

# Ethiopia/CARE Pipeline and Resource Estimate Proposal



## **FY 2008 Results Report** (TA#: FFP-A-008-00049)

### **Piloting Safety Net Program in Pastoral Areas**

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## **A. EXECUTIVE SUMMARY**

The Government of Ethiopia (GoE), with donor support, started a safety net initiative in 2005 as part of its food security program. This initiative, the Productive Safety Net Program (PSNP), aims at ensuring chronically food insecure households have sufficient income to meet food gaps, thereby protecting household assets from depletion. To date, the implementation of PSNP has been limited to chronically food insecure highland woredas<sup>1</sup> where livelihoods predominately depend on agriculture/crop production. The GoE later launched a pilot program to examine the appropriateness and the best methods for rolling out of the safety net in pastoral areas early in 2008. CARE, is participating in the creation of lessons through the implementation of this pilot project in Dewe woreda of Afar region. CARE has successfully implemented the first phase of the pilot project and seeks to continue implementing for the second and final phase.

To this end, CARE Ethiopia is requesting a total of USD 715,290 cash from 202e, ITSH and 2,950 MT of food commodity for distribution and 100 Mt for monetization with the goal to continue improving food security for 24,888 individuals in Dawe woreda while generating evidence-based lessons that would inform a full-scale safety net program in pastoral regions.

### **1.0. Background**

The Afar Region is inhabited by more than 1.3 million people and divided into five zones, 29 woredas and 28 towns, 326 rural and 32 urban kebeles<sup>2</sup>. Bordering the Ethiopian crop farming highlands (Amhara Region in the southwest and Tigray Region in the Northwest) and lowland pastoral areas (Oromiya Region in the south and Somali Region in the east), over 93% of the Afar people are pastoralist whose subsistence food and income come primarily from livestock.

There are three distinctive rainy seasons: the main rains (Kerma) occur from June to August, the short rains (Suggum) from March to April and the least reliable rains (Daddah) in December. The rangeland which covers more than 90% of the total area is considered to be the backbone of the economy of the Afar pastoralists and therefore, sufficient rainfall to support pasture growth is important. The Kerma rains are the most critical to the communities as they enable the re-growth of pasture lands and allow for animal grazing. If these rains are low, there is food insecurity because the animals become emaciated and therefore do not fetch enough money when sold. The resultant low income translates into lack of food at the household level as most Afar residents depend on purchased food.

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<sup>1</sup> Woreda is an administrative geographic area similar to district.

<sup>2</sup> Kebele is the lowest administrative unit below the woreda.

The Afar region is characterized by poor infrastructure and social services exacerbating the possibilities of threat of famine, malnutrition and disease. As the livelihoods of the Afar pastoralists overwhelmingly depend on natural resources, any depletion of the natural resource base of the area brings about significantly adverse impact on food security, nutrition, and health. The depleted pastures as a result of degenerated soils coupled with poor rangeland management oftentimes result in conflict between neighboring tribes.

The Pastoralist Productive Safety Nets Pilot Project supports the implementation of the PSNP as well as collects lessons learnt in the implementation of the program in the pastoralist context.

The goal of the project is to improve food security for 24,888 individuals in Dewe woreda while generating evidence-based lessons for a full-scale safety net program in pastoral regions. The project has three objectives as follows:

**Objective 1:** To enhance the viability of pasturelands and water resources through community-based public works.

**Objective 2:** To protect the assets of resource poor households.

**Objective 3:** To generate promising practices and effective approaches and relevant strategies to implement the safety net program in pastoral areas.

Under these three objectives, four intermediate results are planned as follows:

**Objective 1:** To enhance the viability of pasturelands and water resources through community-based public works.

*Intermediate Result 1.1:* 4,725 Metric tons (MT) of Title II food will be distributed to 19,911 beneficiaries in the woreda through food for work (FFW) activities in support of developing productive infrastructure and sustaining livelihoods.

**Activities:**

- Explore and refine already identified potential public work activities.
- Community-based rangeland management based on traditional knowledge and systems.
- Technology/knowledge transfer through coordination with woreda/regional government officials and experts in rangeland management.
- Rehabilitation and Construction of Water Points.
- Training for community members in Integrated Water Resource Management (IWRM).

**Objective 2:** To protect the assets of resource poor households.

*Intermediate Result 2.1:* Direct food transfer. 1,181 metric tons (MT) of food transferred to 4,977 (women and men) through direct support to prevent further livelihoods slide back.

*Intermediate Result 2.2:* Targeted communities trained in human health and hygiene.

**Activities:**

- 2.1 Targeting of resource-poor households who are at-risk for losing vital assets during hungry months for direct transfer.
- 2.2. Linkages for beneficiaries to other services operational in the targeted woreda.
- 2.3. Train women from targeted woreda in health and hygiene.

