

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
Resumed Second Regular Session

Rome, 26 May 1997

EVALUATION REPORTS

Agenda item 2



Distribution: GENERAL
WFP/EB.2R/97/2/Add.2

2 April 1997
ORIGINAL: ENGLISH

INTERIM EVALUATION OF PROJECT ETHIOPIA 2488 (Exp.3)

Rehabilitation and development of rural lands and infrastructure

Total food cost	17 895 220 dollars
Total cost to WFP	39 063 394 dollars
Date approved by the CFA	28 October 1993
Date plan of operations signed	12 October 1995
Date of first distribution	30 January 1995
Duration of project	Four years
Official termination date	29 January 1999
Composition of mission	WFP/FAO ¹

¹ The mission consisted of a senior evaluation officer, WFP (team leader); an agricultural economist, WFP; a rural sociologist, WFP; and an agricultural engineer, FAO.

All monetary values are expressed in United States dollars, unless otherwise stated. At the time of the evaluation, one United States dollar was equivalent to 6.32 birr.

ABSTRACT

The project, which is the largest single food-for-work (FFW) project in Africa and tackles the vital problem of land degradation, was found to be achieving valuable results.

By mid-1966, a total of 450 local conservation plans were being implemented, involving 374,000 FFW participants. The new emphasis on local-level participatory planning (LLPP) had substantially increased the readiness of local communities to participate in the project, and to adopt and maintain conservation measures.

The disproportionate emphasis on tree nurseries could be remedied by assisting local communities to take these over as commercial ventures. The state-forest component, not yet on stream, should be deleted from this project and its resources reallocated to more active components. Overall, the project has amply demonstrated that it could make constructive use of additional WFP resources, subject to the provision of adequate technical support by the Government. However, in any rapid expansion of conservation works aimed at providing food for work under emergency "safety net" programmes, caution is urged so as to avoid environmental damage through inappropriate techniques or poor execution.

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

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

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

The WFP focal points for this document are:

Director, Office of Evaluation: W. Kiene tel.: 5228-2029

Chief Evaluation Officer: M. Latham tel.: 5228-2030

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 5228-2641).



BACKGROUND

1. The project is the single largest food-for-work project in Africa. WFP assistance for rehabilitation of forest and grazing land, which primarily involves soil and water conservation activities in drought-prone, food-deficit areas, started in the mid-seventies. The overall development goal of the project is to improve the economic status of farmers in project areas, thereby contributing to the country's self-sufficiency. This goal is to be achieved by increasing agricultural productivity through various measures, including the reduction of soil erosion, increased production of fuelwood and timber, provision of water for irrigation and village supplies, construction of rural roads, and improved animal management. The project, which is implemented by the Ministry of Agriculture, is operating in four food-deficit regions of Ethiopia.
2. The aim is to protect and develop an estimated 135,000 hectares of land through conservation of soil and water in selected areas. In addition, some 200,000 hectares of forest land will be under sustainable management. The project includes activities such as soil conservation on farm lands, afforestation and reforestation, water development, feeder road construction, hillside terracing, road construction and maintenance, soil/stone bunds and check-dam construction, seedling/grass seed production, as well as forestry activities which include nursery operations and the planting of seedlings. Most work activities are based on a planning process involving the community as well as technical experts.
3. Beneficiaries receive a family ration of three kilograms of wheat and 120 grams of vegetable oil for each person-day of work completed. An estimated 156,000 families will benefit directly from the food rations provided. The ongoing phase of the project started in January 1995 and will last for a period of four years with a WFP commitment of close to 110,000 tons of wheat and 4,000 tons of vegetable oil. The total cost to WFP for the ongoing phase is 39 million dollars.
4. Much of Ethiopia appears to be chronically food-deficit. Wide fluctuations in rainfall lead to periodic droughts and famines but, even in years of high production, many areas fail to produce enough food to provide the inhabitants with an adequate diet. Commercial agriculture is concentrated on the lower slopes of the upland ranges, where soil and climate are normally favourable to arable farming, while the semi-arid lowland parts of the country are given to nomadic pastoralism. The highland areas, where the project operates, are characterized by a high population density and very small land holdings. Pressure on the land leads to increasing cultivation of marginal terrain, ever steeper slopes, and increasing density of livestock. The result is progressive degradation of the land, with severe loss of soil and fertility to the point where large tracts become totally unproductive. This in turn increases the pressure of both people and animals on the remaining land, causing further degradation, in a vicious downward spiral. Despite the application of technology packages which raise crop yields, the overall picture is one of diminishing food security and increasing dependence on external food assistance.
5. Given the vital need to reverse this cycle, action to stop erosion and rehabilitate degraded land is essential and urgent (in coordination with other measures aimed at reducing population and increasing non-farm employment and incomes). Food aid is intended to mobilize the necessary commitment and effort on the part of the farming community, as well as providing a food supplement to needy people.



