

PD-AAC-031-B1

ETHIOPIA
SOUTHERN GEMU GOFA
AREA REHABILITATION

PROJECT PAPER
PRE-IMPLEMENTATION

663- 0210

APRIL 4, 1977

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE

A ADD
 C CHANGE
 D DELETE

PP

2. DOCUMENT CODE
3

3. COUNTRY/ENTITY

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)

6. BUREAU/OFFICE

A. SYMBOL B. CODE

7. PROJECT TITLE (Maximum 40 characters)

8. ESTIMATED FY OF PROJECT COMPLETION

FY

9. ESTIMATED DATE OF OBLIGATION

A. INITIAL FY B. QUARTER
 C. FINAL FY (Enter 1, 2, 3, or 4)

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 -)

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL	39	107	146	39	107	146
(GRANT)	(39)	(107)	(146)	(39)	(107)	(146)
(LOAN)	(-)	(-)	(-)	(-)	(-)	(-)
OTHER U.S. 1.	-	-	-	-	-	-
OTHER U.S. 2.	-	-	-	-	-	-
HOST COUNTRY	-	99	99	-	99	99
OTHER DONOR(S)	-	-	-	-	-	-
TOTALS	39	206	245	39	206	245

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>77</u>		H. 2ND FY _____		K. 3RD FY _____	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1)	213	220		146					
(2)									
(3)									
(4)									
TOTALS				146					

A. APPROPRIATION	N. 4TH FY _____		Q. 5TH FY _____		LIFE OF PROJECT		12. IN-DEPTH EVAL. SCHEDULED
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1) FN					146		<input type="text" value="08"/> <input type="text" value="77"/>
(2)							
(3)							
(4)							
TOTALS					146		

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 = NO
 2 = YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE

TITLE

DATE SIGNED

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

I. Summary and Recommendations

A. Recommendation

It is recommended that grant funds in the amount of US\$146,000 be authorized during FY77 for use in the Southern Gemu Gofa Area Rehabilitation Pre-Implementation Activities Project.

B. Description of Project

To avoid the lengthy time-lag between completion of the PRP and the final PP approval and allocation of project funds, during which initial momentum is often lost and credibility in the eyes of local participants diminished, it is proposed, over a four month period which constitutes the initial (or what is termed the pre-implementation) phase of a larger activity, that AID provide technical assistance (4 person-months) and funding for commodities, training, construction and other costs in order to "improve the capabilities of local government and the people through their Peasant Associations to plan, manage, and evaluate rural development activities" (purpose). The project will be implemented through the Relief and Rehabilitation Commission (RRC) at the Central Government and Provincial levels, through the Provincial Revolutionary Administrative and Development Committee (PRADC) of Gemu Gofa Province and through the local Peasant Associations. On completion of the project it is expected that: (a) a Provincial Development Office (PDO) will be established and functioning;* (b) Province Officials and Peasant Associations members will be trained in various aspects of rural development planning, management, and evaluation; (c) Small scale development projects supported by project funds will be underway.

C. Summary Findings

The various analyses indicate that the pre-implementation activities are ready for implementation. The technical feasibility of: (a) establishing a PDO; (b) the ability of the Peasant Associations to identify development activities and (c) the construction of technician and low-cost housing has been considered and in all cases, with the assistance of the

*All provinces currently have, or will have PDOs as a regular part of provincial administration to implement required provincial development plans.

AID-funded Rural Development Specialist (RDS), found to be feasible. The costs involved are reasonable and adequate funds will be available for project implementation. Project inputs and implementation methods appear to be cost-efficient. Environmentally, over its short-life, the project will have a very small, but probably positive effect. The project will only directly affect a relatively small portion of the total population although indirectly a much large proportion may benefit. Following an initial adjustment phase during which the implementing agencies require familiarity with the project and their respective roles, no unusual implementation problems are foreseen. An evaluation will be conducted towards the end of the project which will provide knowledge and insights for the proposed follow-on, longer-term project.

To conclude, the project meets all applicable statutory criteria.

D. Issues

None.

II. Project Background and Detailed Description

A. Background

In December, 1976 USAID/Ethiopia submitted a PRP for the So. Gemu Gofa Area Rehabilitation Project (663-0193). The PRP discussed the need for certain pre-project or pre-implementation start-up activities needed to bridge the gap between the time the PP was approved and the time that sufficient inputs were assembled so that actual start-up of the project could commence. It was hoped that the costs of these pre-implementation activities could be met through the use of Accelerated Impact Program funds. In the review of the PRP, however, AID/W recommended the submission of a brief PP to cover the pre-implementation activities only. Hence this present PP. It should be read in conjunction with the PRP and eventually, with the PP for 663-0193 to be submitted to AID/W in the early summer, 1977.

Southern Gemu Gofa Province is an arid land of mountains and river valleys, part of the vast area of southern Ethiopia that is prone to periodic droughts and other natural disasters. For the most part, these areas tend to be marginal in terms of economic development potential, and are cut off from the mainstream of socio-economic and governmental activities by insufficient roads and other forms of communication.

Upwards of 300,000 people in southern Gemu Gofa Province suffered shortages of food and loss of livestock during the 1974-75 drought necessitating the provision of relief supplies valued at E\$2,000,000. While the immediate problems of the drought appear to have passed, it is still costing the government large sums of money to provide a sufficient food supply to the affected areas.

