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Bureau of Democracy, Conflict and Humanitarian Assistance
Office of Food for Peace**

Fiscal Year 2009 Annual Report

Catholic Relief Services, Ethiopia

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ACCRONYMS

CRS	Catholic Relief Services
CSB	Corn Soya Blend
CS	Cooperating Sponsor
DRMFSS	Disaster Risk Management and Food Security Sector
DPPA	Disaster Prevention & Preparedness Agency
DPPC	Disaster Prevention and Preparedness Commission
EFSRA	Emergency Food Security Reserve Administration
EWRD	Early Warning and Response Directorate
FSCD	Food Security Coordination Directorate
FHI	Food the Hungry International
GoE	Government of Ethiopia
ITSH	Internal Transport, Shipping and Handling
JEOP	Joint Emergency Operational Plan
MT	Metric Ton
NGO	Non-Governmental Organization
ORDA	Organization for Relief and Development in Amhara
PDP	Primary Distribution Point
PSNP	Productive Safety Net Program
REST	Relief Society of Tigray
SC/USA	Save the Children/United States of America
SC/UK	Save the Children/United Kingdom
SNNPR	Southern Nations and Nationalities Peoples Region
USAID	United States Agency for International Development
WFP	World Food Program
WV	World Vision
YSP	Yellow Split Peas

LOCAL NAMES

<i>Belg</i>	A short rain that starts in February and ends in April/May
<i>Deyr</i>	Short rain season from October –December (in Somali Region)
<i>Gu</i>	Main rain season from March to June (in Somali region)
<i>Kebele</i>	A geographic area (village) under <i>Woreda</i>
<i>Meher</i>	A long rain that starts in June and ends in September
<i>Region</i>	The higher Administrative Structure embracing zones and woredas
<i>Sapia</i>	Short rain in October(in SNNPR)
<i>Woreda</i>	The lowest Government Administration Unit

1. Introduction and Annual Food Aid Program Results

Beginning in 2008, Ethiopia faced wide-scale food insecurity across large areas of the country. The worst affected households were in Oromiya, SNNPR (Southern Nations, Nationalities and People's Regions) and Somali regions. The food insecurity in these regions was the result of a combination of multiple interacting factors including failure and delayed short rainy season (*belg*) followed by the late arrival of the main rainy season (*kiremt, meher*) of 2009. These factors combined to produce low grain harvest levels, a failure of root crops and haricot beans, low prices of animals due to poor physical condition, and increased cereal prices due to a limited supply of cereals in the markets.

As a result of the above conditions, the Government of Ethiopia (GOE) revised the number of beneficiaries needing emergency relief from 2.2 million (April 2008) to 4.6 million in June 2008 for the period June to November 2008, with a food requirement estimated at 391,651 MT¹. In October 2008, this figure was revised upwards to 6.4 million with a food requirement of 461,745 MT² for the period covering October through December 2008. The third revision of beneficiary figure was made on January 30, 2009, as the 2008 harvest was brought in and relief numbers were adjusted downward to a new figure of 4.9 million people for the six-month period of January to June 2009, with a requirement of 450,611 MT³. And then for the fourth time, in July 2009 the GOE declared 6.2 million for the period July – September 2009, which was subsequently made official on October 22, 2009.

In response to the appeal, CRS Ethiopia and its Joint Emergency Operational Plan (JEOP) partners, requested and obtained approval from USAID for food and financial resources to assist approximately 3 million people with food distributions for October and November 2008, and then again for 1.2 million people for a four-month period beginning July 2009. However, due to food resource shortages in the country and per the GOE's request and USAID's approval, the latter plan was revised for 2.3 million beneficiaries for two months of 2009, which were rounds 4 and 5 of distribution in 2009.

