generation, additional emphasis will be placed on linking farms to markets through footpaths, local feeder roads and seasonal farm-to-market roads. This will facilitate local purchase and sharpen the focus on food security.
51. The crux of the food aid debate in Ethiopia concerns relief response that is ineffectually aimed at chronic food-insecurity problems. It saves lives but does not promote sustainable livelihoods. WFP's long experience with LLPPA and asset-creation for chronically food-insecure people gives considerable scope for scaling up development approaches in communities afflicted by disaster and supporting EGS activities through capacity-building for local counterparts, an effort successfully tested in 2001.

Promoting Education through School Feeding

52. Human capacity-building through school feeding, the second activity designed to improve food security, will continue to address enrolment and retention problems among rural children, especially girls. Providing a school meal offsets a family's opportunity costs for sending children to school and creates an incentive to attend. Support for special incentives encouraging girls to attend, such as the pilot programme for take-home rations for girls, will continue. In order to enhance the programme approach, the target area for school feeding will be gradually converged with the MERET programme. As households improve their livelihoods through a more productive asset base, they will be able to provide their children with better nutrition, offering a phase-out strategy. The two programmes can be mutually supportive in terms of providing market incentives and a framework for community planning. Schools are one of the few community institutions in rural areas, so WFP will promote ways to improve household's participation in school activities.
53. Participation and partnership can enhance the impact of school feeding on food security in several ways. School management can act as a catalyst for broader community involvement by implementing lessons learned from local participatory planning promoted in the MERET programme. Equal representation of women on school planning committees will be promoted. School water and sanitation projects, for example, and nutrition and health will be improved through complementary activities in partnership with other agencies. Information, education and communication programmes promoting health, nutrition and HIV/AIDS awareness will have wider impact as a result of increased



attendance at WFP-assisted schools, complemented by the community vision of schools as a centre for activities.

Supporting Women and Children and Those Vulnerable to HIV/AIDS

54. The urban activity is currently based only in Addis Ababa. It tackles a range of urban problems, with partners submitting ideas for utilizing food in their activities. WFP proposes to change the focus of the activity to areas of high HIV/AIDS prevalence, such as urban and peri-urban corridors. The revised activity will focus on care and support of women, children and other groups vulnerable to HIV/AIDS. There will be a clear focus on strong community participation, as in other WFP programmes in Ethiopia.
55. This is important for several reasons. In its current design, the urban activity lacks focus, spreading limited human, financial and technical resources too thinly. The importance of seeking solutions for HIV/AIDS is well recognized in Ethiopia, where there are alarming prevalence rates, especially in urban areas. The role of food aid for care and support of groups vulnerable to HIV/AIDS is acknowledged. Many of the urban activity's current partners already have an HIV/AIDS focus. By choosing the thematic focus of HIV/AIDS, additional complementary resources from other donors engaged in the battle will be clearer and more straightforward.

Meaningful Partnerships and Scope for Joint Programming

56. This CSO has been developed through a consultative process involving a range of present and possible programming partners, local and regional authorities and organizations that implement WFP activities.
57. WFP's planning and implementation partners were primarily government agencies at various levels. A key limitation to WFP is the scale of non-food resources it has at its disposal. WFP will be more proactive with donors and NGOs to encourage a convergence of activities. Four types of partnership are envisaged.
 - **Sequential partnerships.** Communities that have benefited from asset creation will be connected to opportunities to exploit these assets in other ways. The sequential partner might contribute cash, technical assistance or other non-food inputs to the community to add value to the existing asset. Follow-on activities by NGOs in areas where activities have worked or investment projects supported by the World Bank in areas where an asset base has been created are characteristic of the sequencing concept.
 - **Synergies.** Internal complementary partnerships with layering of asset-creation activities in the same areas as school feeding will allow the two activities to work closer together.
 - **Synergies from external partnerships.** Other agencies with complementary inputs such as technical assistance, management or cash will be found. NGOs, the World Health Organization (WHO), FAO, the United Nations Fund for Population Activities (UNFPA), United Nations Children's Fund (UNICEF) and UNDP all have programmes that may provide opportunities to capture synergies. The United Nations Development Group (UNDG), within the framework of UNDAF, has agreed to review collaboration and complementarities between agency activities, and WFP activities will benefit from this process.
 - **Strategic alliances.** These will be made particularly with agencies working in the areas of food security, education and HIV/AIDS.



