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TO - AID/Washington

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FROM - USAID/E-Addis Ababa

SUBJECT - Project Evaluation Summary - Drought Relief and Rehabilitation/  
Nutrition/Health Early Warning System (663-0187). PES 79-4

*32p-*

REFERENCE - *9202/940*

Attached is the Project Evaluation Summary (PES) of the Nutrition/Health  
Early Warning System (Food and Nutrition Surveillance Programme) (663-0187)  
E-7 to be forwarded to MO/PAV, Room B-930, NE.

Attachment: a/s

**ROBERTS**

*attach. to be run as part of airgram*

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PAGE OF PAGES

DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
CBonner:sa	GDO	294	5/17/79	DLR:Edward B. Hogan

A. D. AND OTHER CLEARANCE:

PRG:MBonner: \_\_\_\_\_

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*23/31/79 -OK*

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

<b>1. PROJECT TITLE</b>  Nutrition/Health Early Warning System (Food & Nutrition Surveillance Programme)	<b>2. PROJECT NUMBER</b>  663-0187 (E-7)	<b>3. MISSION/AID/W OFFICE</b>  ETHIOPIA
<b>4. EVALUATION NUMBER</b> (Enter the number maintained by the reporting unit e.g., Country ID, AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <span style="float:right">79-4</span>		
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

<b>5. KEY PROJECT IMPLEMENTATION DATES</b> A. First PRO-AG or Equivalent FY <u>TQ</u> B. Final Obligation Expected FY <u>TQ</u> C. Final Input Deliver. FY <u>79</u>	<b>6. ESTIMATED PROJECT FUNDING</b> A. Total \$ <u>7,799,200</u> B. U.S. \$ <u>1,000,000</u>	<b>7. PERIOD COVERED BY EVALUATION</b> From (month/yr.) <u>12/77</u> To (month/yr.) <u>4/79</u> Date of Evaluation Review <u>12-16 March &amp; 31 March - 5 Apr 1979</u>
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**8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR**

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Extend PACD date for one year	RDO/USAID	9/15/79
2. Revise budget and disbursement procedures to allow for: a. short-term assistance in data processing b. short-term assistance of agricultural economist c. short-term training of project staff d. procurement of certain computer hardware components	RDO/USAID	6/30/79
3. Revise Implementation Plan	REDSO/USAID	9/15/79

<b>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</b> <input type="checkbox"/> Project Paper <input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____ <input checked="" type="checkbox"/> Financial Plan <input checked="" type="checkbox"/> PIO/T To be issued _____ <input type="checkbox"/> Logical Framework <input checked="" type="checkbox"/> PIO/C To be issued _____ <input type="checkbox"/> Other (Specify) _____ <input checked="" type="checkbox"/> Project Agreement <input checked="" type="checkbox"/> PIO/P To be issued _____ P.I.L. issued	<b>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</b> A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input checked="" type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
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<b>11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)</b>  Anita Mackie, REDSO/EA Cameron S. Bonner, USAID/Ethiopia	<b>12. Mission/AID/W Office Director Approval</b> Signature: <i>[Signature]</i> Type: <i>[Signature]</i> Name: <u>Robert Hogan, USAID/E Director</u> Date: <u>May 10, 1979</u>
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## LIST OF ABBREVIATIONS

AFRDA	-	Animal and Fisheries Resources Development Authority
CAA	-	Civil Aviation Authority
CSO	-	Central Statistics Office
ENI	-	Ethiopian Nutrition Institute
F&NSP	-	Food and Nutrition Surveillance Programme
IBRD	-	International Bank for Reconstruction and Development
LMB	-	Livestock and Meat Board (now AFRDA)
MOE	-	Ministry of Education
MOAS	-	Ministry of Agriculture and Settlement
ODM	-	Overseas Development Ministry
OIC	-	Operations and Information Centre
PMGSE	-	Provisional Military Government of Socialist Ethiopia
PIG	-	Project Implementation Group
RRC	-	Relief and Rehabilitation Commission
SIDA	-	Swedish International Development Agency
UNICEF	-	United Nations Children's Fund
USAID	-	U.S. Agency for International Development

## INTRODUCTION

A review of the Nutrition/Health Early Warning System (Food and Nutrition Surveillance Programme) was carried out from March 12-16, 1979 and from March 31-April 5, 1979. This review was conducted midway between the biannual comprehensive Tri-Partite Reviews--the first of which was completed in December, 1977 and the next of which is due in late 1979--and is to be seen as an interim statement of progress.

The approach used for the present review was to use the First Tri-Partite Review as the appropriate benchmark, against which to assess the Project's current position with regard to the Review's recommendations. This report is also meant to offer suggestions pertinent to newly identified Project needs.

Since this evaluation was so closely linked to the First Tri-Partite Review it is presented in the same format as the earlier report--some sections are identical to the original report (*these are presented in script typeface*), some have been revised and/or updated and others are completely new. Though it would be helpful to read this report in conjunction with the First Tri-Partite Review, it is not necessary; this report is meant to stand on its own.

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### Attachments

1. Staffing Pattern
2. Organizational Chart
3. Schedule of Meetings

\*Sections presented in script typeface are taken verbatim from First Tripartite Review Report, April, 1978.