A total of 164,820 MT of food, US\$ 11,709,700 (in ITSH) and US\$ 1,040,100 (in 202e) was approved by USAID to support the JEOP during the fiscal year under TA No. FFP-A-00-08-00078-00, signed on August 6, 2008. (This figure includes the original approval which was not utilized until FY 2009 -distributions took place in October and November 2008 -- with the exception of approximately US\$ 96,000 which was spent in FY 2008. Therefore, almost all of the approved resources in 2008 appeared as part of this FY 2009 report.) On November 14, modification #1 was issued for a No Cost Extension through June 30, 2009. Later, modifications #3 and #4 were issued with additional resources, and extended the life of the project to June 30, 2010.

¹ Revised Humanitarian Requirements for 2008 of June 12, 2008.

² Government-Partners' Joint Document (October –December 2008) of October 14, 2008.

³ Joint Government and Humanitarian Partners' Document of January 30, 2009.

Note: Due to the expansion of the May call forward distribution from 72 *woredas* to 120 *woredas*, CRS and the JEOP partners made a revision of budget and requested about US\$ 620,000 additional budget over and above the approved budget under modification #3. CRS is still waiting for this approval.

Table 1: Breakdown of JEOP Commodity Approved

Commodity	Total (MT)	Breakdown by Call Forward		
		July 2008 (Modif.# 1)	May 2009 (Modif.# 3)	June 2009 (Modif.# 4)
Wheat	73,380	30,680	42,700	
Sorghum	59,160	30,680	28,480	
Corn Soya Blend (CSB)	14,690	5,800	7,120	1,770
Yellow Split Peas (YSP)	13,610	6,140	7,470	
Veg. Oil	3,980	1,840	2,140	
Total	164,820	75,140	87,910	1,770

At the time of this report, approximately 49% of the approved budget has been recorded as expended in CRS' books. The food distributions for Round 5, is ongoing and the distribution for 1,770 MT of CSB has not yet begun due to delay of the shipment. As a result of this and the common practice of delayed invoicing by transport companies, all the inland transport costs have not been fully settled. All partners are expecting a large amount of payables in subsequent months.

Objective

The overall objective of this grant is to save human lives and protect livelihoods through the distribution of food to targeted drought-affected populations. Specific objectives include:

- Addressing the immediate food security needs of drought-affected populations
- Preventing further depletion of household assets
- Reducing distress migration of an affected population.

Activities

Emergency food distribution for a defined period of time is the major activity of the award. The most food-deficient households were selected utilizing a combination of assessment mechanisms provided by the cooperating sponsors and the GOE. *Woredas* were selected based on the severity of the food shortage and the availability of resources to respond. The food rations that were distributed are comparable to the WHO mandated international standards. The GOE, more specifically the DRMFSS, was charged with selecting the specific households which comprised the final distribution plans.

In this fiscal year, a total of 138,582 MT or 84% of the call forwarded food was distributed to a monthly average of approximately 2 million beneficiaries for a four-month period. Actual distribution months/rounds exceed four months due to both ration size and beneficiary

reductions by the GOE. Nevertheless, food distributions were effective in alleviating the suffering in the worst affected areas. The distributions also prevented many families from selling household assets and farm implements to buy food, or from migrating in search of food.

The Joint Emergency Operation Plan - JEOP

The JEOP partnership was formed in 2000 to provide a concerted response to the acute food crisis in Ethiopia. All its members are or have been Cooperating Sponsors (CS) for USAID-supported relief and rehabilitation programs. This partnership initially included CRS, CARE, SC/US, WV and FHI. The Relief Society of Tigray (REST) joined the partnership in late 2002 and SC/UK joined the partnership in 2008. In 2009 CRS also included other international organization including Samaritan's Purse, GOAL, and the former Joint Relief Partnership members Ethiopian Orthodox Church (EOC) and Ethiopian Evangelical Mekaneyesus (EECMY).