PURPOSE AND SCOPE OF THE EVALUATION

6. As an evaluation of an ongoing project, the primary purpose was to assess the project's performance and to recommend ways in which WFP could strengthen its contribution to the country's rehabilitation and reconstruction programme, looking especially at the project's capacity to balance the relief demands of a "safety-net" programme with its development goals.
7. The evaluation looked particularly at:
 - a) the relevance of the project to Ethiopia's national agricultural, environmental and food-security policies;
 - b) the appropriateness of food aid as a vehicle to meet these policies;
 - c) the institutional capacity of the relevant authorities and structures to plan, implement and monitor the kinds of activity supported by the project;
 - d) the relevance and results of the local-level participatory planning (LLPP) approach, recently introduced as the basis of project operations and the distribution of project benefits; and
 - e) the sustainability of project achievements and benefits.

PERFORMANCE ASSESSMENT

Progress towards goals and objectives

8. The project has devoted impressive attention to preparing local-level conservation plans. By mid-1996, a total of 531 plans had been drawn up. Of these, 449, involving 374,000 FFW participants, were being implemented with WFP assistance, but many were well behind schedule due to insufficient food supplies, inadequate technical capacity, or both. The 531 plans which were prepared embody a total of 51.8 million workdays, representing a food requirement of 155,420 tons (grain equivalent). As the plan of operations included only 29.2 million workdays for LLPP-related activities, the planning undertaken requires more than twice the resources known to be available from WFP. The project does not appear to have taken the planning process to the point of matching activity levels to resource availability and the setting of priorities. The result is that expectations engendered at local level are impossible to satisfy and activities are being implemented on a piecemeal basis rather than treating whole catchments before starting on others. A breakdown of workdays actually devoted to different activities in different regions is given in the annex.
9. **Soil and water conservation.** Physical measures implemented in the sites visited appear to have been well executed in accordance with the technical specifications prevailing in Ethiopia. However, there is a need for a more conceptual examination of the yearly implementation plans to ensure that the entire package of physical measures is effective in preventing further erosion. Extension workers, technical staff and farmers are able to manage the more traditional erosion prevention measures such as bunds and terraces, but there is a need for more Catchment Technicians (CTs) to provide support, as well as further training of staff. Biological conservation measures have not received the emphasis they deserve, although these activities would seem to be of utmost importance in view of the severe overgrazing encountered in most of the project area.