Since the drought, the RRC and the provincial government have been working towards the formulation of a comprehensive recovery program for the stricken areas of southern Gemu Gofa aimed at reducing the dependence of the people on relief assistance, developing a capability to produce adequate food supplies and, eventually, resisting the effects of future natural disasters. While the government has taken significant steps to intensify its presence and development activities in these areas, recovery operations have been hampered by several factors: the scarcity of managerial and technical skills for planning and implementing development activities, almost non-existent communications and transportation infrastructure, the unavailability of technologies for improving food crop and livestock production in the various ecological zones of this marginal area, the complexity of the socio-cultural system that consists of many ethnic groups with different languages, practices and patterns of cooperation and conflict, and a myriad of human and physical environmental problems. Moreover, the constraints to (and potentials for) development vary significantly from one locality to the next, requiring the tailoring of development activities to the specific conditions of each locality.

AID's interest and involvement in southern Gemu Gofa began with the drought. Subsequent interest in providing development assistance in some of the above problem areas is based on several considerations. One, the EPMG's selection of southern Gemu Gofa where the poorest segments of the rural population live and its development program objectives are consistent with the new directions of AID aimed at improving the impact of development assistance for the rural poor. The high degree of coorespondence between the EPMG's development policies and action, and AID's new emphasis are detailed in USAID/Ethiopia's statement "Assistance Strategy for Ethiopia FY77-78" (October 15, 1976). This project provides an opportunity for a collaborative effort to seek solutions for alleviating rural poverty in marginal areas.

Two, AID is already involved in the area through drought and rehabilitation efforts including two Cemu Gofa Rural Road projects and through the three-year Nutrition/Health Early Warning System which is designed to alert the EPMG to future, potentially serious predisaster situations.

Finally, involvement in southern Gemu Gofa would represent an important step in implementing the EPMG's and USAID's interest in moving from relief and rehabilitation to longer term development programming. Also assistance to southern Gemu Gofa would complement a separate RRC request for AID to assist in planning a strategy for the development of southern Ethiopia.

With the above in mind, at the request of the RRC, AID undertook to investigate the feasibility of an integrated rural development project that would reduce the area's vulnerability to natural disasters such as the drought experienced in 1974-75. In June, 1976 a Project Identification Document was completed by USAID/E which described such a rehabilitation/development project for southern Gemu Gofa. In October, 1976 a project design team travelled through the proposed project area and subsequently prepared a Project Review Paper which has recently been approved. A key team finding was that: if an effective rehabilitation program is to be developed, the technical and financial assistance will need to be channeled in ways that allow the people through their peasant associations and local government agencies to identify, develop and evaluate alternatives for improving the socio-economic well-being in the diverse localities of this drought-prone areas. It was also made clear to the project design team during PRP preparation that provincial officials and local people were weary of study team coming in and out of the area without subsequent materialization of projects. Additionally, the lack of follow-on project activity was starting to undermine government credibility. These individuals indicated that some assurance of quick and visible action would be necessary; otherwise the government would find it difficult to support the project. In order to meet the requirement for quick action the project design team programmed pre-implementation activities that would bridge the gap between the time the PP is written (in May 1977) and availability of approved project funds which would occur in October 1977.

The following Project Detailed Description covers the 4-month pre-implementation activities proposed in the PRP: it reflects and supports the goal and purpose of the long-term project.

B. Detailed Description

1. Goal: The goal of the project is to improve production and socio-economic well-being of people living in drought-prone marginal areas in a way that increases self reliance.
2. Purpose: The project purpose is to build the capabilities of the local government and the people through their Peasant Associations to plan and carry out rural development activities. At the completion of the project it is expected that (a) planning, management and evaluation capabilities of the local government and the peasant associations will be improved, (b) initial guidelines for establishing development programs will be identified, and (c) local level projects to expand economic infrastructure initiated and underway.

The accomplishment of these tasks presumes that the provincial government can establish and organize a PDO in the indicated time-frame and that the peasant associations can identify and implement feasible projects.

3. Outputs: The three major project outputs are: (a) an established PDO, (b) trained personnel, and (c) local level development projects.

The PDO is the coordinating point for all projects related activities. It's establishment and operation are essential in the process by which the peasant associations will develop and carry out projects.

The training program will produce a cadre of persons at the local government and Peasant Association level; trained in various elements of planning, managing, and evaluating rural development activities.

The local level development projects are basically aimed at improving local economic infrastructure and could include, for example, vehicle access ways, well and spring improvements, introduction of oxen to agriculture, agricultural demonstration plots and other activities identified and supported by the Peasant Associations. Part of the cost of these projects will be provided by USAID through the provincial development fund and the other portion provided by the peasant themselves in the form of labour and materials.

4. Inputs: The following table shows a break down of project inputs by category indicating estimated costs.

Means of verification of these inputs will be through the grant agreement, project records and a final evaluation.