As the prime agency, CRS Ethiopia called forward the commodities, followed up the shipments at the port of Djibouti, and managed the four primary warehouses that received the commodities in Dire Dawa, Kombolcha, Mekelle and Nazareth. This was all handled on a through bill of lading. JEOP members collected their corresponding share of food from one of the four CRS PDPs and arranged transportation to their respective distribution centers. Long-haul trucks with a capacity of 22 to 30 MT were generally used to transport food to centers located along the main roads. Short-haul trucks were used for off-road distribution sites. The actual distribution of commodities was carried out by each CS, either through its own staff or through local implementing partners at the field level. JEOP partners and their



Cargo at Djibouti port being loaded for Ethiopia.

local implementing agencies worked closely with the government at all levels (federal, regional, zonal, *woreda*) throughout the implementation of the distribution program. The JEOP program was very flexible in responding to DMFSS' repeated requests to make adjustments to the plan, such as inclusion/exclusion of *woredas*, and the increase/decrease of beneficiary numbers which were often required due to changing needs and priorities.

The total port arrival during this reporting period including pre-positioned commodities was (net) 160,653 MT with a shortage of 457 MT. The detail by commodity type is shown on table 2 below:

Table 2: Comparison of JEOP Call Forward against Commodity receipt (in MT)

Description	Total	Breakdown of Commodity				
		Wheat	Sorghum	CSB	YSP	V.Oil
Call forward	164,820	73,380	59,160	15,040	13,260	3,980
B/L Quantity	163,095	73,433	59,190	13,267	13,225	3,980
Shortage	457	54	44	18	327	15
Net receipt	160,653	73,379	59,145	13,250	10,914	3,965
Balance on pipe line	4,167	1	15	1,790	2,346	15

Shipments of wheat arrived in bulk and were bagged into 50 kg bags at the port. CSB and YSP were shipped in 25 kg bags, while Vegetable Oil arrived in cartons which contained six one-gallon tins.

Table 3 shows the total metric tonnage distributed by each participating CS, along with beneficiary figures.

Table 3: Status of Commodity Distribution in MT and Assisted beneficiary figures

CS	Implementing Partners	Regions	# of beneficiaries (Monthly Average)	Food Distributed MT	% of JEOP Food Distributed
CRS	HCS, MCC, Soddo Hosanna, EOC. EECMY, SP and GOAL	Oromiya, SNNPR, Gambella & Dire Dawa Administration Council	331,088	23,664	17
CARE	CARE	Oromiya & Afar	147,018	10,397	8
FHE	FHI & ORDA	Amhara & SNNPR	101,092	7,139	5
REST	REST	Tigray	511,545	35,751	26
SC/UK	SC-UK & ORDA	Amhara & Afar	349,453	24,309	18
SC/USA	SC-USA, ADRA & PCAE	Somali Oromiya, & SNNPR	172,776	12,684	9
WVE	WVE	Oromiya, Amhara & SNNPR,	349,256	24,639	18
Total			1,962,229	138,583	100

Of the leftover JEOP commodity from October and November 2008 distributions, a total of 16,720 MT was re-allocated for the early months of 2009 GOE PSNP beneficiaries for one month distribution to compensate the skipped month of November 2008 distribution.

The JEOP commodity requests were based on the minimum requirement of 2,100 kcal per person per day of which 12% should come from protein, 10% from fat, and the balance from carbohydrates. This ration rate is comparable to the WHO standard. Due to food

resource shortages within Ethiopia, the above rations were cut by one-third in all the distribution months of 2008. However, in the 4th and 5th round distributions of 2009 (July-September), USAID in their donation letter for 87,910 MT, clearly indicated that the GOE should follow the full ration guidelines. As a result of this enforcement, the JEOP partners were able to distribute a full ration for round 4 and 5 distribution periods while the GOE and WFP were distributing reduced rations in the same rounds.