10. Very little maintenance work (less than 7,500 workdays) has been carried out on soil and water conservation works. While routine maintenance works for soil and water conservation should be carried out by communities on a self-help basis, this does not exclude the need for consolidation works, especially on checkdams, cut-off drains and waterways. These are often quite difficult to design and build perfectly and need a great deal of adaptation during construction. It is only after one rainy season that small design flaws appear. If the structures are to last, they need immediate consolidation which should be part of the implementation plan for the following year.
11. **Tree nurseries.** The largest sector of project work is that of forest nurseries; with a total of 700 nurseries supported, this sector accounted for 45 percent of total workdays. At the time of the evaluation, this component had already surpassed the total number of workdays set for the entire project (7.9 million as against 6.1 million planned). While there is a large demand for tree saplings, the imbalance within the project appears to have come from the relative ease of nursery operations and the low need for technical supervision. Work in the nurseries visited seems to be of an acceptable standard. In most nurseries, women appeared to be more involved than men in the daily operations. Little attention has been paid to the possibilities of handing over nurseries to local communities to run as commercial ventures.
12. **State forests.** The plan of operations includes a component of 2.75 million workdays for the support of state forests, intended mainly to assist nurseries and afforestation. Resources were to be released following presentation of satisfactory forest management plans. The idea was to ensure that local communities would be involved in the management of these state forests and that the plantations would be established in such a way as to render the forest economically and environmentally sustainable. Since the project started all state forests have been handed over to the regional councils, which now have responsibility for supervising and managing these forests. It is probable that the regions were not aware that WFP had agreed to support limited activities in 10 forests (still to be defined). As at the end of June 1996, no management plan had been submitted for eventual WFP support. It will probably take another year or so before any plan is submitted, and activity in the state forests would only be able to start during the final months of the project. In view of the limited amount of food available to the project, this commitment might be cancelled and resources redirected to other components in which major progress has already been made.
13. **Rural infrastructure.** Water development (springs and ponds) is an important part of most community plans. Achievements for water development works have been high and most of the planned targets have been met. In most cases of spring improvement, beneficiaries have not been able to raise sufficient funds to cover the costs of sand, cement, steel bars, pipes and taps. This has necessitated small economies during implementation (e.g., no provision of drainage for spilled water and failure to provide easy access to water pipes or taps for women with traditional water jugs). Often the storage capacity of the tank is low because of limited investment funds when making the tanks slightly bigger would have helped to meet villagers' requirements. A local management group should be set up to manage and maintain the system. Women's committees are usually very efficient in managing and operating completed systems, provided they have been involved from the very beginning. Collecting small amounts of cash is quite common, and this kind of small kitty is usually accepted and well managed by the women.
14. Only half the access tracks targeted have been achieved. More FFW than planned has been directed to the maintenance of tracks, which seems quite logical in view of the very low standards of the access tracks visited. In most cases the economic justification for these roads is questionable. However, there is a need, in most of the sites visited, for access paths both for



humans and cattle, to improve farmers' access to their fields and to avoid destruction of the hillside by cattle. Small paths, partially paved in some cases, would be a very positive contribution as the wider tracks that are being constructed at present are often badly designed and executed and can result in creating more erosion and making access even more hazardous. There was very little technical supervision during the construction of the roads seen by the mission and technical standards are very low. The supervision and construction of this type of infrastructure should not be the sole responsibility of the local extension worker and needs a specific technical input from a specialized rural engineer.

15. **Earth dams and small-scale irrigation.** Tigray is the only region where an important part of FFW is directed towards the completion of earth dams. Targets have been met but the design of these dams with regard to the downstream irrigation facilities, the adequate control of the spill water during flash floods and anti-seepage control works is incomplete. This displays the classical hiatus between the engineering approach and the final destination of the infrastructure, i.e., irrigated agriculture by and for the farmers. Issues such as land ownership or tenure, water management, cropping and farming systems, and future operation and conservation of assets created have not been really taken into consideration at the design stage. Problems still seem to arise when land is distributed to farmers only after completion of the reservoir. Farmers should, in fact, be involved in the design of the irrigation system.