Table I - Project Inputs

(All FY 1977)

<u>U.S. Funded</u>	(Unit U.S.\$.) <u>Cost</u>
1. <u>Contract Personnel</u>	39,000
2. <u>Training</u>	8,000
3. <u>Local Currency Support Activities</u>	<u>99,000</u>
Total.....	146,000 =====
 <u>Host Country Funded</u>	
1. Staff	15,000
2. Recurrent Budget	10,000
3. Labor and Materials (farmers)	<u>74,000</u>
Total.....	99,000 =====
Grand Total.....	245,000 =====

5. Summary: The project plan calls for an USAID inputs of 146,000 for technical assistance, office equipment, training, development fund, construction, and other items. These inputs should produce a number of local level development projects, provide appropriate training for local government and Peasant Association members, and result in a PDO capable of promoting and coordinating rural development activities with the people through their Peasant Associations. It is reasoned that if local government and the Peasant Association capabilities can be strengthened in these ways, then local agricultural production and the socio-economic well being of the people in the project areas can be improved, thus increasing local self reliance.

III. Project Analysis

A. Technical Analysis

The technical feasibility of the southern Gemu Gofa project activities can be considered at two levels--the feasibility of the entire project including the pre-implementation activities or the feasibility of only the pre-implementation components. Obviously the two levels are not mutually exclusive, however, in this paper only the technical feasibility of pre-implementation elements will be considered. The technical feasibility of the full project has been demonstrated in the approved PRP and will be further documented in the PP to be prepared during May-June.

Only three pre-implementation activities are judged to have technical implications. An initial question is whether it is feasible to establish a Provincial Development Office. (Note establishment as used means activating and not only decreeing its existence). Given the commitment to establishing this office and interest of national and provincial GOE officials the answer is expected to be yes. Clearly the establishment of such an office would be consistent with GOE policy of decentralizing administration and giving greater responsibility to local government agencies. Such offices have been set up in other provinces. Nevertheless, much will depend on the AID-funded RDS who will play a major role in establishing the office and who will be required to have previous experience in a similar office. It will be his responsibility to assure that the structure developed and methods used are matched to local conditions. It is assumed that the short-term RDS will be the prime candidate for the same position in the longer-term project (663-0193). The most serious and critical difficulty

will undoubtedly be securing adequate numbers and quality of Ethiopian staff. Provincial staff have stated that enough suitable personnel will be made available to inaugurate an effective office (see Implementation Section of this paper for additional discussion). Equipping the office will not be a problem as nearly all items will be procured locally.

Another area of technical concern is the ability of peasant associations to identify development activities appropriate for support from the to-be established provincial development fund. For the project period it is believed this will not be a problem for several reasons. First, in the Konso area, the Peasant Associations are well established and have already identified some proposed projects. This is also the area where the majority of the initial funds will probably be expended. In other areas where peasant associations have not been or are only newly formed the farmers have, what appeared to the PRP team to be, reasonable ideas for suitable projects i.e. roads, water resources development, agricultural production activities.

Second, one of the major responsibilities of the PDO will be to train Peasant Association members and local government officials in the formulation of feasible projects. This will be facilitated by the technical staff already working in the area and an in-country and third country training program in Tanzania to see the results of the Tanzanian Government's decentralization program which aims at a number of objectives included in the GOE's current rural development policy.

Third, the GOE officials in the areas have proposals and projects which are based on their local experience and farmer requests and which they are prepared to support. As members of the government structure who will need to assist the Peasant Associations in formulating proposal and also to approve projects submitted, their interest will facilitate proposal submission.

Finally, there is concern at all levels to inaugurate some development activities. If support funds are available this will encourage and stimulate proposal development. However, it will be important to ensure that the main criteria in selecting projects for fund support is the level of local resource commitment. It should be noted that under this pre-implementation project no long-term, large scale projects in agriculture, will be initiated until further analysis of the problems

are undertaken. Any pest-pest abatement that occurs will only be prophylactic in nature. The activities envisioned for this projects are small scale and short-term in nature, designed primarily to assist in starting Peasant Associations in the planning process.

A last area of technical concern is the proposed construction of low-cost housing. The low-cost housing will be in three sites and provide living space for local project staff and a place where the PDO staff can stay during what are expected to be frequent visits. The facilities will be constructed completely from local materials by local personnel under contract. Plans will be approved by USAID. The PDO will oversee construction with the assistance of local officials. In both instances no technical problems are foreseen. The contract technicians will find rental quarters in Arba Minch.

To conclude it appears that few technical problems will arise during the conduct of pre-implementation activities. The technologies to be employed are well-known and with the input of the AID-funded rural development specialist, implementation appears feasible within the time frame proposed.

B. Environmental Assessment

During the very short period covered by the pre-implementation activities, the only environmental effects will come as a result of the Peasant Association development activities supported by the development fund. It will be the responsibility of the AID-funded RDS to ensure that an evaluation of potential effects is a part of the project analysis process. The environmental impact is expected to be small since only limited areas will be involved. Given the types of projects to be undertaken, it is expected that the effects will be positive.

It has been recommended that an environmental assessment be done as part of the long-term project because of its experimental nature and because some of the possible environmental effects will not be discernable until the project is well underway with all activities selected and being implemented.

C. Financial Analysis and Plan

As detailed in the Economic Analysis Section of this PP no Rate of Return analysis is possible for the proposed activities.

However, the project appears to be cost-effective if viewed with the longer effects of the larger project. .

Regarding the ability of the implementing agencies to financially support the project; no problems for this short-term activity are foreseen. The only new costs to be GOE will be those to provide counterpart staff for the AID funded RDS and some of operating costs. Assurances have been received that the Provincial Government will meet any additional costs.

At the local level existing staff and Peasant Association members will be involved in the project without additional cost and existing facilities will be used. The major inputs by the Peasant Associations to the development activities will be labor and local materials. It is estimated that the value of this input will at least match the USAID provided funds.