Effects and Impact Assessment

58. WFP monitors mainly activity processes and results. The effects and impact of its interventions have not been thoroughly assessed. This important area of renewed effort is addressed in the new strategy. WFP will demonstrate that its interventions have changed the attitudes of government counterparts and participating communities, for example with regard to productive conservation and women in decision-making. WFP will work with development partners to assess broader changes in the food-security situation in project areas through assessment of livelihoods. Its work will focus on improved tools, capacity building for regular implementation of these tools and institutionalizing impact assessment.
59. Participatory monitoring and evaluation approaches are already being integrated into activity planning where WFP supports asset creation. Collection of information and baseline data will contribute to trend analysis and final impact assessments. Impact assessments such as case studies will become more systematic, so as to identify cases where a participant has been very successful or less so, to understand the reasons for success and replicate or improve approaches based on these findings. Modules for monitoring and evaluation and impact assessment will be extended to other programme activities.

Unchanged Priorities

60. Capacity-building, both direct and indirect, is the core of WFP's work in Ethiopia. In the new strategy, this emphasis will remain unchanged because it is the basis of WFP's success. Capacity-building benefits both government counterparts and communities. It is not limited to training, but includes participation through the community approach as a priority. WFP has shown that government and community involvement in the LLPPA increases community ownership of the assets created, improves the quality of work, enhances women's participation and contributes to sustainability.

Operational Implications

61. In the transition to the new CP, adjustments will be required to:
- view activities in a programme context and work to maximize synergies;
 - become more pro-active in seeking partnerships to provide complementary inputs and technical assistance;
 - adapt the existing monitoring and evaluation (M&E) approach to capture the effects of activities, while continuing to monitor results and processes; and
 - use the country office's highly developed VAM capability to advocate more effective national food-assistance interventions and policies for the food-insecure target group.

Harmonization Implications

62. WFP's next four-year CP cycle will be harmonized with other UNDG programme cycles within the framework of UNDAF and will cover the period 2003–2006.