TARGETING

16. Concentration of project activities on the occupants of degraded lands automatically targets a needy, food-deficit sector of the population; one whose situation will steadily continue to deteriorate despite efforts to introduce improved agricultural practices, unless these are accompanied by land conservation measures. The Vulnerability Analysis and Mapping (VAM) exercise being undertaken in Ethiopia may help to make targeting of the neediest more precise. The project's justifiable target group is so large, however, that it is quite impossible to assist all the group within the limit of the available resources. In this light, it becomes most important to concentrate in a coherent rather than the current apparently piecemeal approach the project's land conservation (e.g., catchment areas), and rehabilitation activities in order to provide a permanent solution to the problems.
17. The LLPP approach ensures that benefits accrue to the community as a whole because of its concentration on soil and water conservation activities. Individuals receive benefits depending on the type of activity and the site. For example, in the case of spring or pond development, women are immediate beneficiaries as these facilities give them easier access to water and reduce time spent in water collection. At the same time, whole households benefit because of cleaner, and possibly more, water for consumption by family members and also their livestock.
18. In the case of land conservation, the work undertaken is often on the land of several farmers. Thus, benefits accrue directly to these farmers because of improvement in soil quality, leading to higher crop yields and access to cut-and-carry fodder grass planted for bund stabilization. Non-participant landowners in the area also benefit indirectly from the general environmental improvement of the area prone to degradation. Even where ownership of the land is limited to one or two farmers, selection of the site may be essential for arresting land degradation. In such cases, although benefits accrue to only a few farmers, the importance of controlling degradation in the area could be considered a more overriding need than trying to



ensure that a larger number of people receive direct and immediate benefits from the assets developed.

19. For land reclamation measures, such as gully control, informal ownership and responsibility for tree plantation and conservation may be given to many farmers. Depending on the level of labour input and the ingenuity of the individual, benefits accruing to each farmer range from castor oil for preparing tef for consumption or sale, poles and fuelwood from eucalyptus, fodder from trees, to fruit and legumes for consumption or the market. At the same time, the gully control activities environmentally benefit not only the community, but the population of the whole area.
20. While it is difficult to isolate individual participants who may be directly benefiting from the assets created through the project, there is no doubt that communities as a whole are receiving major benefits from these activities.
21. While women represent about half the total rural population in the four project regions, they own only a fraction of the crop and livestock holdings. Of the four regions Tigray had the most equitable distribution of holdings (25 percent), while women in the other three regions own between 16 and 18 percent. However, women comprised 30 percent of the total FFW beneficiaries in the project. Women in Tigray Region had the highest participation rate at 46 percent, with those in the remaining three regions at about 23 percent. The low rate of female participation is attributed to the fact that women have little free time after performing all the household work, but it is important to note that a higher percentage of women participate in community activities for which no wages are paid than in FFW activities. In Tigray and Amhara Regions, this community work is contributed through the requirement for 20 days' mandatory free labour per household under the mass mobilization concept. In the other two regions, the community work is done on a voluntary basis. It would appear then that women's time spent on non-market/household work is estimated to have a lower value than men's farm/market work, so that women of the household have to fulfil the required quota of free labour, irrespective of the fact that they work longer hours in their traditional activities. It would not be wrong, therefore, to conclude that women in the project have less access than men to food-wage labour.

MONITORING AND EVALUATION (M&E)

22. While the project has put in place an elaborate mechanism for monitoring activities and outputs, it did not appear to the mission to be very useful. Detailed lists are prepared at each project site, showing planned and actual activities by physical unit with associated workdays and food requirements. In all the locations visited by the mission, the targets appeared to be unrealistically high, with uncompleted activities in one year being carried forward and added to the planned tasks for the coming year, thus pushing targets to even more unrealistic levels. Achievements are recorded in isolated physical units, e.g., kilometres of bund constructed, without attempting to relate these to the total conservation plan of the site or to assess the results of activities in their totality. Basic data from the communities are collated all the way up to the region level, but aggregated figures were inconsistent with local figures, which were usually inconsistent with work observed to have been done.
23. Under the programme of decentralization and restructuring recently introduced by the Government of Ethiopia, responsibility for M&E is being transferred to the regions. The M&E system has been designed and is supervised by an expatriate adviser, who is currently funded under the Dutch Quality Improvement Grant. No national counterpart has been



appointed and not all regions have as yet appointed regional M&E coordinators. Given the extent of the adviser's other project responsibilities, these appointments are very important.