SECOND ANNUAL AID REVIEW

- Section 1 - Programme Title : Food and Nutrition Surveillance Programme - Ethiopia (Nutrition/Health Early Warning System)
- Section 2 - Type of Review : Annual AID Review
- Section 3 - Period Covered by the Review : December 1977 - April 1979
- Section 4 - Date of Review : March 12-16, March 31 - April 5, 1979
- Section 5 - Funding for the Whole Period of Implementation (US\$) :
- |                       |  |
|-----------------------|--|
| Government obligation | 4,201,500  |
| USAID Assistance      | 1,000,000  |
| SIDA Assistance       | 1,888,500  |
| British Assistance    | 24 person-month  |
| UNICEF                | 709,200 (plus one technical advisor up to December 1977) |

Section 6(A) - Summary of agreed actions from First Tri-Partite Review Report with Current Status:

<u>Action:</u>	<u>Status</u>
(a) Recruitment of systems analyst, programmer and data processing manager by international organizations. Recruitment of an Ethiopian data processing manager should also be pursued.	Not implemented
(b) Short-term technical assistance in the fields of agrimeteorology, rangeland surveillance, econometrics, food consumption survey methodology, and health statistics be provided by international agencies.	Not implemented
(c) Strengthening the administrative capacity of OIC by recruiting experienced additional staff.	Not implemented
(d) Programme should be supplied with an electronic stencil cutters and a programmable typewriter with interchangeable ballheads.	Stencil cutter operating. Programmable typewriter too expensive and not justifiable. IBM Selectric typewriter purchased instead.

- |  |  |
|--|--|
| (e) Heads of participating agencies and donors should closely follow the activities of the programme   | Situation improving  |
| (f) LMB (now called AFRDA) and ENI should make a concerted effort to implement their sectors to the extent possible.   | Steady progress  |
| (g) Retraining of field staff should be tackled systematically and more frequently.  | Some improvement<br>Regional training<br>Feedback sessions conducted by OIC staff.<br>Additional training programs currently being planned to start May 1979). |
| (h) The computer facilities available at CSO should be studied and changes made so that the computer configuration would also be commensurate with the requirements of the programme.        | Not implemented  |
| (i) Participating agencies should undertake analysis of their own total budget prior to submission of budget requests to OIC, so as to avoid overlapping agency budgets and overprogramming. | Some progress made but more needed   |

Section 6(B) - Summary of AID Actions Suggested

- (a) Extension of the terminal date for disbursement for the project for one year (until September 15, 1980) in view of the significant implementation delays.
- (b) Urgent recruitment of short-term assistance to evaluate the data processing system with respect to hardware, software and manpower (including training recommendations).
- (c) Short-term assistance from an agricultural economist specializing in food crop marketing and a livestock economist specializing in marketing aspects.

- (d) Encouragement to utilize short-term (about 3 months) training courses for selected staff. These could include:
  - (1) the 3 months course given by the Bureau of the Census on statistics including sampling methodology and related topics.
  - (2) Programming and systems analysis courses for the present programmer.
- (e) Provision of any hardware components required to bring the present computer set-up to full operating capacity, such as the full set of universal symbols for the printer. A need has been identified for duplicate and triplicate paper for the printer.
- (f) The Coordinator should assist the AID project officer prepare a realistic implementation plan for the fourth year, and an appropriate budget.

Section 7(A) - TRIPARTITE SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

- (a) *The progress made during the first year of operation is satisfactory seen against the objectives and taking account of all external factors beyond the control of the Programme.*
- (b) *The Programme must during its second year prepare for a future heavy increase in data processing requirements. The manpower is not currently available in Ethiopia. International recruitment of the following specialists is urgent.*
  - (i) *System Analyst for 6 months*
  - (ii) *Programmer for 24 months*
  - (iii) *Data Processing Manager for at least 24 months (to be provided soon by ODM).*
- (c) *The Programme needs increased administrative capacity to cater for the forthcoming increases in staff and volume of operation. The Reports Unit requires more efficient equipment to help speeding up report preparation.*
- (d) *There is need for improved communication between the Programme and its field staff as well as between the Programme and the users of its reports in order to benefit from experience gained and to estimate suggestions for improvements in the procedures and in the presentation of the results.*

- (e) *The training and supervision of the field staff should be given more attention as the emphasis on data quality control will increase.*
- (f) *In some specific technical fields there are at present no sufficiently experienced Ethiopians available. In the following fields short-term assistance from international agencies is recommended:*
  - (i) *Agrometeorology*
  - (ii) *Rangeland Surveillance*
  - (iii) *Econometrics*
  - (iv) *Food Consumption Survey Methodology*
  - (v) *Health Statistics*
- (g) *In view of delays in the initiation of certain components of the Programme, the scheduled three year period of implementation needs extension. Review of implementation Schedule is recommended.*

Section 7(B) - SUMMARY OF CURRENT FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

- (a) Progress since the last review has been slow but steady, again external factors have constrained full development of the program.
- (b) The crucial lack in the present program is for senior level manpower:
  - (i) ODM has now supplied a senior statistician, but the program needs an outside advisor in data processing. It is planned that he/she will be provided soon by ODM. If the data processing advisor is not identified shortly, it is recommended that USAID provides this assistance. A technical reporting officer is also expected soon from ODM (delay due to illness).
  - (ii) The Coordinator should do everything possible to recruit the additional manpower before the technical advisory manpower arrives. The most urgent vacancies to be filled locally are for the administrator, a reporting officer who could take over after more training, and another programmer. Every effort should also be made to find a qualified Ethiopian to work as a Deputy under the Coordinator.

- (c) Short-term assistance has been suggested for those areas where the present personnel need advice. Additional short-term training should be given to those technicians who can be spared. However, this should never exceed one person per division, as the program has to continue to function.
- (d) In view of the present slow implementation schedule, and the intentions of the present donors to extend the length of their participation, a new implementation schedule should be constructed.
- (e) Donor agencies have not been as active in assisting the project as might be desirable. It is suggested that the Coordinator call semi annual meetings with the donors. One could be called after completion of the UNICEF budget analysts' report (described below).

