

PN - AAL 940

BALE RELIEF AND REHABILITATION

Request for Assistance to

African Refugees

&

Dislocated Persons (495F)

Submitted by
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TABLE OF CONTENTS

	<u>Page</u>
1. Summary of Program Cost Summary for Inputs: Phase One	1
2. Summary of Reconnaissance Trip to Bale	3
3. Regional Overview	5
4. Range of Needs	9
5. Specific Inputs for Phase One	10
A. Oxen (or tractor Rental)	
B. Tools	
C. Seeds	
D. Starter Stocks for Trees & Chickens	
E. Storage Shed Materials	
F. Information Feedback System	
G. Soap	
6. Outline for Phase Two	26
7. Implementation Issues/Phase One	28
A. Capability of Administrative Infrastructure	
B. Physical Infrastructure	
C. Cost Effectiveness	
D. Ability of RRC and Other Ministries and Other Donors to Mount Coordinated Effort	
8. Issues Related to Prime AID Concerns	30
A. Environment	
B. Social Feasibility	
9. Conclusions	34
10. Ambassador's Statement	36
Map	37

1. Summary of Program:

This report provides data to support Phase One of a proposed Two Phased program of relief and rehabilitation for people who have been displaced from their homes and lack basic goods in order to return to their traditional mode of subsistence. The dislocation was caused by fighting and unstable political conditions in the Ogaden and in the Bale and Sidamo regions. Three Awrajas (districts) in Bale Region have been stabilized and it is expected that the two southern Awrajas (Delo and El Kere) will be stabilized soon. Refugee settlements are located throughout the province; however, Phase One of the program will focus on providing urgently needed farm, health, and other inputs to the three northern Awrajas (Genale, Mendeyo, and Wabe). Phase Two envisions a) developing limited infrastructure capability among provincial authorities and farmers' associations in order to better prepare them to deliver continuing rehabilitation services while b) continuing the processes of rehabilitation in the areas of Delo and El Kere in the south as they become secure.

The principle behind both phases is to return the people as near as possible to their previous mode of subsistence by providing immediate rehabilitation assistance through 1979 and 1980. The cost of Phase One is \$2.5 million.

The cost of Phase Two is estimated to be about \$4 million. AFR/EA is requested to initiate an Action Memo and Congressional Notification for Phase One at this time. The Mission anticipates action on Phase Two can begin in approximately two months. From a longer term perspective the Mission envisions a project design effort for a development program in Bale Region in 1981.

<u>Cost Summary for Inputs - Phase One:</u>		US \$
Oxen: (or tractor rental).....		900,000
Tools: Agricultural	447,500	
Road Making	200,000	
Black Smiths	16,000	
	All Tools.....	663,500
Seeds.....		380,800
Storage Shed Materials.....		120,000
Tree Seedlings.....		150,000
Chicks.....		80,000
Data Gathering.....		12,800
Soap.....		150,000
	Total.....	<u>2,457,100</u>

N.B. US\$ 1 = 2 Birr

2. Summary of Trip:

Ned Greeley, REDSO Anthropologist; Anita Mackie, REDSO Ag Economist and Public Health Expert; Mulugeta Yohannes, USAID Engineer; and Ingrid Peters, AFR/EA Program Officer, participated in a six day reconnaissance of Genale, Mendeyo, and Wabe Districts in Bale. During this period eleven camps were visited. The Team attempted to visit camps which had been established for varying periods of time and under a variety of ecological conditions. Camps established for approximately one year had already constructed housing. In some instances individual, cooperative, and collective farming had begun and some families had begun kitchen gardens. Camps established for six months or less are still in the process of constructing housing, in many instances the people have not yet begun farming, and have few or no tools, seeds, and livestock. Basic immediate needs for rehabilitation include, in addition to the above mentioned items, metal sheets and nails for local construction of food storage areas, construction of latrines, soap, and tree seedlings and poultry production. Due to difficult terrain, team members visited camps located near roads or tracks although many camps can only be reached by horse, donkey, or on foot. Numerous camps are located far from water. Most areas around camps have been denuded of trees for construction of homes. Newcomers continue to join settlements each week and the Relief and Rehabilitation Commission (RRC) estimates that numbers in camps will most

likely reach 500,000. Most camps visited had several hundred homes with approximately 5-12 people occupying each house. In the majority of camps visited, people came from the same or neighboring sub-districts.

Support from Regional, district (awarja), and sub-district (woreda) RRC and other officials was excellent. The Regional representative from Min. Health also accompanied the team for a portion of the trip. En route, EPID (MinAg Extension Project Implementation and Development), UNHCR, and other officials were interviewed. Team members also interviewed individuals in camps, heads of farmers' and womens' associations, and Mennonite medical missionaries working in the area. Throughout the trip team members were greatly impressed with the dedication and commitment of officials involved in the relief effort. Every effort is being made to reach settlements with food, blankets, and other items for distribution. While adequate medical supplies were available in all camps visited, the number of medical dressers was limited and as they were without transport they could only serve one camp. Children examined in camps showed few signs of advanced malnutrition; however, it must be emphasized that team visited only more accessible camps. Prevalent childhood medical problems included scabies and eye infections due to lack of hygiene. Some camps had one or two teachers while others had none.