INSTITUTIONAL FACTORS

24. When the current expansion of the project was being appraised, the institutional framework was in a state of flux, due to the ongoing process of decentralization to the regions and the restructuring of the former Ministry of Agriculture into a Ministry of Agriculture and a Ministry of Natural Resource Development and Environmental Protection. Although the process of decentralization is largely completed, some institutional flux has reoccurred with the recent decision to recombine the two ministries into a single Ministry of Agriculture and Natural Resources. This reunification is reflected at the central, regional and zonal levels. The new structure facilitates the planning and implementation of project 2488(Exp.3) and its greater integration with related aspects of agriculture and rural infrastructural development - a point stressed in the Report of the 1993 appraisal mission.
25. Operational coordination of project 2488(Exp.3) is provided at the national level by the National Project Coordination Committee (NPCC), chaired by the Vice Minister of Agriculture and Natural Resources, which decides on policy and resource allocation to the regions, and reviews progress. The third expansion of the project provides for a National Project Services Unit (NPSU), headed by the Project Coordinator, which is seen as the executive arm of the NPCC. The NPSU also reports to WFP and will provide back-up to the regional heads of the implementing bureaux¹, through the Regional Project Support Units (RPSUs), each headed by a Regional Project Coordinator. At the regional level the project's institutional framework also includes a Regional Project Coordination Committee, as proposed in the appraisal report, which reports to the Regional Council; under decentralization, the latter has responsibility for regional policy and budgetary allocations to agriculture and other sectors.
26. Project 2488(Exp.3) was designed to be implemented through the staff of the two regional bureaux which are now combined in the Bureau of Agriculture and Natural Resources. At the field level, it is the Government's policy to work only through the Development Assistant (DA), although assistance to farm communities to implement soil and water conservation and rural works under the project has been predominantly provided directly by specialized technicians. The appraisal mission for Expansion 3 recommended that there should be one DA for every project site (which it has not been possible to provide since DAs have many other duties during LLPP planning and implementation), plus one Catchment Technician (CT) for every three DAs. This ratio has also not been achieved.
27. The Disaster Prevention and Preparedness Commission (DPPC) is responsible for operating the Employment Generation Scheme (EGS). The basic concept behind EGS is to establish a "shelf" of plans for development activities, through community participation, for food-deficit and disaster-/drought-prone areas. During normal years the Government implements as many components of the plans as feasible under its own resources. In periods of disaster or drought,

¹ The 1993 appraisal mission proposed that the NPSU should include, in addition to the Manager/Project Coordinator, sectoral specialists in forestry, soil conservation and rural infrastructure, as well as a Logistics Officer, an Auditor and supporting accounting and clerical staff, which with minor alterations were included in the 2488 (Exp.3) plan of operations. The sectoral specialists referred to have not been appointed and auditing reporting has been in arrears.



when large amounts of relief aid are channeled into the disaster areas, the development activities can be expanded through existing LLPP plans to employ larger numbers of the affected, but physically able, population through FFW activities. In this way development activities designed to reduce or prevent future disasters provide a link between relief and development objectives, and reduce dependency on free food distribution.

CONCLUSIONS

Relevance of the project

28. Project 2488 (Exp.3) is doing useful work. In the four regions where it is operating, the mission saw successful conservation works with full participation from the communities concerned. The scale of operations is, however, minuscule in comparison with the size of the problem. The project should ideally, therefore, be regarded as a model to be replicated by the Government with appropriate assistance from additional donor sources. Physical works are, however, not likely to make any significant impact without an adequate policy framework to address the causes of the problem.
29. In view of the limited amount of food available to the project and the rather confused situation prevailing in the forestry sector, WFP should consider amending the Plan of Operations to cancel its commitment in this sector and to redirect the available food to the other components where major progress has so far been achieved.