#### Section 8 - Evaluation Methodology

Annual AID review as called for in the Project Planning Documents. Sources, scope and topics were followed as in the prior biennial tripartite review. Only those changes occurring since the last review are noted in this report.

#### Section 9 - Documents to be Revised

For USAID: (a) The implementation schedule needs to be revised to cover fourth year activities (b) A budget needs to be revised for the fourth year to reflect the changes suggested.

#### Section 10 - Detailed Evaluation Findings and Recommendations

##### BACKGROUND INFORMATION OF THE PROGRAMME

##### (A) Formation of the Programme

By 1975 it had become clear that the problems connected with food shortages in certain parts of the country demanded continued monitoring. As a result the FMNSP was established and started operations in 1976 under the aegis of the RRC. Since the RRC is to be considered a temporary agency, discussions have taken place with the Ministry of Agriculture and Settlement to see if the Project could find a more permanent status within this Ministry. A background paper has already been prepared to this end. It would be very desirable to see the Project

placed within a Ministry or agency where its skills can be made part of a permanent Government structure. Any effort to do so should be supported by the donor agencies.

(B) Objectives of the Programme

*The duration of the Project is three years, according to original planning. At completion, Ethiopia would have:*

- 1. An early warning system against acute food shortages.*
- 2. A data base for the management of national food security.*
- 3. A basis for the management of marketing strategy.*
- 4. A continuous appraisal of food production, distribution and consumption in the country region by region.*
- 5. A means of assessing the adequacy of nutritional conditions region by region.*
- 6. A strengthened sectoral capacity for planning short and mid-term responses to unstable or inadequate food production or distribution patterns.*

(C) Programme Methodology

The original methodology as outlined in the Tripartite Review is to base the monitoring of food supply on a continuous assessment of the performance of each food supply system operating in the country. Performance indicators have been selected for each food supply system and are reported on regularly through questionnaires and observations. A network of reporting agents supply this data for regular analysis. The series of reports on the existing and projected levels of food supply in light of any short or long term trends are issued and serve to enable better understanding and management of food supply in the country.

The program aims to build and strengthen the data processing and statistical services of existing Government agencies, and to weld them into a unified collaborative and interdisciplinary activity. One example of how this methodology is implemented is the current discussion by the numerous agencies collecting market information. Since all except the National and Commercial Banks are members of the PIG group, this should provide a good forum for the rationalization of this situation.

Some modifications to the original plans are being or should be discussed. The utilization of teachers as data collectors in the urban and semi-urban areas for the nutrition component may be an appropriate start, but thought should be given to having a permanent cadre. The programme methodology in the area of crop production and marketing should be reviewed with the suggested short-term technical consultants and likewise the pastoral areas surveillance methodology would benefit from expert advice.

(D) Organization

The organization has not been changed since the last review. The table of organization in the Appendix will provide an overview. There appears to be no reason to suggest any changes.

(E) Financial Sources

The initial obligations for the project are listed on Page 1. The US\$1,000,000 USAID contribution is principally programmed for general secretariat support, computer memory rental and salary/per diem support for field reporting agents. By the end of the third year it is estimated that the project will have spent only 50% of this obligation. IBRD initially agreed to finance the crop performance component, then withdrew. RRC subsequently agreed to fund this portion and has to date provided approximately US\$510,000 to the project. IBRD has again expressed interest in the activity and has signed an agreement, "Grain Storage and Marketing Project - Crop Information Unit," which inter alia will provide support to project reporting agents assigned to MOAS.

ODM's commitment to the project is the provision of two technical advisors. Due to recruitment and other difficulties this assistance has not been provided according to schedule and could partly explain the project's slow progress, particularly in the area of electronic data processing.

The senior statistician only arrived in March, 1979. ODM intends to provide the additional assistance to the data processing and analysis unit shortly. A technical reporting officer was recruited by ODM for short-term technical assistance but became ill at the last minute. Thus the original ODM commitment will only be filled during the third and fourth year of the project.

Of the SIDA funding less than one-tenth has been spent. They intend to extend the life of the project for another two years. Dr. Lorstad (the technical expert who served as chairman of the Tripartite Review Committee) is expected to give short-term technical assistance for the food consumption component.

UNICEF's contribution to date mainly has been in the purchase of meteorological and laboratory equipment. Their purchase of 3 Toyota vehicles is expected to be delivered in June, 1979. The third year's planned purchase of meteorological instruments will be completed when specifications are given. Future inputs from UNICEF will focus on short-term assistance with reporting from the Project Support Communication Unit and assistance with identifying and helping information users. Another area of assistance being considered is the loan of a budget analyst to help with programming of donor monies. Since a UNICEF technical advisor was reviewing their participation at the same time as AID, both donors' future inputs and suggestions were able to be coordinated.

#### Section 11 - TECHNICAL ASPECTS OF PROGRAMME

- (A) Design: The data system being developed by FSNSP is based on the concept of food supply to describe the dynamics of food supply available to the various sectors of the Ethiopian population. The data system, when it is completed towards the end of the Project period, will monitor the factors determining food production, distribution and consumption, and their nutritional impact, by a selection of statistical indicators. These indicators are being identified and will be selected on the basis of a number of criteria such as:
- the relevance of the indicator to food supply
  - the effectiveness of indicator to measure and/or predict change
  - the accuracy and reliability in measurement of the indicator
  - the cost of measuring the indicator

Since the development of the data system is far from complete it is premature to discuss the validity of the theoretical base for the statistical indicators of food supply monitoring. The present documentation does seem to emphasize the practical solutions. In the long run, however, more work will have to be done on the cost-effectiveness, reliability, and validity of specific indicators in forecasting.

(B) Basic Data Collection

Obviously this area presents enormous problems caused by the security situation, the lack of speedy communications with many parts of the country, and the fact that no adequate data base exists for population or for agricultural production. No easy solutions exist for these problems, but there is evidence that progress is being made.