After completion of the reconnaissance trip, team members again visited the RRC regional representative and discussed findings and general recommendations. These were subsequently reviewed with Mission and RRC/Addis personnel. The two-phased approach suggested by team was heartily endorsed by all concerned.

3. Regional Overview

Bale Region is the second largest in the country with 125,000 sq. km, of land which varies considerably in ecological type.

The high-lands in the northwest rise over 3000 m; from there the land slopes south, southeast and northeast down to 400 m at the lowest points. Two rivers, the Genale and Wabi Shebelle flow through the region into neighboring Somalia. Average annual temperature in the north is 14C; in the south 30C. Yearly rainfall in the north highlands is about 800 mm; in the south 200 mm. Most of the region has an annual rainfall of less than 500mm.

There are five districts (awrajas) in the region and 24 sub-districts (woredas). Population of the region in 1976 was estimated to be 793,000, 96% of which is rural. The region is relatively thinly populated; even in highland areas where yearly rainfall is over 500 mm the average density is not more than 14 persons per sq. km. In the semi-arid areas found in 4 of the 5 awrajas, the density is less than 3 per sq. km. Social services are minimal in the area. There are very few schools (particularly following the widespread looting and burning of homes and buildings by Somalia-backed shiftas). In 1976, there were 5 health centers and clinics in the region.

The road system is also poorly developed. There are only 1,338 km of dry weather roads; and only 2 of the 5 awraja capitals can be reached on all weather roads.

Nomadic pastoralism is the basic economy in the semi-arid areas; sedentary farming is predominant in the highlands. Livestock plays an important role throughout the region. In 1970, 4 of the 5 awrajas contained approximately 250,000 head of livestock each. The fifth, Delo Awraja contained 50,000. In the highlands some coffee and oil seeds are grown as cash crops. The dominant crops under cultivation are barley, wheat, and maize (77,709; 35,263 and 26,033 ha. under cultivation in 1970 respectively). In the lower, drier intermediate farming-herding areas sorghum is also grown. Other crops of lesser importance include peas, beans, teff, flax and some coffee and ensete. The recent history of Bale Region then was one of comparative neglect by the Imperial Government. This neglect coupled with economic inequalities and land alienation particularly among the indigenous Galla, accounts in large part for the pre-revolutionary uprisings of Bale peasants against the Imperial Government in the 1960's and for the extent of the irredentism and civil turbulence in most areas of Bale during the last few years. The highland area is populated primarily by Gallinya-speaking farmers, many having moved into the region from other more densely populated Galla areas over the past few decades. There is also an important minority of Amharic-speaking farmers; a number of these as well as

absentee landlords controlled large tracts of farmland prior to the revolution of 1974.

In the lower areas of Bale, Galla and ethnic Somali are the dominant groups. Many of these follow Islam, and a significant portion have family and/or lineage ties in neighboring Somalia. Considerably more remote from government protection and the mainstream of development activities than the highland farmers, the lowland pastoralists of Bale have experienced most directly the series of natural and manmade disasters which have rocked the Horn over the past 5-6 years.

At this time, there is still considerable upheaval and lack of security in the Southern two awrajas. In the northern three, conditions are now favorable for extensive relief efforts. The team found people living under a great range of conditions in the highlands, from complete normalcy or better (many town dwellers, for example, are experiencing boom town business conditions) to utter destitution. Outside the tiny towns, a number of which resisted shifita attacks and were not over-run, large areas are denuded of homes and livestock. There are tiny pockets of indigenous Galla dispersed farmsteads and state farms located in certain areas. The former continue to be occupied and run by family units (whether nuclear, extended or polygynous); the latter have been established by the PMGSE on large holdings of landlords and are now formed by a mix of local labourers, labourers brought into the area from other farm areas and increasingly, from the unemployed city population as well.

The predominant form of population grouping in the areas visited is the settlement. Called "shelters" by the English speakers working on the relief and rehabilitation programs, these contain the displaced population who will be the direct beneficiaries of the proposed AID funded R&R activities. As might be expected, the team found wide differences between individual settlements, and also between the older settlements near to the towns and new settlements in remote areas. In a number of the older settlements which have relatively easy access, up to 300-400 mud and wattle thatch roof houses have been constructed on a communal basis following fairly standard regulations of house siting, size and style (on a grid pattern with houses typically 40-50 meters apart, each circular with diameter approximately 4 meters). In the newest shelters the team found families with the barest necessities (a pot, a water container, no livestock, no seeds) living in euphorbia groves under makeshift grass leanto shelters. The team was told plastic sheeting was used for shelter in some of the temporary camps closer to where Ethiopian Army Units were still wresting control of the land from shiftas and local insurgents.

There is a steady flow of new people into the settlements, which makes the task of getting them sheltered and if possible, on the food relief roles, a difficult one. In several settlements the population is over 5000 people, in two-three, probably over 7,000. Several of these large settlements were established before the Settlement Agency had set up

farmers' associations and pegged out the grid for house siting. It is anticipated that the majority of the population in these large settlements will be resettled in smaller units as soon as possible.

4. Range of Needs

The visits to the settlements revealed a wide range of problems of varying degrees of urgency. The choice of methods to meet these needs had to take into account the scarce resources of the area in terms of manpower available (particularly at the administrative level), infrastructure (particularly roads and trucks to reach settlements) and the timing of the agricultural year with only about two months before the last planting date. In addition, the inputs had to be selected to mesh with other donor activities and to complement or extend the planned uses for PL 480 funding.