KEY ISSUES AND RISKS

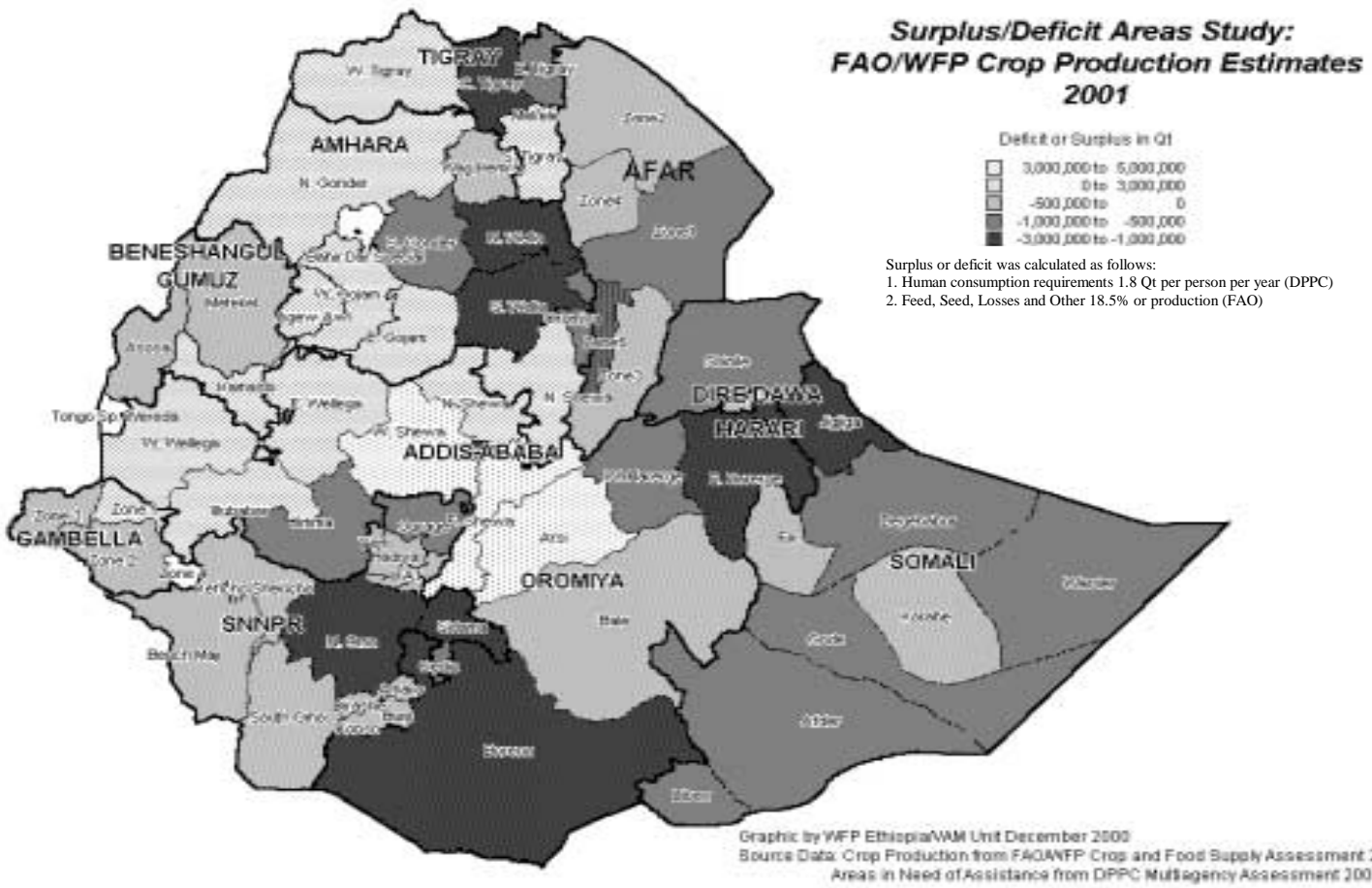
63. Ethiopia has a history of oscillations between periods of encouraging development and devastating natural or man-made disasters. Such setbacks disrupt normal routines, divert resources away from development and often create more food-insecure households and a