USAID plans to finance this project through direct payments for contract services and direct reimbursement to the grantee for all other AID inputs. The estimated AID accrued expenditures will be US\$70,000 in the third quarter and US\$76,000 in the fourth quarter of FY77.

The following tables show (a) Summary Cost Estimate and Financial Plan; and (b) the Costing of Project Outputs/Inputs. Additional detail on project funding is provided in the detailed project description section of this paper. We anticipate that all U.S. funds will be obligated in FY77.

Table 2 - Summary Cost Estimate and Financial Plan

(Unit: U.S.\$ 000)

	<u>USAID</u>		<u>Ethiopia</u>		<u>Total</u>		<u>Total</u>
	FX	LC	FX	LC	FX	LC	
1. Short-term Technical Assistance	34	-	-	-	34	-	34
2. Training	-	7	-	-	-	7	7
3. Commodities	-	15	-	-	-	15	15
4. Construction	-	15	-	-	-	15	15
5. Other Costs	-	6	-	-	-	6	6
6. Development Fund	-	50	-	-	-	50	50
7. Staff	-	-	-	13	-	13	13
8. Recurrent Budget	-	-	-	9	-	9	9
9. Labor & Materials	-	-	-	64	-	64	64
Total	34	93	-	86	34	179	213
Contingency @ 15%	5	14	-	13	5	27	32
Grand Total	39	107	-	99	39	206	245

Table 3 - Costing of Project Outputs/Inputs

(Unit: U.S.\$ 000)

<u>Project Inputs</u>	<u>Project Outputs</u>			<u>Total*</u>
	<u>Provincial Dev. Office</u>	<u>Trained Staff</u>	<u>Development Projects</u>	
<u>U.S.</u>				
1. Contract Personnel	20	6	13	39
2. Training	-	5	3	8
3. Local currency support activities	38	-	61	99
<u>Ethiopia</u>				
<u>GOE</u>				
1. Staff	7	3	5	15
2. Recurrent Budget	6	-	4	10
<u>Farmers</u>				
<u>Labor & Materials</u>	-	-	74	74
Total	71	14	160	245

*Line items include 15% estimate for contingency

D. Social Analysis

1. Social Landscape

Southern Gemu Gofa, in particular Geleb and Hamer Bako and Gardula awrajas, is an area of many diverse people. More than eighteen different tribal groups from three basic ethnic groupings - Sudanic, Amotic and Lacustrine - comprise most of the area's inhabitants. For the most part, these people are farmers and/or nomadic pastoralists living off the land and their animals.

Isolation is a characteristic which can be applied to all of these tribes. Not only are the peoples physically separated from one another by mountains, rivers and other natural barriers; they are also separated by language, customs and fear. The semi-nomadic peoples of Geleb and Hamer Bako in particular are extremely primitive and backward, living for the most part a stone-age existence.

The economy of these people, unrefined as it is, is based on animals and farming. Animals are kept, for the most part, as a sign of wealth, rather than being sold or used as food. For this reason, the animal population normally is quite high in proportion to the amount of grasslands available for pasture. Consequently, the animals are not well nourished and are susceptible to disease. The tse-tse fly is also a growing menace to the animals population.

Among the semi-nomadic peoples, farming is practiced on a part-time basis, mainly by the women. The men and young boys usually stay with the animals in pasture. Farming is done along the river banks and on the sides of the hills. Following the first rains or floods the people plant maize, sorghum and some vegetables. Among the Konsos and the other highland tribes, oxen are used to till the soil following the rain. In the river valleys, the more primitive peoples use a stick and chopping blade to prepare the soils and plant the seeds.

The yield from the farming of the semi-nomadic peoples is marginal with almost never a surplus. Customs of certain of these groups discourage the keeping of surplus crops.

Little is known about the religion of these tribal groups except that it is based largely on rites of passage - birth, manhood, marriage, death and after death - and social security. Polygamy is common, though it is unusual to

find a man with more than two wives. Education is traditional, passed down from one generation to the next. There are almost no schools in the area.

As a result of the low standard of farming, the poor health of the livestock, intermittent shortages of food and the lack of variety in the diet; malnutrition is chronic among the peoples of this area. Malaria and Tuberculosis are common and feared among the people. Infant mortality and the incidence of parasitic and bacterial diseases is high.

2. Social Organizational Structure

The basis social unit among the tribal groups is the family averaging about six persons. Following the family in order of importance is the tribe or clan. Only to a limited extent (among the Konsos) does the town play a major role in the social organization of the people.

Tradition plays a major role in identifying and holding together the various social units. Civil law and administration adds or subtracts from the organization of the people in ways described later. It is the isolation of these people which prevents government influences from becoming an integral part of their social system.

3. Allocation of Time

The seasons of the year have an important influence on the activities in which the people involve themselves and the time they allocate to them. For the farmers, the year is divided into times for planting and harvesting. Normally the rainy season allows for two harvests. Among the semi-nomadic peoples, this rule applies insofar as their farming efforts are concerned, and the coming and going of rain dictates when and where herders must take the animals. Between harvests, plantings and migrations; there are slack times when the people can rest or devote their energies toward other pursuits.