The most urgent need for the settlements was clearly to assist them with ground breaking and planting a crop during the belg season. To meet this need or to assist as far as feasible three inputs are planned: oxen purchase or tractor rental, provision of agricultural implements and purchase of seeds.

Two additional activities are planned to enable an early start to be made on multiplication of needed agricultural components. These involve support for the seedling production or the regional headquarters, and growing day-old chicks at the Regional center for later distribution to settlements.

The provision of food and seeds to the settlements has created an urgent need for shelter at the settlement level. This need can be met by provision of roofing sheets and nails to the farmers' associations who will then provide the necessary labor. Finally, the settlements are changing rapidly, new ones are being created, existing ones are expanding. To keep up with the growth, the administration of the RRC needs assistance with data-gathering to provide complete and valid information for planning purposes.

5. Specific Inputs for Phase One

A. Oxen (or Tractor Rental)

Assistance in breaking ground before the end of the planting season is urgent in all settlements. Some older settlements have a few oxen, but most are devoid of almost all working stock. RRC is making maximum use of about 15 operating tractors which it rotates at a specific number of days per settlement. Purchase of oxen may be the most desirable and long-run solution to the problem, but if further tractors can be rented, flexible funding should allow either oxen purchase or tractor rental. The urgent problem is preparation of land for ploughing.

Oxen have already been purchased to assist settlements. RRC arranged for the purchase and delivery (by driving oxen to the area) of 500 pairs utilizing AID emergency grant funding. These were purchased at an average price of 250 Birr per animal, and they are already being utilized. USAID

is programming the purchase of a further 9,500 pairs utilizing PL 480 sales monies. If each pair can assist 5 families in farming, then a total of 50,000 families would be assisted. The Dutch have given some money for oxen, and EEC is also discussing further assistance with oxen.

In view of both other donor and the major AID effort in oxen purchase, it is realistic to think of further assistance as covering only half of the remaining families, 15,000 family units. Flexibility is to be desired, oxen purchase if it can be done rapidly and in a nearby surplus area such as Arsi would be the first choice. Tractor rental if they are available in a timely fashion would be the second choice. If either timing or non-availability interferes with both alternatives, purchase of ~~MILK~~ cows in the surrounding area would meet longer term needs for restocking the herds (to supply oxen and more immediate nutritional needs of children).

Since money donors are purchasing oxen, the price is likely to rise, and the oxen may have to be purchased further away and driven further. For this reason an average price of 300 Birr will be used.

Costing Estimate

3,000 pairs of oxen @ 300 Birr each to be shared by 5 families cost 1,800,000 Birr or \$900,000.

Some or all of this funding could be flexible for either tractor rental or milk-cow purchase.

B. Tools

Families have lost almost all of their hand tools during the war. The basic tools needed by each family are a hoe and a machete. Sickles can be shared, and one for every 2 families would provide a start. Axes, shovels and picks are needed in smaller quantities. Road building and maintenance tools are needed at many camps where access is difficult to enable goods and services to move at all. Some sets of blacksmiths' tools would enable the settlements to start both repairs and fabrication of simple tools, including the important tip of the ox plough.

Other donor financing of tools include UNHCR and Dutch AID. Current assistance can be expected to take care of the basic farm tools for about half the families. No other donors have assisted with road making tools or blacksmiths' kits.

Provision of Agricultural Tools

<u>Description</u>	<u>Cost/Unit Eth. Birr</u>	<u>No. Required</u>	<u>Total Cost Eth. Birr</u>
Hand Hoe	8.00	40,000	320,000
Machete	6.00	40,000	240,000
Sickle	7.00	20,000	140,000
Axel Congo (2.5 lb)	10.00	10,000	100,000
Shovel	5.00	10,000	50,000
Pick Axe (4.4 lbs.)	9.00	5,000	45,000
			<u>895,000</u>
			or US\$ 447,500

Summary: Tools

	US\$'s
Agricultural: Basics for 40,000 families	447,500
Blacksmith 1 basic set for 160 camps	16,000
Road making 1 set for 1/2 camps (80)	200,000
	<hr/>
Tools	\$ 663,500

COST ESTIMATES OF HAND TOOLS TO BE USED BY SETTLERS OF ONE CAMP
FOR THE PREPARATION OF ACCESS ROADS

<u>ITEM</u>	<u>DESCRIPTION</u>	<u>QUANTITY PCS.</u>	<u>UNIT PRICE (BIRR)</u>	<u>TOTAL PRICE (BIRR)</u>
1	Shovels	85	5	425
2	Pick Axes	65	9	585
3	Back Hoes	10	8	80
4	Wheel Barrows	25	100	2,500
5	Sledge Hammer (1kg)	15	6	90
6	Sledge Hammer (3kg)	20	15	300
7	Barrows	10	10	100
8	Crowbars	10	20	200
9	Chisels	5	10	50
10	Screen Mesh	2	50	100
11	Mason spoon	5	7	35
12	Mason Cord	5	5	25
13	Hand Meter	4	5	20
14	Steel tapes	2	50	100
15	Machets	65	6	<u>390</u>

Total Cost=5,000 Birr

or US \$ 2,500 Per
Camp

N.B. Using the above hand tools the settlers would be able to perform the following operations.