**Objective 3:** To generate promising practices and effective approaches and relevant strategies to implement the safety net program in pastoral areas.

*Intermediate Result 3.1:* Community approved safety nets interventions identified and lessons documented.

**Activities:**

- 3.1. Create common understanding of the project purpose, implementation modalities and approaches.
- 3.2. Conduct primary and secondary research to gain in-depth understanding of pastoralist livelihoods.
- 3.3. Consolidation of lessons learned during the implementation of the pilot project.
- 3.4. Bring together indigenous knowledge and effective safety nets experience to development sustainable approaches.
- 3.5. Conduct qualitative and quantitative analysis of knowledge, attitudes and practices.

## **2.0. Achievements to Date**

### ***Program Start UP***

The project started later than earlier anticipated (in May 2008) due to delayed signing of the MOU with the Afar Regional government. To this effect, this report covers five (5) months of project implementation.

Despite the delayed start up, the following activities were accomplished during this reporting period.

- 1) Memorandum of Understanding (MoU) was signed with the Afar Regional Disaster Prevention and Food Security Bureau (RDPFSB) on 09<sup>th</sup> June, 2008. Following signing of the MOU, CARE discussed and agreed with the Dawe woreda about the implementation modalities and started project implementation at the woreda level in the first week of July, 2008. During the discussions, the woreda officials (Woreda Administrator, Woreda Pastoral Agricultural and Rural Development Office head, Woreda Finance and Economic Development Office head and some members of the woreda cabinet) underlined the need for urgent distribution of food to the food insecure households before implementation of PW and allow them to work later in the year. This was necessitated by the delay of this year's 'kerma' rain, which resulted in the lack of food and threat of starvation of people in the woreda.
- 2) During this period, CARE recruited project staff and provided the new staff with necessary orientation, and established a temporary field office in the woreda. In addition, procurement of necessary equipment, furniture and vehicle was conducted.
- 3) CARE assessed the woreda capacity to manage food resources and conducted training to enhance the knowledge. The assessment, revealed that there is only one storage facility, the rub hall, with a capacity of about 272 MT in the whole woreda and that the woreda staff had no experience of managing Title II commodities before. Based on these findings, the project initiated the purchase of one additional rub hall (with 500 MT capacity) and also conducted awareness meetings about the code of ethics and conduct in food distribution. The woreda offered space at the Wederage High School and Dalifage Boarding School to be used as temporary storage prior to purchase of the Rub Hall by the project. Space at the High School and Boarding School, have capacity of 230 MT and 360 MT

respectively. The woreda assigned the acting woreda Head to act as the Woreda Disaster Prevention Officer who has been working closely with CARE, and also identified two store keepers to manage the temporary storage facilities. The Woreda Food Security Task Force has been established comprising of seven heads of the woreda sector offices as members, and woreda administrator and head of Pastoral Agriculture and Rural Development Office as chairperson and secretary, respectively. The food security task force discussed several issues including targeting of the program beneficiaries by kebele, the approval to distribute food urgently to stave off starvation and establishing Kebele Food Security Task Forces. The Kebele food security task force facilitated targeting of the program beneficiaries, and the development of the first six months detailed implementation plan. Both the Woreda and the Kebele food security task forces meet regularly.

- 4) CARE conducted training sessions for the Kebele Food Security Task Forces (KFSTF) orientating them to the objectives of the program and the roles and responsibilities of the task force.
- 5) The program launching workshop and familiarization meetings were organized at woreda and community levels to have a common understanding of the program purpose and goal, implementation approaches, roles and responsibilities, the processes for targeting, the need for community prioritization of public work projects, and solicited the community expectation of the project.

***Objective 1: To enhance the viability of pasturelands and water resources.***

***IR 1.1: 4,725 MT of Title II food will be distributed in the woreda through FFW activities in support of developing productive infrastructure and sustaining livelihoods.***

A total of 26,217 beneficiaries for public works program were targeted and they received food for three months (three rounds) as per agreement by the woreda food security task force. These beneficiaries agreed to receive the three months ration and to work on public assets starting in December. In the Afar region, the months of May, June and July are the hunger season in a year and the failure of the 'kerma' rain this year, exacerbated the problem of food insecurity. Therefore, based on last year's Government food aid

beneficiary list, the program targeted a total of 26,217 potential Public works (PW) beneficiaries and distributed 444,378.15 Kg food from May, up to July in order to protect assets that would otherwise be disposed of under distress during this period. The months of August and September were used to identify different public works activities with the communities, while October and part of November will be used to verify the targeted beneficiaries against the selection criteria provided in the Program Implementation Plan (PIM). The table below (Table 1) provides detailed breakdown of the number of public works beneficiaries and the quantities of food distributed for the three months rations (May - July, 2008).