4. Motivation

Of course, the greatest motivating is survival. Since there is isolation and almost no cash economy established in these remote areas, material wealth, outside of animals and some other items - weapons, jewelery, etc. is of little importance at the present.

One area where motivation can be inspired, however, is in health and nutrition. Most of these people appear to be concerned about the state of their health, taking advantage of any opportunity to avail themselves of medical care and food. Health and nutrition could prove to be strong motivating factors in working with these people.

5. Participation

The pre-implementation activities outlined in this paper, require active and passive participation of the communities involved. Active participation constitutes local provision of labor and materials for construction and the other development activities proposed by the Peasant Associations

6. Obstacles

There are numerous predictable obstacles. Most of these have been covered generally in the sections dealing with the social customs, traditions and the under developed state of the peoples of this area. With many different languages spoken in the area, communication will also be a major problem.

7. Spread Effects

This pre-implementation project deals with only a small fraction of the total population in the project area. It is a mobilization and testing phase of the larger project to come. Therefore, the major spread effect of the activities incorporated in this phase will be with local government units and those Peasant Associations that participate in the pre-implementation activity. Improved planning, management, and an ability to evaluate their own project efforts will be a demonstration to other groups. There is also a spread effect potential in the development fund where peasants in a particular area will construct and do things of benefit to the larger community such as constructing a bridge, digging a well, building a road, soil conservation, as well as the demonstration effect of development fund activities themselves.

8. Social Consequences and Benefits Incidence

The group this project intends to help is a population of tribal peoples of approximately 200,000 persons. It is

intended to assist in a number of ways and in a relatively short period of time. The project is one phase of an integrated rural development and drought rehabilitation program for southern Gemu Gofa.

In the long run, no one should be adversely affected by the pre-implementation project. Though the project itself affects only a relatively small percentage of the total population with direct benefits, the indirect effects benefit a much greater proportion of the population.

The completion of the project should make changes with positive ramifications for the well being of the population. Of course, there is no guarantee of this, but experience with rural development projects in other areas has proven positive for the population.

E. Economic Analysis

The activities covered in this PP are not suitable for traditional economic analysis since (a) the time frame is too short for significant benefits to materialize and (b) they are but initial efforts which will require additional inputs to fully develop. There is some evidence, however, that the activities are economically justified. The to-be established PDO aims at increasing the impact or benefits from resources used in the area i.e. attaining a higher degree of cost-effectiveness. The ultimate benefit from such an office cannot be determined. The Peasant Associations projects to be supported from the Provincial Development Fund are to be economically justified as part of the application and approval process. Presumably if more projects are proposed than there are funds available, economic return will be an important criteria for selection among competing projects. Lastly, there is world-wide evidence that the long-run return to research or experimentation, which the approach of this project represents is highly significant.

The means of methods employed in achieving the identified project outputs are also judged to be cost-effective. A minimum amount of technical assistance combined with limited local and third-country training is proposed. Alternatives such as additional training or the elimination of any technical assistance do not seem feasible under Ethiopian conditions of man-power availability and familiarity with the development concepts proposed by the project. There are no alternatives to housing construction and the provision of limited equipment if the activities are to be started. The Provincial Development Fund is to provide support funding to projects where the major

inputs are forthcoming from the Peasant Association. In this manner, the fund serves as a catalyst or a critical building block for much larger activities than could otherwise be funded.

To summarize, while no absolute evidence is available, the indications are that the project is economically justified. There should be significant benefits over the long-run and the inputs mix proposed appears to be cost-effective.

IV. Implementation Planning

A. Administrative Arrangements

1. Recipient

The implementation arrangements for this project contemplate the continued coordination role of the RRC of the GOE. Under the overall coordination of the RRC, two specific implementing agencies will carry out the objectives of this project. The first is the Office of the Provincial Relief and Rehabilitation Commission of Gemu Gofa, and second, the Provincial Revolutionary Administration and Development Committee of Gemu Gofa Province.

The Project Grant Agreement will be signed with the RRC, with the provincial RRC and the PRADC designated as the implementing agencies. The PRADC, chaired by the Provincial Administration and including the provincial RRC, will be responsible for policy and programming decisions. The Provincial Administration will establish a Provincial Development Office that will be responsible for the planning, management and evaluation of project activities.

Expenditure of AID provided funding for commodities, low-cost project staff field housing* construction in-country training and miscellaneous expenses will require the approval of the Provincial RRC as well as the PRADC and the AID-funded RDS. The funds to support the development activities initiated by the Peasant Associations will be channeled through the national banking system to a special account.

*Housing for the RDS may be provided by the GOE, or be available for rent in Arba Minch. In the event no housing is available, standard housing will be constructed under the longer-term project.

Expenditure will require the approval of the AID-funded RDS and the PRADC, and as necessary the follow-on RDS advisor in the longer-term project. The flow of requests for the use of these funds should be from Peasant Associations through the Revolutionary Administration and Development Committee at the Woreda and Awraja levels to the provincial level for funding approval and necessary detailed specifications.

Regarding the capabilities of the two GOE implementing agencies, experience has shown that both agencies are capable of performing the functions necessary for the proper administration and evaluation of the tasks and activities involved in this project. The RRC over the past 2 1/2 years has been successfully implementing a wide range of relief and development projects funded by USAID and other donors. At the provincial level in Gemu Gofa AID has had a continuing close working relationship with the RRC over the past 1 1/2 years. Over this period the provincial RRC has always been cooperative and there has been a growing improvement in general administrative capability. This project will add to their present management responsibility and initially some administrative difficulties are envisioned. However these difficulties should be overcome as experience with project activities is gained.