- Clearing and grubbing of shrubs, trees and grass on access road
- Excavation of roadway involving small cut and fill operations.
- Digging of ditches
- Construction of fords, and strengthening of weak spots along proposed access roads.

COST ESTIMATES FOR A SET OF BLACKSMITH TOOLS

<u>ITEM</u>	<u>DESCRIPTION</u>	<u>QUANTITY</u> (PCS)	<u>UNIT PRICE</u> (Birr)	<u>TOTAL PRICE</u> (BIRR)
1	Hammer (1 kg)	1	6	6
2	Hammer (3 kg)	1	15	15
3	Chisel	1	10	10
4	Gloves (pair)	1	5	5
5	File	1	10	10
6	Pincers	1	14	14
7	Anvil	1	100	100
8	Blower	1	40	40

Total Price per set = 200 Birr

or US \$ 100 Per Camp

C. Seeds

Seeds are needed by almost all settlements, though not by all farmers in those camps where farming operations are well underway. The harvest had been recently gathered in established areas, leaving about two months to get the new crop in the ground. The major crops of the area are barley and wheat. Recently harvested bags of these two crops can be purchased in surrounding areas to minimize transport problems. Other seeds required in smaller quantities include beans, sorghum, maize, teff, flax, and horsebeans.

Multiple donors have been involved in the effort to move seeds to the area. UNHCR has probably been the prime donor, RRC itself has purchased seeds, USAID assisted with the purchase of about 100 tons of wheat and sorghum under its emergency support.

Seed costs for barley and wheat have been estimated at 80 Birr for bag delivered at Robi. A similar figure can be used for the miscellaneous seeds while recognizing it would be an average, too high for maize and too low for teff and flax. The two principal crop seeds can be expected to produce about 6,000 ha. of crops.

The limiting factor on the amount of seed to be provided will be the amount of ground which can be broken for the next crop.

Assume:

- 1 tractor can plough 100 ha for the next ½ year
- 15 tractors can plough 1,500 ha. for the next ½ year
- 1 pair of oxen can plough 10 ha. for the next crop (4 pairs oxen can plough 1 ha. in 1 day)
- 1,000 pairs of oxen could plough 10,000 ha.

The RRC has currently about 15 tractors. 500 pairs of oxen have been purchased, and assume another 500 pairs are purchased in time to be used for the next two months. Thus 11,500 hectares require planting.

3,000 bags of ^{barley} at 80 Birr per bag delivered at a seeding rate of 80 kg/ha. would cost 240,000 Birr (US \$120,000) and seed 3,750 ha.

3,000 bags of wheat at 80 Birr/bag delivered at a seeding rate of 125 kg. ha. would cost 240,000 Birr (US \$ 120,000) and seed 2,400 ha.

Sufficient barley and wheat will be provided to plant about 6,000 ha. or half the amount expected to be prepared.

In the visit to the area, quite small quantities of the less important crops were seen. Recognizing that the agro-climatic conditions were not suitable for all these crops in all areas, it was still felt that the scarcity was mainly attributable to lack of seeds. In order to provide a basic minimum for the next season, the following amounts could be distributed:

Peas	4 bags/camp or 640 bags
Beans	" " " " "
Sorghum	" " " " "
Maize	" " " " "
Teff	2 bags/camp or 320 bags
Flax	" " " " "
Horsebeans	" " " " "

Total 3,520 bags

These less important crops could be provided as a basic seed multiplication project to the camps, and hopefully the initial harvest would provide realistic amounts for the second season's planting.

Seed Costs

3,000 bags barley at 80 Birr is	240,000 Birr	-	US\$ 120,000
3,000 bags wheat at 80 Birr is	240,000 Birr	-	US\$ 120,000
3,520 bags misc. at 80 Birr is	281,600 Birr	-	US\$ 140,800

Total 761,000 Birr
or US\$ 380,800

D. Starter Stocks for Trees and Chickens

Trees

The Forestry Department already has a small tree nursery outside Robi. They had planned to expand it next year. They stated that if given 300,000 Birr/to cover recurrent costs (US\$ 150,000) they would be willing to do so immediately. The two major cost items involve fencing and labor. Started trees, especially eucalyptus are urgently needed both to stop erosion and provide future wood and fuel supplies for the settlements. Student labor for planting and/or supervision of planting would be available in July. It might be possible to have the first seedlings ready by that date. World Food Program has

already provided some funding for reforestation in Bale, and at least one million seedlings were distributed to farmers' associations last year.

Expansion of tree nursery at Robi 300,000 Birr or US \$ 150,000.

Chicks

At all the settlements visited there were almost no chickens. Two reasons were given, the population had lost their chickens during the war and secondly, that possession of crowing cocks alerted shiftas to the location of habitations. In most of the areas it is customary for the family to own a few chickens who scratch and fend for themselves around the tukul. Chickens are eaten on special occasions, and eggs when they are found.

It would obviously be desirable to provide families with starter stock. However, there are several constraints. First the State Hatchery is only in a position to supply day-old chicks. These would not be suitable for general distribution. Secondly, the most critical shortage would be trained manpower to supervise a chick-rearing operation. This could be solved either by utilizing an EPID employee from Robi, or by arranging to get a graduate from a short course now being started by the Resettlement Authority which is planning a more commercialized poultry project for the future.