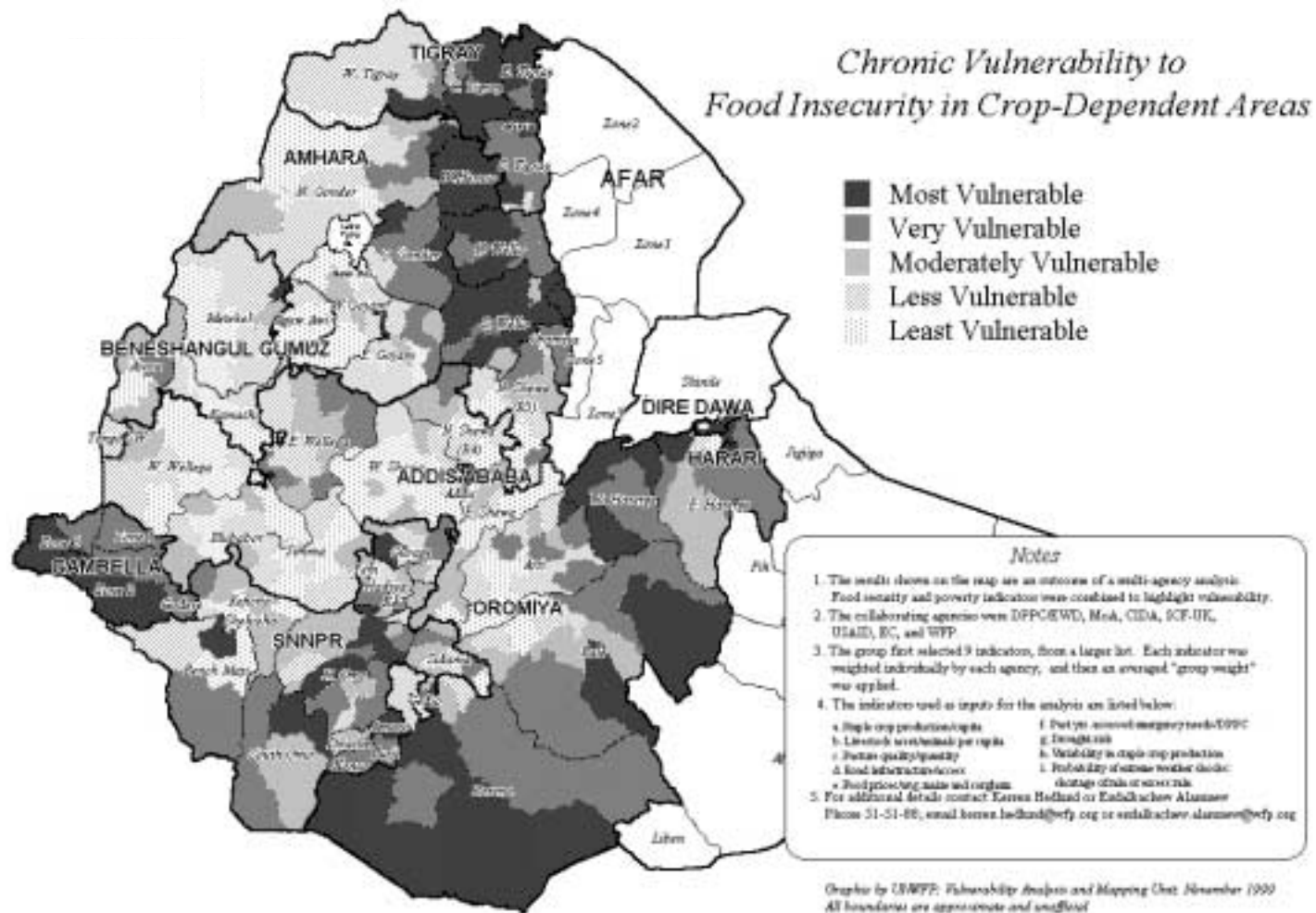
greater degree of food insecurity. There is a risk that another disaster will overwhelm the country and further set back the development agenda for its poorest people.

64. Chronic food insecurity is a pervasive problem. A very wide range of interventions is required to address it. These in turn require strong, consistent and multi-annual support if they are to be successful. Although Ethiopia has received considerable support during times of crisis, the level of support for addressing chronic food insecurity in a comprehensive manner has been more modest.
65. Many potential partners have programmes in different areas or work with beneficiaries at a different socio-economic level, and consequently have different targeting priorities. WFP works with the poorest of the poor in some of the most food insecure *woredas* of the country. There is a risk that partners with desirable complementary resources and activities will not overlap with WFP's targeting priorities and that compromise will prove impossible.
66. The important role played by regional authorities in planning and resourcing development programmes, in particular those related to food security and HIV/AIDs, will require WFP to undertake more consultations at the regional level to ensure full complementarity. Agreements may need to be reviewed and the current extensive sub-office network will have to be maintained so that WFP can participate fully at this level.