AID has less direct experience with the PRADC. The Committee consists of the provincial heads of ministries operating in the province, awraja representatives and selected other government officials. It is AID's judgement that, while the overall responsibility of the PRADC in provincial development matters may be relatively new, the administrative tasks involved are fairly routine and well-established. The Provincial Administrator, who chairs the PRADC, is a well-regarded in his field and although some start-up problems will undoubtedly be encountered, it is believed that under the Administrator's guidance these will be rapidly resolved. Within this structure the AID-funded RDS will have a critical role in the rapid resolution of any problems and in the total planning, management and evaluation process.

The AID-funded RDS will also be heavily involved in assisting the Peasant Association expand their capabilities in the formulation and execution of development activities. A number of the Peasant Associations in the area have been established for some time and have experience in carrying out development projects. Others are very new and almost totally in-experienced. Given this situation it is difficult to generalize about Peasant Association capabilities. With guidance and assistance it is judged they will be able to carry out their responsibilities with some requiring more assistance than others. It should also be noted that the main project emphasis is to support efforts which strengthen the Peasant Associations abilities to plan, manage and evaluate development activities. By project end their capabilities will have been increased.

2. AID

The Mission is proposing no significant change in either the method of implementation, nature of AID-host country relationships under the project grant agreement, or in Mission organization relative to the implementation of this project from that presently employed in carrying out AID responsibilities under the Ethiopia Recovery and Rehabilitation Program (663-F-601).

Overall project manager responsibilities will be maintained within the Mission's Arid Lands Division with specific activity officer assigned functional responsibility for day-to-day monitoring and evaluation of activity implementation progress.

In light of the successful and effective implementation of related activities being funded under prior grants, the Mission is of the view that existing AID implementation procedures, staffing and organization are sufficient for the attainment of project purpose and outputs as proposed.

B. Implementation Plan

The following schedule identifies the major tasks involved in the execution of the pre-implementation activities project.

<u>Task</u>	<u>Responsible Agent</u>	<u>Time Frame</u>
PP Submission	USAID	4/15/77
PP Approval	AID/Washington	4/30/77
Project Agreement Signed	USAID/GOE	5/15/77
Rural Development Specialist on Board	AID/Washington/Contractor	5/30/77
Provincial Development Office	GOE	5/30/77
Established Initial Contacts with Peasant Associations	GOE/Contractor	6/15/77
P.D.O. Staffed	GOE	6/15/77
Project Development Funds Deposited in Special Accounts	USAID/GOE	6/30/77
Procurement of Commodities and Begin Housing Construction	GOE/Contractor	6/30/77
Training Schedule Prepared for Peasant Associations	GOE/Contractor/Peasant Associations	7/15/77
Observation Participants Identified and Schedule Set	USAID/Contractor/GOE	7/30/77
Development Fund Project Proposals Received by PRADC	Contractor/GOE/Peasant	8/15/77

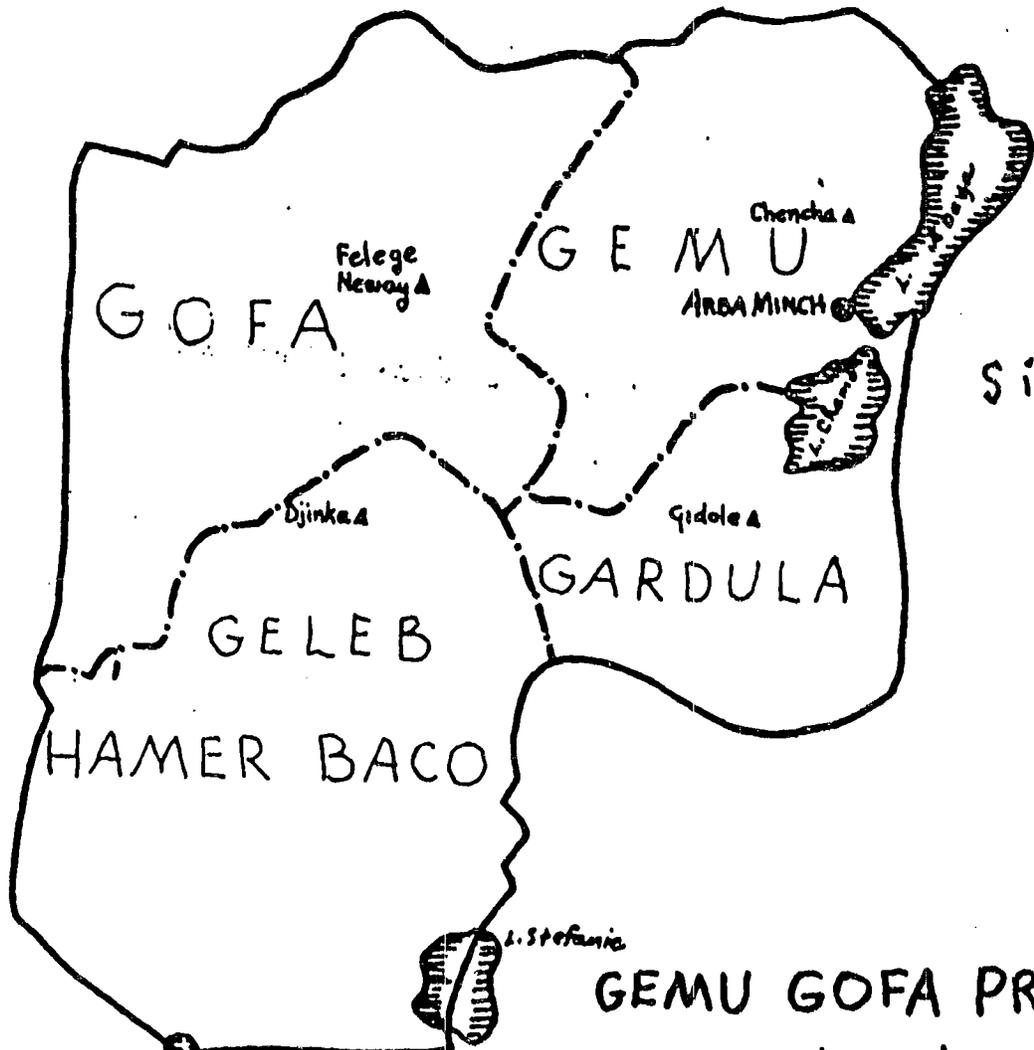
<u>Task</u>	<u>Responsible Agent</u>	<u>Time Frame</u>
Development Fund Projects Underway	Contractor/GOE Peasant Associations	9/15/77
All Commodities Procured and Construction Underway	Contractor/GOE	9/30/77
Observation and In-Country Training Completed	USAID/Contractor/GOE Peasant Associations	9/30/77