Strengths/Achievements:

- In the short term, the relief food distributions saved lives and stabilized (or even improved) the nutritional and health status of beneficiaries.
- Due to the timely distribution, there was little migration of communities to other localities in search of food. The food assistance enabled communities to stay in their villages and continue with their agricultural or other income generating activities.
- The sale of household assets and farm implements to buy food was minimized.
- The program was highly flexible in responding to the changing relief needs by shifting food allocations across *woredas* and regions. In addition, USAID was flexible in allocating the leftover food from the 2008 response to the 2009 appeal.
- The food delivery from the port of Djibouti for the May 2009 Call forward was coordinated by DRMFS, WFP and CRS. This coordination assisted the JEOP shipment to get priority of berth at the port of Djibouti and immediate delivery to Ethiopia.
- Food transport from Primary Distribution Points (PDPs) to distribution sites was smooth and timely with only minor problems.
- The cooperation of the federal DRMFSS with the local mission and CRS/JEOP improved significantly through the Prioritization Committee and the Food Management Task Force. However, the coordination at some levels still needs improvement.
- USAID insisted on the full ration distribution to beneficiaries in 2009 for round 4 and 5 which was successful and resulted in beneficiaries receiving the applicable standard ration size.
- The support of the Local Mission of USAID and FFP/W has been greatly appreciated and has been significant in the successful implementation of the JEOP.

Weaknesses/Challenges:

- The first release and the revision of the Humanitarian Appeal from 4.6 million beneficiaries in June 2008 to 6.4 million in October 2008 and finally to 4.9 million beneficiaries in 2009 was somewhat confusing and numbers were often changed unilaterally. In addition, the July 2009 figure of 6.2 million beneficiaries was released unofficially and without breakdown by *woredas*. As a result, the Prioritization Committee and the DRMFSS were forced to approve the JEOP 4th and 5th round of distribution plan of 2009 using the old 4.9 million instead of the updated 6.2 million.
- The continual changes in beneficiary figures at the beginning of FY 2009 by DRMFSS within regions/*woredas* created logistical challenges for JEOP partners.

- In response to these changes in beneficiary numbers, some JEOP partners increased/strengthened their role in the re-targeting and beneficiary selection process. However, in spite of the presence of the implementing agencies in the *woreda* task force, the ultimate responsibility in estimating beneficiary numbers and the preparation of lists continued to rest largely with GOE authorities.
- Some JEOP partners faced difficulties in finding transport to some secondary distribution centers. This was especially true in the Somali region due to long distances and security problems. There, the November/December 2008 distribution continued through February 2009.
- Due to resource constraints, the approved beneficiary number and commodity ration sizes were reduced by one-third of the full ration in the 1st distribution plan. In some months some commodities such as pulses were cut from the ration package due to unavailability. Decisions around priorities (selection and reducing ration size) were the responsibility of the “Prioritization Committee” composed of DRMFSS, USAID, WFP and NGOs.
- In some targeted woredas, the food allocation was insufficient to cover the needs of all the poorest households, resulting in many needy households being excluded from the relief distribution. In the absence of other options, many such households depended on food aid transfers (as loans or gifts) from those who are entitled, resulting in the dilution of the ration size.
- The extreme congestion at the port of Djibouti and the coordination of trucks at the port to lift cargoes was one of the major challenges of the 1st call forward that arrived in October/November 2008.
- The delay of bagged shipments (CSB & pulses) was a significant challenge in the FY 2009 distribution. As a result, the JEOP partners were forced to go without or provide only partial coverage of these commodities.

Many of the above challenges existed due to the inexperience of the new DRMFSS structure. The majority of the challenges were gradually resolved through the Prioritization Committee and the newly organized Food Management Task Force, of which both the local mission of USAID and CRS are active members.

2. Success stories

2.1

Shashego *woreda* is located in SNNPR of Hadiya zone approximately 300 Km to the south of the Ethiopian capital, Addis Ababa. The *woreda* is one of the densely populated *woredas* in the region. According to the Government of Ethiopia Central Statistics Authority report of 2007, the *woreda* has a total population of 102,464, residing both in towns and rural areas. Agriculture is the only mainstay for the population of the *woreda* where different agricultural crops and livestock husbandry business are common. The *woreda* is known by its high density of population coupled with low agricultural productivity due to antiquated agricultural systems and erratic rainfall which results in insufficient production. The average number of persons living in a given household is more than the national average which is 5 people per household.

2009 has been particularly challenging for the residents of this *woreda* due to the poor performance of both the *belg* and *meher* rains which has affected their crops. About 20 per cent of the total population (20,645) has suffered from food shortage and required external support.