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TARGETING RELIEF AND DEVELOPMENT: THE CVI

In the context of food insecurity, vulnerability is typically defined as the probability of an acute decline or chronic deficit in food availability or access resulting in a reduction in food consumption below minimum requirements. According to Chambers (1989), vulnerability represents "defencelessness, insecurity and exposure to risks, shocks and stress and difficulty in coping with them". By this definition, vulnerability is a result of exposure to risk factors, such as drought, conflict, extreme price fluctuations and of underlying socio-economic processes that reduce people's capacity to cope with those risks. Vulnerability is thus viewed as follows:

Vulnerability = Exposure to Risk + Inability to Cope

WFP's VAM Standard Analytical Framework describes vulnerability using two processes: secondary data analysis or the indicator approach, and primary data analysis using participatory vulnerability profiling. The first step is described here. In Ethiopia, the first exercise was undertaken in 1999 and will be updated in early 2002. The second step will be completed in early 2002.

Secondary Data Analysis

In Ethiopia, WFP relied on secondary data sources to produce a vulnerability index that describes the relative degree of vulnerability across districts or *woredas*, which are the most cost efficient with regard to likelihood of inclusion or exclusion error in Ethiopia (Sharp, 1998).

Strengths

Given the extensive study of vulnerability in Ethiopia, indicators can be chosen that support a particular framework, in this case Chambers "risk plus coping". The choice of indicators was participatory, ensuring stakeholder analysis. The indicators were readily available from existing sources, thereby adding value to prior investments in information at limited additional cost. Indicators were derived from secondary sources often based on strong sampling methods, which enabled some regional disaggregation of indicators and allowed for greater geographic coverage at the *woreda* level, an ideal level of disaggregation.

Limitations

As with key informant interviews (primary data collection), secondary data are subject to bias from measurement error resulting from undue influence of data collectors and other factors. Secondary data were limited to agricultural production, agro-climatic factors, infrastructure, demographic and socio-economic data and are limited with regard to non-agricultural income sources. There is no single easily measurable indicator that might be used as a direct proxy for vulnerability. Results are therefore reported as relative rather than absolute, and may consequently underestimate or overestimate actual vulnerability (extracted from Riely, 1996).

Who Participated

Creating the CVI in Ethiopia was a government-led, multi-agency effort with regard to choosing and processing the indicators and developing the database. The database contains



data or indicators from the DPPC Early Warning Department (EWD), the Ministry of Agriculture (MoA), the European Union/Local Food Security Unit (LFSU), United States Agency for International Development (USAID)/Famine Early Warning System (FEWS), and WFP/VAM. DPPC, MoA, WFP, USAID, the European Union, the Canadian International Development Agency (CIDA), SC-UK and UNICEF worked as a team to select indicators, assign weights to the selected indicators, combine the indicators and finally to create the Chronic Vulnerability Rating for each *woreda*. Afar (R2) and Somali (R5) were not included because of lack of data for most of the selected indicators.

The Indicators

After brainstorming indicators and pooling their data, the group arrived at a list of 14 indicators to consider. As chronic vulnerability to food insecurity comprises risk of shock and coping, the indicators were classed as either risk or coping indicators (Table 1).

TABLE 1: RISK AND COPING INDICATORS* CONSIDERED FOR CHRONIC VULNERABILITY ANALYSIS

Coping indicators	Risk indicators
Staple crop production/per capita	Average price of maize and sorghum
Cash crop production/per capita	Malaria risk
Livestock asset per capita	Drought risk
Pasture quality and quantity	Variability in staple crop production
Percentage of households with certain assets, i.e. aluminium roof	Probability of rainfall shocks—extreme dry or extreme wet
Percentage of population with access to safe drinking water	Past years assessed food-aid requirements
Net enrolment rate (primary school age)	
Road accessibility	

* Malnutrition, while a logical indicator, was not utilized because complete and comparable sets of data were not available at the *woreda* level.

Analysis

Each indicator of a continuous value was calculated at the *woreda* level (418), excluding R2, R5 and urban areas. Each continuous value was reclassified to be comparable by dividing the total number of cases into five equal groups and assigning 1 for the best values of the indicator and 5 for the worst values. For coping indicators, a high value was positive; for risk indicators high values were negative. Values for each indicator for each *woreda* were then summed across indicators to create a final CVI. This CVI was scaled again, using a 1-5 quintile system, to arrive at a final CVI for each *woreda*.