(C) Input to Data System

No field trips were undertaken on this visit, but it would seem that the prior recommendations of the Tri-Partite Review with respect to field organization still are valid:

- (a) *Training and retraining sessions be set up on a regular schedule, if possible, twice a year; the duration of each session should be at least 10 days.*
- (b) *The ratio of supervisors to RA, Reporting Agents be increased to 1 in 5 rather than the present 1 in 8 and*
- (c) *A systematic study be made of the field staff problems with their data collection with particular attention to suggestions for improvements.*

Eventhough recent efforts have been made along these lines, retraining, supervision and a better feedback system from the field all still need attention.

Data quality and quantity as well as questionnaire design (with many questionnaires being incomplete) need attention, and the new senior statistician has already decided that this will receive his early attention.

(D) Data Processing

The situation has changed since the earlier report in that time or access to the computer are not now judged to be the limiting variables. The computer is only operated for one shift.

The physical situation of the room in which the computer is housed is deplorable. In reality it is in the middle of a cotton warehouse with no temperature, humidity or dust control. That the computer facility operates at all is more surprising than the large amount of downtime. The seeking of a more suitable location needs the urgent attention of the CSO.

The limiting variables for data processing are more in the manpower area. The present computer programmer has his degree in computer sciences and only a short-course in FORTRAN programming in the Soviet Union. He is keen to learn and could be sent for a short course in programming and systems analysis.

The program needs a second programmer with the ability to follow and adapt canned programs. If none are available locally, it should be possible to arrange a short course in Nairobi for a secondary school graduate with a good mathematics background.

Even if ODM does supply a data processing manager in the near future, the problem of a sufficiently trained local counterpart still exists. After the present programmer gets some short-term training he will still require intermittent short-term technical assistance to function effectively.

Recommendation: That a data processing expert be sought for a one to two months TDY as soon as possible to review the present situation and make recommendations on such things as: (a) the computer location and configuration (b) the use of standardized statistical packages which can function on the existing hardware (c) the present manpower situation and suggestions for specific training courses (d) the present work flow at CSO and how the installation can be more fully utilized.

(E) Output from Data System

At present most of the data tabulations are prepared manually with verification by the computer. The balance should change soon as the programs are verified. One of the problems which needs attention is the production of more timely summaries. When electronic data processing is fully operational, it will be important to establish firm data sufficiency criteria upon which decisions will be made to issue reports. The trade-off of sufficiency for timeliness in reporting is a crucial one; if the reports are to be useful, it is important that the users can depend on their contents as well as their timing.

Report presentation has improved since the last review, but could continue to do so. If the technical reporting officer from ODM arrives soon, assistance should be given to this area. In addition UNICEF has indicated interest in this area. It is possible to add a component to the computer to produce graphical presentations, and this might be considered by the short-term technical consultant. The issues of storage remain but could be tackled if a technical consultant arrives.

(F) Ad Hoc Collection: Disaster Area Assessment

The last reports of the DAA have been the Food Shortages Survey Report on Wello dated May, 1978, and on Illubabor dated September, 1978. They are both documents which seem to adequately assess the problems of food supply and the populations needing assistance. It would be desirable to have a meeting of the international donors with the RRC to discuss the types of information currently being collected for DAA reports and reach a consensus on what will be required for their various programming requirements.

(G) Report Preparation

The timeliness of the reports has shown steady improvement. Last year the Food Supply System Symentic Report for the main season (June to January) was issued in April, this year it came out in March. The addition of a simple single-color bar chart on the population vulnerable to food shortages highlights the summary of the report.

The Civil Aviation Authority has taken over the publication of the Ten Daily Agrometeorological Bulletin. However, there appears to be a problem with distribution of this bulletin to the mailing list utilized by the OIC. For example, USAID has not received a copy of the report since the January 1-10, 1979 issue. This problem should be rectified. The OIC office now has an electronic stencil scanner. However, the quality of the maps leaves much to be desired, with too much information for easy assimilation.

(H) SHORT TERM TECHNICAL ASSISTANCE

*On various occasions during the entire process from design to output the need is felt for technical assistance of a more qualified level than can be found in Ethiopia as yet. This in particular applies to the interdisciplinary aspects of the Programme. The assistance should be directed towards specific problems encountered by the Programme. Many of the intersectoral fields entered by the Programme are relatively unexplored, and the main emphasis of the assistance should be to guide the Programme past obstacles and develop directions along which to proceed.*

The remarks made about the need for technical assistance in the First Tripartite Review Report are still valid. As noted in Sections 6 and 7, recommendations on these needs have not been implemented to date, mainly due to the slow progress towards desired goals. An updating of the status and needs of the specific fields of endeavor requiring assistance follows:

1. Agrometeorology

Progress is being made on more timely and complete reporting of meteorological data. Around 5 to 6 hundred stations of the 1,200 planned are now in operation. The reporting of the Ten Daily Agrometeorological Report has now been taken over by CAA. Additionally, Monthly and Seasonal reports are published by CAA. As stated in the earlier report, further investigations need to be made on the reliability and validity of currently collected data elements as well as their relationship to crop yields.

Recommendation: Dr. Popov of FAO (who has had prior contact with the project) is expected to devote some time in the near future to giving technical assistance in this area. His assistance to the project is to be encouraged and supported.

2. Rangeland Surveillance

*The efforts to initiate data collection in this field have been troubled by the security situation in the areas selected for the first implementation. Therefore, a fresh start had to be made in other areas and precious time was lost.*

Progress is still very slow. The pastoral areas are affected by the current political situation. As of February/March, 1979 a start was being made in Wello with the employment of AFRDA agents and with utilizing personnel of the N.E. Rangeland Project with ILCA's assistance. Two questionnaires were being tested with this pilot endeavor, one on condition of pasturage and water availability, the other on migration patterns and disease incidence.