One or two settlements close to the location of the poultry expert, having easy road access, and close water supplies could be chosen as chick-rearing sites. The Resettlement Authority has drawn up plans for low-cost locally constructed houses, and instructions for simple management. If one or two settlements undertook the rearing of the chicks until they are six weeks old, then the chicks could be distributed to other settlements (farmers' associations) who could multiply them further using traditional broody hen hatching methods. Farmers' Associations would then make distribution to the families.

It is difficult to arrive at a good cost estimate. The Resettlement Authority figures were based on a longer rearing period for broilers or layers. All food would have to be trucked in. Labor for house construction would be provided by the settlements, and local materials could be used for construction. It would be desirable to have a phased approach so that two settlements each started with one 1,500 chick unit and then build up rapidly to more units as they become experienced.

High estimate: All costs involved in making one 1,500 chick unit to adult/birds 10,000 Birr or US \$ 5,000.

If all 160 camps were given a starter flock of 150 birds, the cost involved is US \$ 80,000.

E. Storage Shed Materials

Currently relief foods are being moved by articulated 12 T trucks directly from the port to regional warehouses located in Goba and Robi. One large warehouse has been taken over from a commercial enterprise in Robi. These warehouses are almost full. Undoubtedly, some district warehouses would be desirable but this would involve permanent structures and 611(a) certification.

Another and lower cost method of meeting urgent needs for storage space is to construct small units at the settlement level. The particular size chosen would store 3 months relief food supply for 1,000 people. In some settlements where access roads are good it may be possible to unload a truck coming from the port at the settlement. In most areas trans-shipment from the regional headquarters will require use of a 5 T 4-wheel drive truck. In the most difficult areas, the settlers will have to assist with donkey and mule transport.

It should be noted that this small warehouse will need to be used for seed storage also if seeds are delivered or saved for the next planting season. In the long run it can serve for excess production storage.

Construction will be carried out by the farmers' associations. AID will finance the roofing sheets and nails. Sufficient wood will be available locally for most settlements. RRC has provided corrugated iron sheets to some settlements for construction of schools and feeding stations. No other donors are currently engaged in warehouse construction at any level. It is planned that one warehouse per settlement will be constructed.

COST ESTIMATES FOR A SETTLEMENT SMALL WAREHOUSE

Dimensions of warehouse = small warehouse
 Length and width = 10 meters and 5 meters
 Area = 50 square meters
 Eave height = 3 meters
 Gross volume = 150 cu. m.

Standard RRC grain rations = 400 grams per person per day.

Number of persons per settlement = 1000

Consumption per month = 400 kg. x 30 days
 x 1000 people
 = 12,000 kg. = 12 MT

Storage requirement for 3 months consumption = 12 MT x 3 = 36 MT

1 (MT) bagged commodity requires = 2 cubic meters of usable storage

36 MT of bagged commodity requires = (2 x 36) = 72 cubic meters
 of usable storage

Using Table II, FFP PL 480 Title II Commodities Referenced Guide,
 the above small warehouse provides 72 cu. meters of stacking volume,
 using 1 stack (to eaves height, 1 m. clear of walls).

Surface area of warehouse roof = 11 x 6 = 66 m²

Surface area of warehouse walls = 30 x 35 = 105 m²

Total net surface area = 105 + 66 = 171 m²

Effective net area of one corrugated iron sheet
 sheet = 1.35 m²

Number of corrugated iron sheets required = 171 / 1.35 say 130 pieces

Cost of one piece of corrugated iron sheet = 10 Birr

Cost of 130 pieces of corrugated iron sheets = 1300 Birr

Nails required for small warehouse = 50 kg.

Cost of nail = 2 Birr/kg.

Total cost nails 2 x 50 = 100 Birr

Total cost of corrugated iron sheets and nails for

one settlement warehouse	=	1300 + 100 = 1400
miscellaneous	=	100 Birr (less than 5%)
Grand Total Cost	=	1500 Birr per warehouse or US \$ 750 per warehouse
· 1500 x 162 settlements	=	243,000 Birr or \$ 121,000

F. Information Feedback System

The flow of information about the settlements to both the Regional and National Headquarters is fragmented and spasmodic. No regular data collection process is currently planned. The last information was collected in September 1978 by students. On the field trip it was found that the number of settlements located in Ginnir Woreda had increased by two-thirds since that date. The forward planning of the resettlement effort will require increasing amounts of information.

To staff the information gathering and analysis function it is proposed to hire one administrative assistant/clerk at the regional headquarters, and have one person in each liberated woreda, a total of four. Each of the woreda data gatherers will be supplied with transport, probably a horse or mule with which to reach all settlements.

Salaries

1 Administrative Assistant/Clerk annual salary including district allowance and per diem - 7,600 Birr.....	US\$3,800
3 Woreda level data gatherers including transport allowance @ 6,000 Birr/annum.....	<u>US\$9,000</u>
Total	<u>US\$12,800</u>

(Note: Phase Two will address funding for additional RRC personnel to carryout continuing rehabilitation efforts.)