Although there were problems in terms of data quality and other methodological issues, the result was found to be acceptable to stakeholders both qualitatively and quantitatively. Annex II contains a map showing the result of the chronic vulnerability analysis. This map was ground-truthed during the needs assessment with officials and households and was generally accepted. It has been widely circulated and found to be applicable for issues such as prioritizing resources, targeting and understanding the underlying circumstances during an emergency.



Continuous Improvements to Vulnerability Analysis

The CVI will be updated in early 2002. A trend analysis will be completed examining those *woredas* that have become more vulnerable or less vulnerable in the last four years.

HIV/AIDS prevalence in rural areas will be considered as a complementary indicator for WFP food-aid interventions in rural areas that may be linked with HIV/AIDS activities. In addition to secondary data analysis, participatory vulnerability profiles are being collated, extracting information from LLPPA in which communities identify characteristics of vulnerability and quantify vulnerability in their communities, risks to local food security, obstacles and potential solutions to overcoming food insecurity. With the information from over 800 LLPPs, complemented with other vulnerability profiling efforts such as SC-UK's Food Economy Zoning and SERA/DPPC vulnerability profiling, a complementary participatory profile will be completed.



WFP ASSISTANCE TO ETHIOPIA 1965–2000

Type of assistance	Value* (in million US\$)	%
Development projects		
Forest and land rehabilitation	304.5	
Price stabilization of wheat	1.3	
Food Security Reserve	12.4	
School feeding	8.6	
Nutrition	2.1	
Dairy development	7.7	
Agriculture development	0.4	
Resettlement scheme	6.8	
Subtotal	343.8	22
Emergency operations		
Food assistance for drought victims	733.9	
Food assistance for Ethiopian returnees	28.4	
Food assistance for refugees	82.2	
Assistance to internally displaced persons (IDPs)	31.0	
Subtotal	875.5	57
Protracted relief and recovery operations		
Food assistance for Djiboutian, Kenyan, Somali and Sudanese refugees and Ethiopian returnees	304.2	
Subtotal	304.2	20
Quick Action Projects		
Resettlement of refugees	0.2	
Settlement of populations	6.4	
Land and soil conservation	1.1	
Subtotal	7.7	1
Total assistance	1 531.2	

*Value refers to WFP projects approved until 31 March 2000.

Ongoing Projects

Project ETH 2488.04: "Participatory Rural Land Rehabilitation" (1 March 1999–30 June 2003)	122.40
Project ETH 4929.01: "Improving Education through School Feeding" (1 July 1998–31 July 2003)	26.00
Project ETH 10004.02: "Urban Projects" (1 January 2001–30 June 2003)	10.60
Total	158.96



ACRONYMS USED IN THE DOCUMENT

<i>belg</i>	Short rains
CP	Country programme
CSA	Central Statistics Agency
CSO	Country Strategy Outline
CVI	Chronic Vulnerability Index
DPPC	Disaster Preparedness and Prevention Commission
EGS	Employment-generation schemes
FAO	Food and Agriculture Organization
GDP	Gross domestic product
HIV/AIDS	Human immunodeficiency virus/Acquired immunodeficiency syndrome
LDC	Least developed country
LIFDC	Low-income, food-deficit country
LLPPA	Local-level participatory planning approach
<i>meher</i>	Main rainy season (June to September)
MERET	Managing Environmental Resources Better to Enable Transitions to More Sustainable Livelihoods
MoA	Ministry of Agriculture
MTE	Country Programme Mid-term Evaluation
NGO	Non-governmental organization
NDPMP	National Disaster Prevention and Management Policy
SC-UK	Save the Children, United Kingdom
SERA	Strengthening Emergency Responsibilities and Abilities
SNNPR	Southern Nations, Nationalities and Peoples Region
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
<i>woreda</i>	District