Recommendation: The present pilot effort should be expanded in the depth and extent of data collected. Since this effort is largely experimental, it should allow for collection of additional selected variables which may or may not be retained when the security situation allows expansion of the rangeland surveillance.

3. Market Surveillance

Agricultural crop data is flowing in, but the quantity and quality, needs more careful assessment. The changes in the market structure itself brought about by price control and direct intervention by some kebeles (urban dwellers' associations) in purchasing are so far-reaching in their effects, that present efforts must be regarded as being transitory. Livestock price and quantity data are coming in from about 150 markets. For cattle, sex, age and girth measurements are given with price. For sheep and goats, a spring balance is sometimes used for establishing weights. The

The Animal and Fisheries Resources Development Authority (of which the old Livestock and Meat Board is a part) is actively involved.

Recommendation: The Tripartite Review recommendation for technical assistance in econometrics should be disregarded. The food crop marketing system itself is in transition. When the situation stabilizes short-term assistance of an agricultural economist specializing in marketing could be sought. The broad experience of the Stanford Food Research Institute in this area suggests its involvement in providing experienced technical advisors. The Livestock marketing area is sufficiently distinct as to warrant separate technical assistance from a specialist. Present efforts should concentrate on improvements in quantity and quality of data, increased supervision of field personnel and communication channel improvements to assure timeliness. In 1980, short term technical assistance should be sought from two marketing experts, one in crops and the other in livestock.

4. Food Consumption, Nutrition and Health Data

Progress is being made on the training of teachers for the nutrition surveillance component. The criticisms of the prior report of an overly ambitious program in terms of manpower and other resource requirements have been appreciated. The progress on the food consumption and health data components have been minimal.

Recommendation: that the prior recommendation be implemented:

*The Team recommends that international technical assistance is sought in two fields which will be closely interrelated with this data collection: food consumption survey methodology and health statistics.*

Dr. Lorstad will be requested to assist with the food consumption survey methodology. No plans have been made for assistance with the regular collection and analysis of health statistics as they are outside the food and nutrition surveillance program objectives. However, such data-collection is considered important and the problem should be addressed. If a pilot area such as Bale were chosen where data is urgently needed for relief decision-making, a strong case could be made for financing

the initial endeavor utilizing 495F funding.

I. Use of Data

The two major groups of users are the Government agencies and the donors. The use of the reports to date has been less than optimum. The device of a simple questionnaire attached to the reports suggested in the tripartite review has been tried but has not elicited sufficient responses to be successful. The second recommendation on providing listing of all reports with each publication has been implemented.

The OIC staff has to date concentrated on the phases of data collection and presentation. Having made major strides in this effort, more attention should now be paid to setting up a feedback channel where information is received from, as well as given to, the users. Since the relevant Government ministries and agencies were asked at the outset what information they would require, the assumption seems that when that data is provided, the job is finished. There are several difficulties with that assumption. The original participants may not be the present users, the purpose for which the data was collected may have been modified, and the data may not be presented in the amount of detail or format required.

In order to set up a feedback channel, particularly in the Government Agencies, some initial research will have to be done on who sees the reports and whether they are the appropriate persons. If not, ways will have to be found to improve distribution methods. It is also probable that many of the potential users are not aware of how the reports should be utilized given the data collection methods. Since the uses to which reports will be put will vary widely from agency to agency, it would be useful to have perhaps a one day session in each agency training users in report utilization. It is only after one is certain the potential utility is fully understood that appropriate suggestions can be received for future improvements.

Establishing a feedback channel from the international agencies should be somewhat easier to accomplish. It would again be desirable to identify first users within agencies and hold a training seminar for them. It might be desirable for the Coordinator to ask the international agencies to semi-annual meetings to discuss the reports and provide OIC with any further questions which they would like to have answered for their programming needs.

Recommendation: that if a short-term technical reporting officer is provided by ODM, that the officer be requested to give close attention to setting up a more regular feedback mechanism and to the identification and education of data users. If this officer is not provided soon it is recommended that USAID consider bringing an information specialist from the US for short-term assistance to provide the needed skills.

Section 12 - EXECUTION: ADMINISTRATION AND FINANCE

A. General

1. Coverage

The review was entirely conducted in Addis Ababa. Discussion were held with representatives of all the other donors. The administration and finance matters received considerably less attention than the technical reviews.

2. Overall Findings

*The general administrative framework of the project was created by a Technical Working Group (TWG) and PIG and detailed by the Programme staff at the co-ordinating unit. The general framework with concern for the Projects interface with regular Government procedures is described also in the USAID Project Paper.*

Donor Agencies all perform some systematic review of their own contributions to the project. However, overall budget review for management decision-making by OIC staff has not been conducted and should be.

If UNICEF can provide staff to assist in this effort it would greatly aid the project and the donors.

The shortage of senior administrative staff remains critical. The single accountant who also serves in the important job as administrator is completely overworked and lacks both training and experience in the area of administration. It is strongly urged that an administrator be hired. It is hoped that a technical reporting officer will be provided by ODM, but this will be for a short period leaving the question of how a suitable counterpart can be trained in this time. The Coordinator is overworked since he had taken over functions which should be filled by his staff. There is also a question of whether an assistant should not be appointed who would become knowledgeable enough to manage when the Coordinator attends international meetings, etc.

B. Programming, Budget and Finance

1. Overprogramming: The First Tripartite Review mentioned that donor funding levels were found to be in excess of budgetary demands. This situation still exists. It affects all of the donor agencies except for UNICEF where most of the budget was programmed for equipment and vehicles.