G. Soap

The tour of the settlements revealed numerous medical needs, especially for a more intense effort to deal with public health and sanitation issues. Curative medicine was being offered in those few settlements with a dresser, and the stock of

medications was both appropriate and sufficient. Dressers were attempting to deal with sanitation, especially latrine digging, but without a great deal of success. One dresser was even reputed to have withheld medicine until an adequate number of latrines had been dug. Inadequate access to water was a major problem, and water quality seemed generally poor. Effectiveness of the dresser could be greatly enhanced by providing transport so that he could reach more than one camp. In most areas a horse or mule may be the selected mode.

A plan already exists to train two members of the settlement associations as village health workers. A male would focus on preventive medicine especially sanitation, and a traditional birth attendant on MCH type of activities. Such a program could receive support under Phase Two.

The most urgent medical need seen in the settlement was for soap.

In some camps as high as 80% of the children under 5 had eye infections and scabies. Mothers pleaded for soap, most had no money to buy it, others were asking for a shop where soap and other necessities could be purchased. UNICEF was donating medical supplies and soap, particularly for MCH activities, but this was reaching a fraction of the population. Distribution of soap would be handled equitably by the womens' association.

Cost of Soap: 4 bars of locally produced soap per person
(to last approx. 1 year) @15c Ethiopian per bar for 400,000.

US\$ 150,000

6. Outline for Phase Two

The aim of Phase Two will be support for the efficient extension of local relief and rehabilitation efforts into the remoter and less productive woredas of the region. The focus of the assistance will be on improving the capacity of the RRC and other institutions involved in R&R to mount a coordinated program which will take full account of the wide variety of conditions found in the territory now being secured by the Ethiopian Military.

In addition to further support following along the lines of Phase One activities, three general areas of activity will be considered. Activities in each will be selected and supported to the extent that they further the prime aim of Phase Two stated above. These include: (1) improvement of administrative and planning capability at the local, sub-district, district and region levels; (2) manpower training (eg. very short courses in conjunction with EPID, Department of Public Health, Institute of Management and Training, etc.); and, 3) initiation of small projects in the more established settlements which could generate, locally, inputs to be sold in other settlements (eg. raising of chicks, production of ox plow tips, clay water pots and kerosine lamps from scrap metal cans, weaving of blankets and cloth, sewing of clothes, etc.).

In so far as the activities to be considered will continue to fall within the context of relief and rehabilitation, the aims of this second phase should be largely achieved within a budget of approximately US \$ 4 million.

A five person team is proposed to plan for Phase Two and related activities. The team members would be requested for an estimated three-week period in late March. Four general tasks would be accomplished during this planning period.

These are:

1. Assessment of Phase One progress to date;
2. Establishment, with liaison assistance from appropriate Mission personnel, of a coordinated approach to Phase Two activities with RRC and the line ministries and agencies concerned (health, nutrition, agriculture, forestry, settlement agency, etc.);
3. Analysis and writeup of Phase Two activities; and
4. Preparation of a PID for a follow-on development project in the region.

Listed below is the composition of the team and the tasks assigned to each:

- design officer; tasks 2, 3, and 4;
- anthropologist: tasks 3, and 4;
- public health/ag economist: tasks 1-4;
- education and human resources specialist: tasks 1-4; and,
- engineer, tasks 1-4.

The three available members of the team who have prepared this document, the anthropologist, ag. economist/public health expert; and engineer, are proposed for Phase Two. The EHR specialist will be provided by the Mission and a design officer will be requested from REDSO/EA.

7. Implementation Issues/Phase One

A. Capability of Administrative Infrastructure:

More RRC personnel at district and sub-district levels are needed as well as increased coordination among Ministries (e.g., Health, Ag., Ed). Regional representatives estimate there are 12 Public Health Workers, 20 EPID agents, and 100 RRC personnel working in Bale. (The 100 RRC personnel include drivers and temporary help.) The Mission was unable to get exact figures from the Ministries. For this reason, team members have recommended ^a two-phased program in order to build this capability as a continuing process of rehabilitation occurs over time. The honesty, dedication, and efficiency (given administrative and physical infrastructure problems) of all personnel contacted is impressive. The PL-480 transported to the Regional storage area in Robi is being off-loaded within a five-hour period and this rule ^{is} strictly adhered to by all concerned. Further distribution to camp sites is conducted on a regular basis. It is also relevant to point out at this point that the recent OFDA grant of \$400,000 in Fall, 1978, has been completely expended by RRC and goods distributed.

B. Physical Infrastructure:

Continuing needs exist for trucks and four-wheel drive vehicles in RRC and other Ministry representatives working in the area for delivery of goods and services. Team members suggested other donors be approached for these goods. Design of this 495F program has taken this into account. RRC is working with EPID for temporary storage for seeds and has been able use other Ministry vehicles for transport of relief goods.

The inadequate road system to many camps is a major problem, particularly during the rainy season. While it is not appropriate to include a road construction component in this activity, team members agree it would be useful to supply settlements with hand tools to clear tracks to camps for improved access.

C. Cost-effectiveness:

The orientation of this entire program is to make a rapid transition from relief to self-sufficiency in the traditional mode of agriculture. To this end, this program is cost-effective as (1) it will reduce the burden on the administrative network, and (2) reduce reliance on AID food assistance in the northern region of Bale at a time when new areas in southern Bale are being opened for rehabilitation and food assistance.

D. Ability of RRC and other Ministries, and other Donors to mount coordinated effort:

Sustained effort is dependent upon several conditions:

(1) continuing government support; (2) regular rainfall; (3) promoting and extending areas of stability and security.