Appropriateness of food aid

30. It was clear that the WFP food rations meet an essential need, supplementing inadequate local supplies (especially in years of drought) and assisting local residents to remain in the community and undertake conservation works instead of migrating to seek paid employment. In addition, most of the conservation measures require more labour than can traditionally be mustered by individual farm families and social contacts. Food aid helps mobilize whole communities to work on whole catchment areas. The project could increase its operations to good effect, subject to local technical capacity, if more food resources could be made available.

Institutional capacity

31. The decentralization of responsibility for the implementation of Project 2488 (Exp.3) to the regions, along with many other aspects of agricultural development, means that amendments to the project's plan of operations are necessary. The mission examined the revised draft of the plan of operations prepared by the Government and recommended its acceptance. At the same time, the mission recommended that the NPSU should be strengthened. The work undertaken by the project at field level is highly technical and for this reason, as well as for monitoring and evaluation purposes, the NPSU needs to be in a position to provide not only back-up to the RPSUs but, for some time to come, further assistance with design and standards which need to be shared at the regional level.
32. It is extremely important that soil and water conservation and access road works be technically sound. If advice or demonstration given to a farmer in respect of his crop or livestock husbandry is incorrect, the farmer and his family will be adversely affected. If conservation measures are badly designed and constructed, whole communities may suffer along with lasting damage to the land itself. Project 2488 (Exp.3) should serve as a vehicle to



demonstrate the potential for, and benefits of, effective soil and water conservation and infrastructural works undertaken through community participation, therefore, technical monitoring and evaluation is particularly important and needs to be improved. This requires adequately trained technical staff at field level. The mission concluded, therefore, that a cadre of well trained CTs should be retained, to work alongside DAs, especially in those areas which have been selected for intensive LLPP work.

Local-level participatory planning approach

33. The foundation of the project's Expansion 3 is its LLPP approach. While the physical work of land conservation and rehabilitation continues, by its nature, to be similar to that of previous project phases, the approach is now based upon the preparation of local level plans. The preparation of these involves the members of the respective communities in the preparation of these plans. The mission was impressed with the extent of this participation; community members with whom the mission spoke all appeared convinced of the essential value of the work involved to the protection of their land and their livelihood. Instances were seen of spontaneous community action to initiate or expand works outside the project itself, i.e., undertaking work without the incentive of food rations.

Safety net

34. The LLPP approach is admirably suited to the execution of the EGS, implemented by the DPPC. The project, however, concentrates on soil and water conservation activities in a limited number of communities according to available resources. Given the importance of these activities from a development perspective and the potential for harm through incompetent design and implementation, the mission urged extreme caution in their uncontrolled expansion under the EGS. An important contribution of project Ethiopia 2488 (Exp.3) is to demonstrate how the LLPP approach can be successfully implemented and to provide capacity-building for government personnel involved in implementing the LLPP process.

Sustainability

35. The participation of beneficiary communities in the planning and execution of conservation works is a major step forward in ensuring their value and maintenance. Various technical improvements are included under "Recommendations" which would help to improve the sustainability of the works. The project is clearly playing an important role in promoting the concept of land and water conservation, as evidenced by the extent of work observed beyond the scope of the project itself. The far greater extent of inappropriate land management practices, however, is an overwhelming indication of how much more there remains to do.