2. Expenditure Rates

*The rate of actual commitments of expenditure during the first year (as projected, column e.), against budget, is made to appear sickly, i.e. 43 percent. But the "fault" is not so much in the rate itself, which is partly a function of external factors, as in the fact that a late-1976 review of implementation probabilities, that could have scaled down the master budget to reality, was not undertaken. Note, however, that RRC budgeted and spent funds from its own general resources for crop assessment which originally was to be covered by World Bank Loan. Had this sector of the Programme been funded by the donors from the master budget, the rate of expenditure against that budget could have been far higher. The Team does not consider this lapse a significant management concern at this stage. It is worth mention, however, because some of the donors were uneasy about it. They wondered whether the apparent excess of money could lead to abuse. (It cannot. Release procedures prevent it).*

As before, the rate of actual commitment or expenditures against budget has been low throughout. A new and realistic implementation schedule needs to be prepared, so that a more realistic figure can be given for the fourth year. Of the total AID (3-year) contribution of US\$1,000,000 -, about 14 percent was spent the first year (FY77), and about 11 percent more during the second year (FY78). If the spending continues in a similar manner in FY79 even allowing for a 15 percent cost increase, this will leave just under US\$500,000 (about 50%) at the end of the original 3 year grant period.

It is hoped that some of the activities suggested in this report will be implemented thus increasing the expenditure rate for the extended fourth year.

### 3. Budget Analysis and Budget Review

During this evaluation this topic was discussed informally with the donor agencies. When the UNICEF budget analyst completes his/her review it would be very desirable to have all the donors meet to discuss the findings. More regular donor inputs to the project would be most beneficial both to their programming and to the project.

## C. Administration

### 1. Setting and Leadership

*The environment for this complex Programme, with its changing political conditions, diversion of energies to a variety of urgent problems, and recurring reform in the administrative structure, is challenging. Remarkable progress has been made both at the center (FSP), and, elsewhere in the Government and the field by participating agencies. A talented group was assembled to initiate the Programme, people who combine three vital qualities: high professional competence; devotion to the task; and an experience and reality-based understanding of the field setting on which all else depend.*

This project continues to be in a pioneering role both within the PMGF and to other countries that have recently and increasingly been looking to the project for assistance and advice with their own, similar programmes. This is a remarkable achievement given the many constraints under which it operates.

## 2. Operating Snags

*There have been delays in the start-up of Programmes (food consumption and nutrition; and rangeland surveillance), beyond the project's control. Apart from that, shortfalls against targets, as shown in the accompanying tables, are cause for concern, but may nevertheless be considered "normal," or likely, in an operation of this kind. They are also, in some cases, beyond the project's control. They include: failures or unavailabilities in recruitment, both of key personnel and of employees, in fairly large numbers, for the agencies, notably LMB; hitches in ordering or delivery of equipment, such as meteorological supplies and equipment; and problems both with distribution of questionnaire forms and with movement of reports to processing centers.*

Most of the problems mentioned in the prior report continue. The nutrition surveillance has still not commenced though teachers are being trained to conduct the interviews. The pastoral area surveillance has only commenced in a pilot area. It is unlikely to be able to reach other geographic areas in the near future. Delays can be attributed to both the donor agencies and the lack of timely provision of requested information from participating agencies to OIC for transmission to donors. Obviously the lack of senior administrative staff to organize and speed necessary paper work has also contributed to the delays.

## 3. OIC - Agency Relationships

As a result of a PMGSE decision to include other agencies concerned with food supply management the size of the Project Implementation Group (PIG) has recently been expanded. It continues to meet weekly and is an essential part of the functioning of the program. Because of the nature of some of the discussions and commitments made at the PIG meetings, it is essential that each of the agencies be represented by relatively senior officials. The whole area of agency participation in OIC decision-making and use of reports needs further exploration and assistance. At the moment an effective feedback mechanism does not exist. The technical communications support assistance discussed by UNICEF intends to help with this area.

4. OIC Donor Relationships

*Problems in the Programme's relationship to donors include: failures on the latter side to supply project personnel as scheduled; a perceived insufficiency of follow-up, by the donors, in advice and encouragement to the Programme and participation in it; this leading, in turn, to instances of communication and confidence breakdown in which surveys and reports of particular situations have been made in an inconsiderate, or, at least, an uncoordinated fashion, with the result of confusing the substantive problems at hand and seeming to call in question the reliability of the Ethiopian Programme itself.*

The problems discussed in the earlier review in general remain; these mainly result from poor communications between the two parties. One issue, that of the difficult and varied donor reporting and expenditure requirements was discussed recently and has hopefully been resolved. The suggestion was made and accepted by some of the donors during this evaluation that quarterly or semi annual meetings be held with the Coordinator.

5. OIC's Administrative Structure

The problem of lack of senior manpower remains as during the First Tripartite Review. It is suggested that the donors assist the Coordinator in placing an urgent request for a senior Administrator before the RRC. The precarious position of having a Coordinator, who, out of necessity, has had to assume multiple senior roles should not be allowed to continue. A Deputy who can function in his absence should be selected. The OIM provided senior statistician will have to groom his successor. A counterpart must be provided to the Reporting Officer (soon to arrive for a short-term). The current programmer should be given additional training, since he is below the training and experience level which could be expected to handle the responsibility he has been given. In view of the shortage of this type of technical manpower in Ethiopia, his skills will have to be upgraded as fast as possible.

6. Administration of and Liaison with the Field Agents

Not investigated during this review.