Mission and team members are convinced the government commitment strong. In a recent speech (21 January) marking the adoption of a plan for national development, Chairman Mengistu stated that the National Revolutionary Development Campaign (NRDC) is placing special emphasis on finding solutions to the problems of food shortages. The choice which confronts Ethiopia now, he indicated, is whether to remain forever a "nation of alms-seekers or to pull herself together and implement the campaign."

8. Issues Related to Prime AID Concerns

A. Environment

No significant environmental impact is anticipated as a consequence of AID activities. The seeds, farm implements, cattle and oxen provided will be purchased locally and will be similar in type and magnitudes previously found in the area. The access roads and tracks to be improved will follow existing rights of way to the extent possible. Land use patterns have been altered by the establishment of high density settlements, need for fuel and building materials, construction of ponds and wells, and introduction of mechanized agriculture in areas previously cultivated by plow or under fallow. The aim of AID R&R activities is to neutralize the negative environmental impact to the extent possible within the emergency context. AID activities include seedling planting, oxen purchase, and support to sanitation education.

Other donor and RPC activities include the assignment of an agronomist to the area, environmental education, and increasingly rigorous selection of settlements based on criteria of availability of good soils, adequate water supply, building materials, etc.

Construction of small sized storage units of standard design made possible by AID provision of zinc-iron sheets and nails will be undertaken by the farmers' associations or at the settlement level.

B. Social Feasibility

The social structure of the various sedentary Galla subgroups is exceptionally well suited to the successful introduction of agrarian reform--Ethiopian style; for a detailed analysis see Allan Hoben's Social Soundness Analysis of Agrarian Reform in Ethiopia, 1976. The establishment of farmer associations greatly facilitates participation of the rural poor; associations for both household heads and for women were found in all settlements visited. Farmer association representatives (chairman) participate at all administrative levels--from the settlement, subdistrict, district levels to the regional committee located in Goba. Their involvement is a crucial reason for the equitable pattern of distribution of very limited resources (tractor time, oxen, implements, food) found by the team. Program inputs will unquestionably benefit all segments of the population, including women the aged and infirm, and children.

With few exceptions persons and families displaced by war and shifita activities are returned to the subdistrict (woreda) of residence prior to displacement. The team found ample evidence of strong PMGSE commitment to the reintegration of all settlements and all elements of the population into the R&R program, including the involvement of all major religious and ethnic groups (Galla, Amhara, Somali, Christian Orthodox, Muslim) in the RRC network of local and district level administrators.

The aspect of the R&R program whose potential impact is not clearly predictable at this time in the farming areas of the region is the degree of farmer acceptance of the collectivization and villagization processes currently being introduced through local government staff. The team in its short visit found no evidence of undue PMGSE pressure regarding house building and settlement patterns or collective farming. Voluntary work groups (Debo) are popular indigenous forms of organization and the farmer association (local) leadership guiding the work activities is democratically elected.

Having nothing, most settlers appear eager to gain easy access to food, seeds, farm implements, oxen and tractors, housing, and farm lands. The team suspects that ready acceptance of villagization and collective farming (neither of which are indigenous patterns) will continue in the immediate future during the transition to self-sufficiency and "normalcy".

Whether acceptance continues beyond that time will depend on a range of factors, including settlement size, availability of suitable land, adequate and rapid provision of local infrastructure (roads, schools, clinics, stores).

Long-term acceptance of collective farming by the settlers is particularly difficult to predict. Currently, there is a great range among the settlements as to the extent of collective farming vis-a-vis farming of individual plots. Variations are primarily a function of the age of the settlement and amount of farm inputs provided by RRC. In some settlements which rely completely on RRC-provided oxen and tractors, most food production is accomplished communally (although there is always provision at least for a plot for a kitchen garden). At a couple of settlements near the Goba regional center, some farmers were working communally on fields (with proceeds going to the establishment of a farmer association store) and growing their own crops on other fields. At the other end of the spectrum are settlements more remote from RRC and settlement agency personnel. In many of these, farmer associations are rudimentary and settlers have managed to keep their own oxen and/or obtain oxen and seeds privately. What food is produced is consumed by individual or extended families and not shared among a wider group. The majority of settlements in the three awrajas visited appear to lie between these extremes.

In other parts of the region, particularly in the lowlands where nomadic groups are found, very little is known about the "fit" of Government plans for collectivization and villagization with existing social and economic structure. Hoben does not include these areas in his analysis, and the team was able to visit and interview only in the farming area. Preparations for Phase Two activities will include further social analysis of PMGSE plans for nomadic populations and of the nomadic groups living in the lowlands.

9. Conclusions

In conclusion, the Mission and the team wish to emphasize several points. First, the proposed approach, which includes elements of relief and rehabilitation in both phases, appears to be the best alternative for realizing the most rapid impact on the Bale Region distressed population in the immediate future. The proposed approach makes maximum timely use of one of the most outstanding features of the region, which is an exceptionally highly motivated local population who, to paraphrase one settler-wants nothing more than what farmers required before the troubles--to enable them to get on with the business of growing the family's subsistence. Secondly, the approach provides for flexibility in the second phase, when additional areas will be opened up and more information will be available.