Community members receiving grains and oil at the distribution site. Photo by Food for the Hungry.

These community members were not able to afford to buy food in the local market due to the high price of grains and oils. Due to the intervention of this program, prices for oil and grains have decreased. For example, FHI Ethiopia reports that the price of oil has decreased one-half of a US dollar per liter. According to WFP Market Watch Report # 40 dated October 22, 2009 the food inflation rate has decreased down from 34.2% in July to 25.4% in August. The JEOP food distribution could be seen as one of the factors for the decline of prices.

2.2

Testimony of a sixty-year-old woman headed household with four family members, who participated in the program in the Afder zone of Somali region.



Food ready for distribution at Chereti dist center, Afder zone of Somali region. Photo by SC-USA/Ethiopia, Sep 2009

“We are not only collecting the food rations. But also, we know who the donor is as well as how much our entitlement is. Because, the food distributors (SC/US staff) clearly told us how much our ration is.”

“Thanks to the donor, I am feeding my family without any fear during this drought season. I am also glad I got wheat (*qumedi* in Somali language), CSB (*boresh*), oil (*salid*) and pulses (*misirka*). I had no additional costs to collect the food rations, since the food was dispatched close to us. Thus, we don’t sell any part of the food”.

2.3

Food support keeps a fourth-grader in school



Demissew Ayalew lives in a village close to the Tuluawlia distribution site in Legambo *woreda* of south Wollo zone. He is a grade 4 student.

One day, he was left to tend to the family's donkey at the Tuluawlia distribution site while his father waited in the queue to receive rations. The donkey would help to carry their food items back to their home. He expressed how the food rations provided by the JEOP had saved the lives of his family. He explained that if the JEOP emergency food support had not been in place, his father and older brothers would have migrated to distant areas where they could have worked as day labourers. There would have been family separation and Demissew would have had to drop out of school. Fortunately, all of that was avoided.

*4th grade student Demissew Ayalew at Tuluawlia distribution center.
Photo by SC-UK*

The JEOP food support not only fed Demissew's family during a critical period, but also worked to keep them together in their home, and the youngest member in scho

3. Lessons Learned

Although the 2008/9 JEOP response has been characterized by delays in shipment, port congestion, appeal revisions, frequent revisions in beneficiary figures, and distribution shifts, the JEOP program has played a significant role in providing essential life saving assistance to relief beneficiaries and has further enhanced the role that USAID and the JEOP consortium play in food security programming. Of particular note was the call forward of May 2009 which arrived in July 2009, right at the time when the country faced significant shortage of food and pipeline breakage, and JEOP was able to respond with great flexibility and efficiency. Other items include:

- Pre-positioning of shipments such as CSB and Veg Oil at the port of Djibouti helped facilitate a timely response and to guarantee the full ration size distribution.
- The joint visit (GOE, WFP & CRS) to the port of Djibouti helped to speed up shipment deliveries and obtain priority of vessel berths to aid cargo transport.
- The subsequent approval of FFP/W through Expression of Interests (EOI) was seen as an effective mechanism for emergency relief needs, without requiring long proposal submissions.
- The CRS discussion with FFP for Long Term JEOP proposal is another area that will allow for timeliness and flexibility for emergency response.

On October 22, 2009 the GoE released the official Humanitarian Requirement Document (HRD) which claims that 6.2 million people will need food assistance for the period October to December 2009. In this document it is clearly noted that there will be a shortfall of 159,410 MT of food during this period. The harvest – currently underway – is generally expected to be below normal, with the GoE planning to release mid *meher* assessment result in mid November 2009. All JEOP partners are watching closely as this information is shared, with an anticipation and expectation that food assistance numbers will remain high for most of 2010. JEOP is ready to respond.

4. Attachments

- C. Standardized Annual Performance Questionnaire;
- D. Tracking Table for Beneficiaries and Resources;
- E. Expenditure Report; and
- I. Completeness Checklist