7. Legal-Administrative Status of the Programme

*The Commission itself was first established by Imperial Order. Subsequently, in January 1977, a manual or statement of organization of its component parts--including the present function--was issued by the RRC, with the concurring authority of higher echelons of the Provisional Government. This statement conveys both legal and administrative status to the Programme, however indirectly and provisionally, and however imprecisely in regard to the OIC--participating agencies relationship. The relative vagueness of its status seems to have given the OIC certain advantages and flexibilities in the period of creating the Programme.*

*The deficiency, on the other hand, is that the Programme has no official "clout" in its agency relationships--something that an explicit status might confer.*

The present situation is as described earlier in the Tripartite report. The Programme Staff are considering the issue of a permanent status. Initial discussions have been held with Programme Staff and the Ministry of Agriculture and a working document has already been prepared spelling out organizational structure and manpower requirements. Since this is an internal and somewhat political decision it would seem wise to endorse any efforts being made to place the skills of the program in a permanent Agency or Ministry.

(D) CONCLUSIONS AND RECOMMENDATIONS

1. The three major problems of budget analysis mentioned in the Tripartite Report remain: an inadequate overall budgeting process, the existence of somewhat overlapping agency budgets and overprogramming. Progress on these issues will be made if a UNICEF supported budget analyst can be made available in the near future. The overprogramming can be cut down if a realistic implementation schedule can be prepared prior to the analyst's arrival.

The budget area should be discussed by all the donors and the analyst prior to his departure, so that agreement can be reached on various issues.

2. The major problems in administration remain to be those of manpower shortages. They were specified in the earlier report and reiterated here. If significant progress is not made soon, it might be desirable to call a donor agency meeting to discuss this vital area.
3. While relationships with participating agencies in general are good, the program would benefit from much more attention to the use of its reports. All aspects should be considered: who receives them now, are they the appropriate individuals, who should receive them, are they utilized, for what and when, could use be improved, should the reports be altered and how, etc.
4. Donor relationships with the program would benefit from closer contact with each other as well with the Coordinator. Every attempt was made to ascertain donor intentions during the preparation of this report. The coordination of programming suggestions between AID and UNICEF was beneficial to both agencies. This report could be shared with the other donors and might provide grounds for discussion. UNICEF's assistance in the provision of a budget analyst should be extremely useful to all donors.
5. Field problems are known to exist but probably have to be tackled through the FIG mechanism.
6. OIC should take the initiative to seek donor assistance in such areas as short-term outside help with training, provision of needed tools or devices, etc. when these problems can be assisted by the donors.
7. The existence of major problems in the country at this time means that the RRC will have to continue to function. It is desirable that the program consider the advantages of a more permanent home. This is not an urgent issue at this time. All the donor agencies agree that the life of the program will be extended. The recommendation has been made that USAID/Ethiopia should extend the project life for an additional year.

8. The potential for growth and development of the program remains as a real challenge to the staff. It can exert a leadership role to other nations facing similar problems. The necessity for a well-informed unit to provide reliable and valid data for planning will remain urgent in Ethiopia for some time.