RECOMMENDATIONS

36. The mission recommended:

- a) to the Government of Ethiopia that:
 - i) a National Land Use Policy and a National Land Rehabilitation and Management Programme be formulated;



- ii) alternative feeding practices for livestock be promoted, with restriction of communal grazing and the promotion of forage production;
 - iii) attention be paid, with appropriate donor assistance, to the expansion of rural savings institutions to provide an alternative method of saving to that of traditional investment in additional livestock;
 - iv) in view of the importance of the forestry sector to the country and its contribution to environmental protection, donors be approached to assist in preparing a more detailed plan of action, which could be considered at a later stage by WFP for co-financing as a separate project;
 - v) a national M&E coordinator be appointed for the project, with M&E supervisors in each region, and that the M&E system should be developed to include assessment of effects and impact.
- b) to WFP that:
- i) given the magnitude of the conservation problem, action be initiated to collaborate with other agencies in the United Nations system to support a national programme for land management and rehabilitation, involving donors and NGOs as appropriate;
 - ii) food resources for the project be increased, subject to availability, for an expansion of operations.
- c) that the project should:
- i) seek to secure an additional source of funds from other donors, either as a cash contribution or as non-food items, to complement its food resources in the rural infrastructure sector, especially in the development of water sources.
 - ii) review the construction of access tracks to ensure their relevance to the needs of the beneficiaries and an adequate standard of construction.
 - iii) be very cautious before embarking on small-scale irrigation schemes and should not get involved in the construction of reservoirs that have not been designed in collaboration with the farmers, and where the irrigation facilities have not been pre-planned.
 - iv) hand over tree nurseries, wherever possible, to local communities as an attractive income and employment generating prospect, liberating aid resources for activities which need them more, and restricting project resources to supporting the initial stages of nurseries essential for conservation sites.

LESSONS LEARNED

37. Participation by the beneficiary communities in identifying, planning and implementing conservation works clearly increases their readiness to adopt both the necessary measures and the works themselves, greatly enhancing the sustainability of the whole programme.
38. Great caution needs to be exercised in applying the social safety net concept to land conservation programmes. Any sudden expansion of activity to provide labour-intensive work for people affected by natural disasters greatly increases the risk of implementing schemes without adequate technical input into design and supervision. In fragile eco-systems, sub-standard conservation works can do much more harm than good. Under the popular



participation approach, the preparation of schemes creates expectations which will turn sour if these are not implemented but kept in reserve, destroying the will to take part in future.



ANNEX

**ACHIEVEMENTS IN WORKDAYS AND BREAKDOWN OF ACTIVITIES
AS AT END JUNE 1996**

	1995 1st semester	1995 2nd semester to 1996 1st semester	TOTAL end June 1996	Percentage
TOTAL				
Amhara Region	1 048 6	3 003 5	1 052 2	25.40
Tigray Region	3 412 6	3 515 4	6 928 0	43.58
Southern Nations	511 233	1 386 2	1 897 4	11.94
Oromya	706 630	2 311 1	3 017 8	18.99
Total	5 649 2	10 216 3	12 895 6	
of which				
Rural infrastructure				
Amhara Region	4 767	66 377	71 144	2.35
Tigray Region	676 060	1 366 4	2 042 5	67.43
Southern Nations	59 853	186 939	246 792	8.15
Oromya	141 430	527 131	668 561	22.07
Total	882 110	2 146 5	3 029 0	
Soil & Water Conservation				
Amhara Region	80 183	520 305	600 488	12.20
Tigray Region	716 863	999 976	1 716 8	34.89
Southern Nations	177 327	661 378	838 705	17.05
Oromya	372 790	1 391 3	1 764 0	35.85
Total	1 347 1	3 572 5	4 920 1	
Nurseries & Forestry				
Amhara Region	825 197	2 070 8	2 895 9	40.30
Tigray Region	1 914 9	1 019 4	2 934 3	40.03
Southern Nations	263 047	518 461	781 508	10.90
Oromya	177 530	379 932	557 462	7.78
Total	3 180 3	3 988 5	7 169 2	
Guards				
Amhara Region	138 580	312 772	451 352	60.67
Tigray Region	104 840	129 544	234 384	31.51
Southern Nations	11 007	19 446	30 453	4.00
Oromya	14 880	12 828	27 708	3.72
Total	269 307	474 590	743 897	
Training				
Amhara Region	-	33 279	33 279	100.00