C. Evaluation Arrangements

Due to the shortness of the project only one evaluation is planned. This will take place during the later half of September 1977 and will involve USAID, RRC, the PRDAC, the contractor and Peasant Associations to the extent possible. Major emphasis will be placed on the organization and functioning of the RDO, the participation of the PRDAC, the integration of the Peasant Associations in the planning and development process, the logistical and other support provided for project activities and the effectiveness of the contractor. Evaluation recommendations will be incorporated in the larger project as appropriate.



Kafa



Sidamo

SUDAN

GEMU GOFA PROVINCE

Legend

- ARBA MINCH ● Province Capital
- Djinka ▲ Awraja Capital
- Awraja Boundary

KENYA

Annex C

AID 2000-20 (3-72)

**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

Life of Project: _____
From FY 77 to FY W/A
Total U.S. Funding \$188,000
Date Prepared: 3/24/77

Project Title & Number: Southern Genu Gofa Area Rehabilitation Pre-Implementation Project 663-0193

*clamping
containing*

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS																						
<p>Program or Sector Goal: The broader objective to which this project contributes: Improved production and socio-economic well being of people living in drought prone marginal areas in a way that increases self-reliance.</p>	<p>Measure of Goal Achievement: (1) reduce variation in annual agricultural production levels (2) Availability of social services increase (3) increase in level of economic activity (4) active community participation in development and social service projects (5) reduce need for relief assistance.</p>	<p>(1) physical observation (2) GOE relief agency records (3) evaluations</p>	<p>Assumptions for achieving goal target: (1) Peasant Associations will be receptive to development efforts (2) Basic development plans can be formulated and carried out by peasant associations (3) GOE will provide resources necessary to support peasant associations (4) Normal weather (drought included) (5) insecurity caused by tribal disputes can be minimized (6) trained personnel will be transferred to other areas.</p>																						
<p>Project Purpose: Build the capabilities of local government and the peasant associations to plan and carry out rural development activities.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status. (1) improved planning, management and evaluation capability in local government and peasant associations (2) initial guidelines for establishing development program for local government and peasant associations established (3) local level projects to expand economic infra-initiated.</p>	<p>(1) Physical observation (2) project records and reports (3) peasant associations project plans (4) evaluations</p>	<p>Assumptions for achieving purpose: (1) The provincial government can establish and organize a PDO in the indicated time frame.</p>																						
<p>Outputs: (1) Established PDO (2) trained personnel (3) local level development projects.</p>	<p>Magnitude of Outputs: (1) PDO established (2) initial training programs defined and underway (3) projects utilizing \$50,000 AID contribution identified and some projects underway.</p>	<p>(1) Physical observation (2) Project records and reports (3) Peasant Association project plans (4) Evaluations.</p>	<p>Assumptions for achieving outputs: (1) Personnel can be recruited for training (2) time frame adequate for identification of local level projects.</p>																						
<p>Inputs:</p> <p>US funded</p> <ol style="list-style-type: none"> Tech. assistance Commodities Training Other Cost <p>Host Country</p> <ol style="list-style-type: none"> Staff Recurrent budget Labour and materials 	<p>Implementation Target (Type and Quantity)</p> <p>US Funded FY 77</p> <table border="0"> <tr><td>Tch. Assistance</td><td>\$30,000</td></tr> <tr><td>Commodities</td><td>18,580</td></tr> <tr><td>Training</td><td>6,900</td></tr> <tr><td>Other Costs</td><td>108,000</td></tr> <tr><td>Contingency 15%</td><td>24,522</td></tr> <tr><td>Host Country</td><td>\$188,002</td></tr> <tr><td>Staff</td><td>13,000</td></tr> <tr><td>Recurrent Budget</td><td>9,000</td></tr> <tr><td>Labour & materials</td><td>64,000</td></tr> <tr><td>Contingency 15%</td><td>12,900</td></tr> <tr><td>G. T.</td><td>\$286,902</td></tr> </table>	Tch. Assistance	\$30,000	Commodities	18,580	Training	6,900	Other Costs	108,000	Contingency 15%	24,522	Host Country	\$188,002	Staff	13,000	Recurrent Budget	9,000	Labour & materials	64,000	Contingency 15%	12,900	G. T.	\$286,902	<p>(1) Project agreement (2) Project records (3) Evaluation (4) USAID Audit.</p>	<p>Assumptions for providing inputs: (1) Technical assistance inputs can be provided as scheduled (2) GOE can provide staff and budget support for the project (3) commodities procured and onsite as scheduled.</p>
Tch. Assistance	\$30,000																								
Commodities	18,580																								
Training	6,900																								
Other Costs	108,000																								
Contingency 15%	24,522																								
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Contingency 15%	12,900																								
G. T.	\$286,902																								