SECRETARIAT: ADMINISTRATION, DATA PROCESSING & STATISTICS UNIT,  
GENERAL INFORMATION UNITS

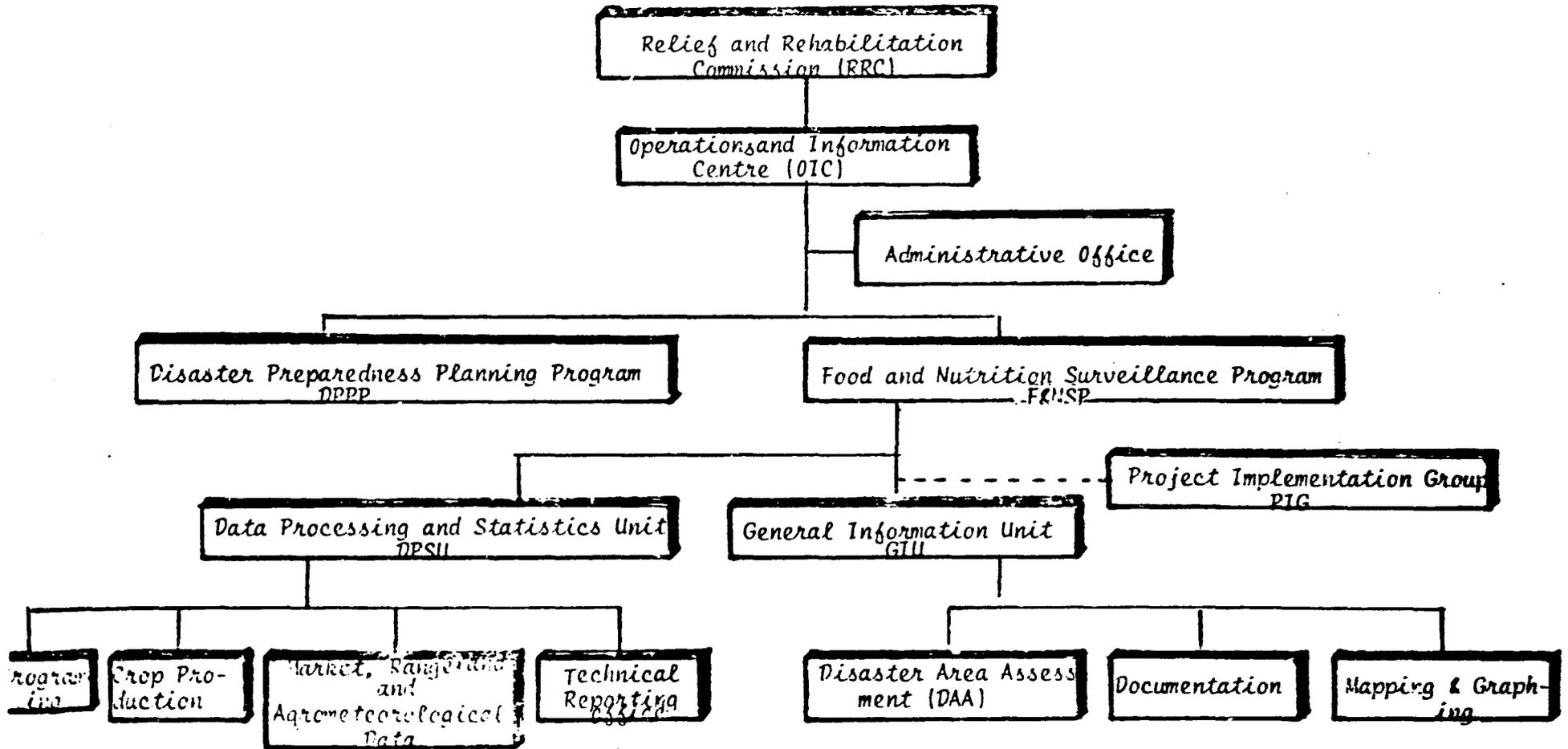
STAFFING PATTERN

<u>Staff</u>	<u>Initial Plan</u>	<u>Currently Needed by Programme</u>	<u>In-Post</u>	<u>Reason for Difference</u>	<u>Actions Required</u>
Coordinator	One	One	One	NIL	NIL
Deputy Coordinator	NIL	One	NIL	Not anticipated	Immediate recruitment
Secretary	One	One	One	NIL	NIL
Administrator	One	One	NIL	Accountant also Acting as administrator	Immediate recruitment
Accountant	One	One	One	NIL	NIL
Technical Reporting Officer	One	One	NIL	Prior departure of expatriate	Short-term Assistance requested from ODM but need for Ethiopian TRO remains
Assistant Technical Reporting Officer	One	One	NIL	Scarce Skills	Recruitment of Ethiopian to train for post
Secretaries	One	Two	Two	Increased Work Load	NIL
Duplication Technician	One	One	One	NIL	NIL
Head of General Information UNIT (GIU)	One	One	One	NIL	NIL
Secretary	One	One	NIL	Transferred	Ad hoc short-term assistance will be needed
Mapping & Graphing Asst.	One	One	One	NIL	NIL
Head of Disaster Area Assessment (DAA)	One	One	One	NIL	NIL
DAA Supervisors	Three	Two	One	Change of Program	Recruitment of one (not urgent)
DAA Field Surveyors	Sixteen	Six	Nine	Replanning of work	Three will be transferred

STAFFING PATTERN: Cont'd

<u>Staff</u>	<u>Initial Plan</u>	<u>Currently Needed by Programme</u>	<u>In-Post</u>	<u>Reason for Difference</u>	<u>Actions Required</u>
Drivers	Four	Two	Two	RRC supplies when required	NIL
General Services Worker	One	One	One	NIL	NIL
Head DPSU	One	One	NIL	Departed Post	Urgent Recruitment
Statistics Advisor (ODM)	One	One	One	NIL	NIL
Statisticians	Three	Four	Two	Increased Work Load	Recruitment underway
Data Processors/ Coders/Editors	Ten	Fourteen	Eight	Increased Work Load	Recruitment (not urgent)
Research Assistants	NIL	Two	Two	NIL	NIL
Data Processing Manager	One	One	NIL	Non-Availability of Ethiopian	Urgent Recruitment
Data Processing Advisor (ODM)	One	One	NIL	Delay in recruitment	Urgent Recruitment by ODM
Computer Programmer	One	Two	One	Increased Work Load	Urgent Recruitment plus training.
Key Punch Operator Supervisor (Utilized as Key Puncher)	One	One	One	NIL	NIL
Secretary	One	One	Shared with GIU	NIL	NIL
Key Punch Operator	Four	One	NIL	Program has not needed more	Hire when needed

ORGANIZATIONAL CHART OF OPERATIONS  
AND INFORMATION CENTRE



SCHEDULE OF MEETINGS

March 12	12:00 - noon	Briefing with Marge Bonner, Cameron Bonner and Ato Mulugetta Yohannes, USAID/E
March 13	11:45 a.m. 3:00 p.m.	Henry Rosenquist, Controller, USAID/E Ato Aklilu Mewaae, Coordinator, OIC
March 14	10:15 a.m. 3:00 p.m.	Manzoor Ahmed, Representative, UNICEF John Audie, ODM Officer and 1st Secretary, British Embassy
March 15	9:00 a.m.	Hans Ehrenstrahle, Sr. Programme Officer, Swedish International Development Agency.
March 16	10:00 a.m. 2:00 p.m.	Ato Kokebie Asres, GIU Head, OIC Ato Samuel Feyissa, Pastoral, Marketing, Agro-meteorology Statistician, OIC Mr. L. Goudie (UNDP), Advisor, RRC
March 31	8:00 a.m. 10:00 a.m.	Ato Aklilu Mewaae, Coordinator, OIC Mohammed Arif, Chief Statistician (CDM), OIC
April 2	8:30 a.m. 10:30 a.m.	Ato Wolde Rufael, Programmer, OIC Ato Aklilu Mewaae, Ken Williams, UNICEF/Kenya Per Olov Lennartsson, UNICEF/E
April 3	10:00 a.m.  3:00 a.m.	PIG Meeting at OIC  Ato Haile Mariam Wolde Kidan, Deputy Commissioner, RRC S. Mekdes Gizaw, Medical Services Officer, a.i., Relief and Rehabilitation Commission
April 4	4:30 p.m.	Mr. Manzoor Ahmed, UNICEF Representative Mr. Ken Williams, UNICEF/Kenya