The approach should also rapidly increase the resources available to a dedicated and overworked group of government workers who are fully committed to incorporating the local population into the national process of economic and social

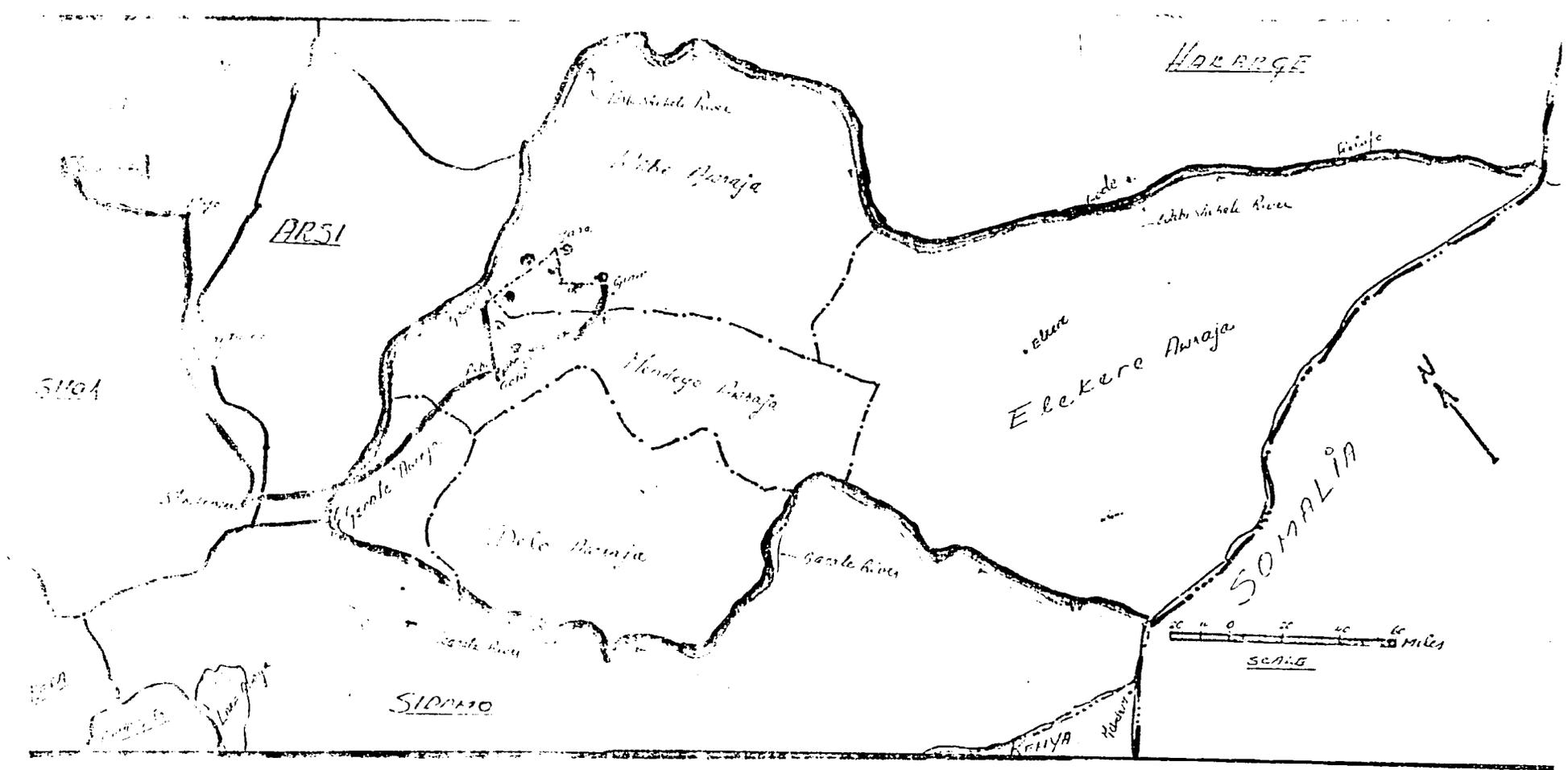
development based on the principles of self-sufficiency and local participation. Rapid self sufficiency in the northern areas will free up scarce resources and personnel for the continuing influx of the displaced and starving population which progressively will be reached by relief efforts as stability and security is achieved.

Finally the approach, although calling for rapid approval, is based on the provision of relatively simple inputs which should place relatively few demands on existing USAID Mission staff.

There are limitations to any relief and rehabilitation, approach including lack of time for planning, insufficient information, and a necessary focus on relief and rehabilitation, (i.e. returning a population to a previous condition), rather than development per se. To address these limitations, the possibility of future activities of a more developmental nature should be considered. An excellent development opportunity which might emerge from the proposed program, for example, would be the replication, with modifications, of the Gamo Gofa Project currently under consideration in the region west of Bale. Other possibilities for future development work should emerge during preparation for Phase Two. A relatively remote forgotten area, but one of great agricultural potential, Bale Region offers impressive opportunities for "new directions" type development activities in the immediate and long term.

10. Ambassador's Statement

"The Ambassador has read and studied the above report and strongly endorses approval by AID/W on a high priority project which can be of real benefit to some of the poorest of the poor in Ethiopia."



- Legend
- - - - - National Administrative Region
 - - - - - Sub-national Administrative Region
 - - - - - State boundary
 - - - - - River
 - - - - - Road
 - - - - - Railway