Table 1. Cumulative Number of FFW PW Recipients and the Quantities of Food Received in May, June and July 2008.

<b>Woreda</b>	<b>Number of Recipients of FFW/PW Transfers May-July, 2008</b>	<b>Cumulative Quantity (Kg) of Food Transferred (FFW) May-July, 2008</b>
Dewe	26,217	444,378.15

***Objective 2: To protect the assets of resource poor households***

***IR 1.2: Direct food transfer; 1,181 MT of food transferred to 4,977 (women and men) through direct support to prevent further livelihoods slide back.***

CARE and the WFSTF targeted individuals who could not participate in PWs but who are food insecure for May -July distribution. This targeting was based on those targeted as 20% contingency of last year's food aid beneficiaries by government. This category includes households headed by the elderly, people with disabilities and households with chronically ill members. The direct transfer of food guarantees that these households do not suffer from starvation during the transfer' period.

During the transfer period (May up to July, 2008), 6,554 Direct Support beneficiaries received food commodities amounting 111,090.3 Kg (see Table 2 below). This category of beneficiaries will also be verified in October and November.

Table 2. Cumulative Number of Direct Food Recipients and the Quantities of Food Received in May, June and July 2008

	<b>Number of Recipients of</b>	<b>Cumulative Quantity (Kg)</b>
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<b>Woreda</b>	<b>Food Transfers (DS) May-July, 2008</b>	<b>of Food Transferred (DS) May-July, 2008</b>
Dewe	6,554	111,090.3

### **Food Distribution Monitoring:**

CARE conducted food transfer monitoring and program awareness at distribution sites (for both PW and DS beneficiaries). Together with the WFSTF, CARE developed the monitoring questionnaire for food distribution to ensure that the targeted households are in fact receiving the food and to learn how the project was impacting their lives.

A total of 50 beneficiaries were interviewed at each distribution site using the developed questionnaire. The major findings include:

Most of the beneficiaries prefer maize or wheat to sorghum. They would like to receive food during the months of May-June and also during the long dry season (Oct-Feb) because the short rains seem to be failing more regularly in the recent years than before.

On average, 2-6 goats/sheep were saved from being sold to enable a household buy food per family during the three months that beneficiaries received food.

Some beneficiaries were not aware of the ration scale and the food basket for the safety nets program;

Some of the KFSTF members did not receive training in targeting and therefore relied on the previous year's targeting criteria for emergency by the government.

In order to overcome the knowledge gap, CARE organized training sessions for sixty six (66) KFSTF members (56 men and 10 women), from all kebeles of the woreda.

The workshop was co-facilitated by the WFSTF, Woreda DPFS Desk Acting Head and Regional Disaster Prevention and Food Security and PSNP PAP Technical Assistant. The topics covered included: overview of PSNP PAP, targeting and how it is done, common errors in targeting, the appeal process should there be misconduct, and the need to establish the KAC in each kebele.

In addition to training of KFSTF, 37 Community Facilitators received refresher training in targeting and in the Code of Conduct as well as the appeal process.

As a follow on to the training, the Community Facilitators in conjunction with the KFSTF organized and conducted public meetings for each Kebele. The meetings were attended by all kebele residents (safety nets and non- safety nets) to create a broad understanding of the targeting eligibility criteria, the targeting process and the code of conduct to avoid abuse and sexual exploitation or harassment. At the end of these meetings, a Kebele Appeal Committee (KAC), consisting of one kebele council member, two female representatives, one elder representative and a DA (Development Agent), was established in each kebele. An explanation of the roles and responsibilities of each KAC member was then given by the KFSTF and facilitators. This committee is expected to handle any complaints that might arise concerning the targeting or abuse and will report unresolved appeals to the Woreda Appeal Committee (WAC) in a timely fashion.

Subsequent to the community awareness creation meetings about targeting, the actual targeting of beneficiaries commenced, conducted in conjunction with the community targeting committee(s). Out of the three targeting options, four kebeles used the triangulation method, and six kebeles used community values - based targeting method. Self targeting was omitted from the options because the WFSTF and KFSTF had agreed that the method had little viability in the context of the program and the woreda.

All targeted households were ranked into three categories of; the poorest, the poor and better off. The lists of the targeted beneficiaries were later discussed and agreed upon at open community meetings. The community meetings served as a cross check mechanism to avoid exclusion and inclusion errors.

After this process, the WFSTF reviewed all the ten kebeles’ targeting results and approved the program beneficiaries.