Scope of Work: Rural Development Specialist

Statement of Work

Objective

Assist provincial government establish and operate a Provincial Development Office.

Scope

The Rural Development Specialist (RDS) will assist the Provincial Development Office (PDO) in:

- a. organizing and preparing a general plan for the project area;
- b. developing guidelines and procedures for the Peasant Associations and Woreda and Awraja Revolutionary Administrative and Development committees to procure project assistance for local development activities;
- c. insuring that appropriate social, economic and technical assistance are conducted on proposed local activities;
- d. Assisting Peasant Associations and local government in preparing and processing plans for local development activities; and
- e. Collecting, organizing and analysing data necessary for planning, managing and evaluating development activities.

In addition to the above, the RDS will also develop and assist in carrying out a training program for Peasant Association members and local government officials on various development components including project planning, management, and evaluation.

COUNTRY ETHIOPIA	PROJECT NO. 663-0193	PROJECT TITLE South Gemu Gofa Area Rehabilitation Pre-Implementa- tion	DATE	<input type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION # _____	APPROVED
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PROJECT PURPOSE (FROM PRP FACESHEET)

To build the capabilities of local government and the people through their peasant associations to plan and carry out development activities.

CPI DESCRIPTION

1. April 30, 1977 PP approval (AID/Washington)
2. May 15, 1977 Project Grant Agreement signed (USAID/GOE).
3. May 30, 1977 Rural Development Specialist on board (AID/Contractor)
4. June 30, 1977 Provincial Development Office started (GOE)
5. August 15, 1977 Project Development Funds deposited in special account (USAID/GOE)
6. September 30, 1977 Peasant Association development projects underway (Contractor/GOE/Peasant Associations)
7. September 30, 1977 Observation, in-country training completed (USAID/Contractor/GOE/Peasant Associations)
8. September 30, 1977 Evaluation completed (USAID/GOE/Peasant Associations)

IMPACT IDENTIFICATION AND EVALUATION FORM

**Impact
Identification
and
Evaluation 2/**

Impact Areas and Sub-areas 1/

A. LAND USE

1. Changing the character of the land through:

- | | |
|--|---------------|
| a. Increasing the population _____ | <u>Little</u> |
| b. Extracting natural resources _____ | <u>No</u> |
| c. Land clearing _____ | <u>LITTLE</u> |
| d. Changing soil character _____ | <u>"</u> |
| 2. Altering natural defenses _____ | <u>No</u> |
| 3. Foreclosing important uses _____ | <u>No</u> |
| 4. Jeopardizing man or his works _____ | <u>No</u> |
| 5. Other factors | |
| _____ | _____ |
| _____ | _____ |

B. WATER QUALITY

- | | |
|---|-----------|
| 1. Physical state of water _____ | <u>No</u> |
| 2. Chemical and biological states _____ | <u>No</u> |
| 3. Ecological balance _____ | <u>No</u> |
| 4. Other factors | |
| _____ | _____ |
| _____ | _____ |

1/ See Explanatory Notes for this form.

2/ Use the following symbols: N - No environmental impact
 L - Little environmental impact
 M - Moderate environmental impact
 H - High environmental impact
 U - Unknown environmental impact

C. ATMOSPHERIC

- 1. Air additives _____ No
- 2. Air pollution _____ No
- 3. Noise pollution _____ No
- 4. Other factors _____
- _____
- _____

D. NATURAL RESOURCES

- 1. Diversion, altered use of water _____ L.HLe
- 2. Irreversible, inefficient commitments _____ L.HLe
- 3. Other factors _____
- _____
- _____

E. CULTURAL

- 1. Altering physical symbols _____ No
- 2. Dilution of cultural traditions _____ No
- 3. Other factors _____
- _____
- _____

F. SOCIOECONOMIC

- 1. Changes in economic/employment patterns _____ No
- 2. Changes in population _____ No
- 3. Changes in cultural patterns _____ No
- 4. Other factors _____
- _____
- _____

G. HEALTH

- 1. Changing a natural environment _____ No
- 2. Eliminating an ecosystem element _____ No
- 3. Other factors _____

H. GENERAL

- 1. International impacts _____ UNKNOWN
- 2. Controversial impacts _____ Little
- 3. Larger program impacts _____ UNKNOWN
- 4. Other factors _____

I. OTHER POSSIBLE IMPACTS (not listed above)

See attached Discussion of Impacts.