The targeting result at community level, for PW and Direct Support (DS) beneficiaries which was later received approval at the woreda level are summarized in the following table (Table 3).

**Table 3 Summary of the Targeting Result**

<b>Program Component (Technical area)</b>	<b>Targeting result at community level</b>	<b>80% beneficiaries for Year 1 (FY 2008) at the</b>	<b>Contingency 20% beneficiaries for year 1</b>	<b>Total beneficiaries for year 1 (FY 2008)</b>

		<b>Woreda level</b>	<b>(FY 2008)</b>	
AG	17,824	16,592	3,318.4	19,910
HA	8,779	4,148	829.6	4,978
<b>Total</b>	<b>26,603</b>	<b>20,740</b>	<b>4,148</b>	<b>24,888</b>

After approval of the targeted beneficiaries by the WFSTF, CARE and other members of the WFSTF conducted verification exercises of the targeted beneficiaries for both the PW and direct support. The team found that despite the community meetings and the review by the WFSTF, there were still inclusion errors as well as deliberate exaggeration of family sizes in some Kebeles. In some cases age was manipulation so that a household could fall into the ‘aged’ category and receive direct food distribution. So far two out of the ten Kebeles have been assessed in this manner and the assessment will continue until all kebeles are covered. Verification exercises will entail KFSTF and WFSTF cross-checking the lists of the beneficiaries and randomly visit some of them to ensure they meet the criteria set in the PIM.

**Challenges:**

Beneficiary targeting was the most challenging exercise especially because of the failure of the *kerma* rains threatening more families of hunger.

Objective 3: To generate promising practices and effective approaches.

***IR 3.1: Community approved safety nets interventions identified and lessons documented.***

In order to reinforce understanding and therefore buy-in at all levels, the project organized various meetings and discussions at the community level (during distribution and targeting activities) and with officials at the woreda level. These meetings focused on presentations of the program purpose, the processes for selection and appeal, the transfer types and ration size/month/person, the need for community participation and prioritization of PW projects, and the roles and responsibilities of the project stakeholders.

The pilot research questions were developed and refined at the WFSTF meetings and learning sessions as well as through community meetings.

Three meetings and learning sessions were facilitated by the WFSTF in order to pilot the research questions and to assess alternative procedures and approaches of the program. Following these meetings, seven major areas of research questions were developed and refined in order to address all objectives of the project in line with community asset building, household asset protection and risk management. The research inquiry identified various questions regarding targeting, transfer modalities, type of support, PW activities, facilitation of food security, customary institutions and traditional safety nets, and partnership with the NGO. The output has been further refined by sharing with different stakeholders at community, woreda and regional levels. The various trainings, workshops, and the project activities implemented during this reporting period have helped to further refine the research questions.

The results of the research questions will be documented and shared with government partners and USAID.

Monthly and quarterly monitoring meetings and learning sessions have been undertaken on the project progress and research status by the WFSTF and the KFSTF.

The project monitoring not only provided an opportunity to gauge progress of the program, but also gave partners hands-on experiences through implementation. Quarter and monthly taskforce monitoring meetings and learning sessions were conducted to discuss the program and research progress, challenges and developed future plans. As output of the monitoring, joint solutions and suggestions were developed to improve the program implementation. The other reason why field monitoring exercises were conducted in conjunction with partners from the woreda was to share progress and exchange suggestions on how to proceed. Moreover, during field visits the identified challenges were brought up for discussion during monthly meetings and solutions were sought jointly.

## Monetization

The vegetable oil for monetization did not arrive in time to be monetized during this reporting period.

### **3.0. Expenditure Report and Comprehensive Budget**

The requested and approved budget for year one was \$218,347 and \$401,979 for section 202 (e), ITSH, respectively and 260 Mt of vegetable oil for monetization. Owing to the fact that year one will run up to April 30, 2009, CARE will continue to utilize these resources to the end of the year.

#### **3.1 FY08 Section 202 (e) and ITSH Request and Narrative**

The expenditure from May to October, 2008 under monetization was US\$3; US\$12,948 for section 202 (e) and US\$55,063 for ITSH. This leaves a balance of US\$205,352 and US\$311,937 for 202(e) and ITSH respectively from the obligated funds which is expected to cover the cost of implementing the project to the end of year one. Appendix A attached shows the expenses for the period May 1, 2008 to October 31, 2008.

#### **3.2 Monetization Proceeds**

Due to the delayed project start up and the subsequent delayed arrival of the vegetable oil for monetization, no sale was conducted during this reporting period. An over expenditure of \$44,747 was incurred by end of October, 2008. The negative balance is expected to be cleared in December after monetizing the oil.

## **4.0 Appendix A:**