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# **MID-TERM PERFORMANCE EVALUATION OF THE PASTORAL LIVELIHOODS INITIATIVE PHASE II (PLI II) 663-A-00-09-00413-00**

July 5, 2012

DRAFT REPORT

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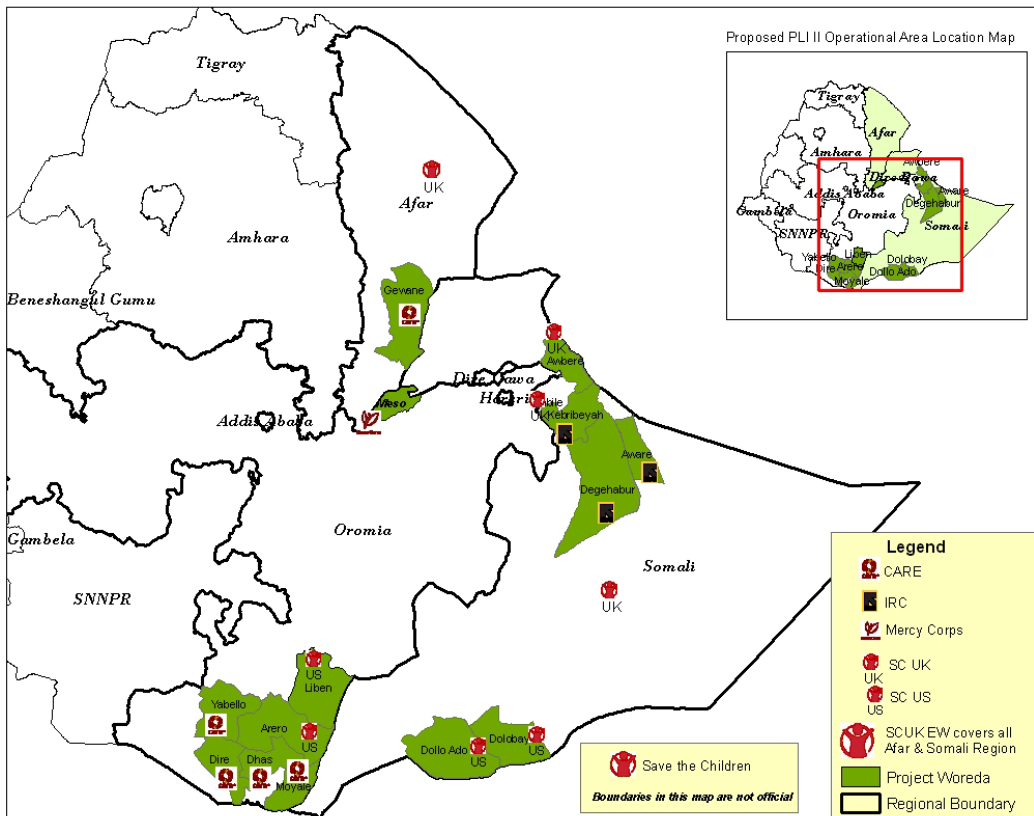
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## MAP OF PLI II TARGET WOREDAS



Courtesy of PLI II

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## ACRONYMS AND ABBREVIATIONS

ANC	Ante-Natal Care
APH	ante-partum hemorrhage
CAC	Community Action Cycling
CAHW	Community Animal Health Worker
CC	Community Conversation
CDC	Community Development Committee
CDF	Community Development Fund
CHV	Community Health Volunteers
CM	Crisis Modifier
DI	Drip Irrigation
DIP	Detailed Implementation Plan
DPPB	Disaster Prevention and Preparedness Bureau
ELMT/ELSE	Enhanced Livelihoods in the Mendera Triangle/Enhanced Livelihoods in Southern Ethiopia
FGM	Female Genital Mutilation
HEW	Health Extension Worker
HTP	Harmful Traditional Practices
IEC/BCC	Information Education Communication/Behavior Change Communication
IBTCI	International Business & Technical Consultants, Inc.
IGA/IGG	Income Generating Activity/Income Generating Group
IP	Implementing Partner
IRC	International Rescue Committee
LCRDO	Livestock, Crop, and Rural Development Office
MT	Metric ton
NRM	Natural Resource Management
OPA	Oromia Pastoralist Association
PA	Pastoralist Association
PCMCT	Prevention of Mother-to-Child Transmission (of HIV)
PEPFAR	President’s Emergency Plan for AIDS Relief
PLHIV	Person Living with HIV
PLI II	Pastoral Livelihoods Initiative – Phase II
PNRM	Participatory Natural Resource Management
PSNP	Productive Safety Net Program
SC-UK	Save the Children UK
SC-US	Save the Children Federation (Save the Children U.S.)
SoRPARI	Somali Regional Pastoral and Agricultural Research Institute
TBA	Traditional Birth Attendant
TLU	Tropical Livestock Unit
USAID	United States Agency for International Development
USFS	United States Forest Service
WoHO	Woreda Health Office(r)

*As of May 29, 2012, \$ 1 = 17.585 birr, 1 birr = \$0.057*

## EXECUTIVE SUMMARY

Phase II of the Pastoral Livelihoods Initiative (PLI II) is a four-year project, begun in May 2009, whose objective is to improve and strengthen the lives and livelihoods of approximately 205,000 pastoralists and ex-pastoralists living in 15 woredas [districts] in lowlands areas of Ethiopia's Oromia, Somali, and Afar Regional States. This \$15.9 million project is being implemented under a cooperative agreement by a consortium led by Save the Children U.S. and comprised also of CARE, Save the Children UK, Mercy Corps, and the International Rescue Committee. PLI II's interventions include: 1) improving community-based natural resource management, 2) improving the ability of pastoralists to gain more economic value from their livestock, 3) diversifying their ability to generate income, 4) improving the effectiveness of early warning systems, and 5) implementing selected MNCH and PEPFAR wrap-around interventions. PLI II makes use of "Crisis Modifiers" [CM, specific interventions such as destocking] to improve the ability to provide food and water to people and animals during drought. Each consortium member is responsible for implementing a range of interventions in assigned woredas.

In March 2012 USAID/Ethiopia contracted IBTCI to field a team of four professionals – two American and two Ethiopian – plus administrative support to evaluate the progress of PLI II towards achieving its goals and to make recommendations for consideration during the final year of the project. IBTCI was also tasked with preparing household-level case studies/success stories presenting examples of PLI II activities in key themes such as: the use of Crisis Modifiers to help preserve a household's core livestock, implementation of income-generating activities, PLI II promotion of conflict mitigation measures, and supporting traditional birth attendants to help them make pregnancy and childbirth safer.

Between March 24 and June 5, 2012, Gilles Stockton, Team Leader, John McMillin, Early Warning Specialist, Solomon Desta, Natural Resource Management Specialist, and Alemneh Tadele and Mesfin Beyero, Health Specialists, conducted a two-stage evaluation of PLI II activities in five of the 15 woredas supported by PLI II (March 25-April 15, Yabello and Liben woredas in Oromia and May 4-20, Kebri Beyah and Mulu/Miesso in Somali, and Gewane in Afar). (Due to health reasons, Dr. Mesfin replaced Ato Alemneh during the second stage.) In addition to review of project documents and relevant literature on issues associated with Ethiopian pastoralists, agro-pastoralists, and ex-pastoralists, the major methods were interviews with USAID and PLI II staff; Government of Ethiopia (GOE) officials in relevant ministries and bureaus at the national, regional, and woreda level; traditional leaders, members of local and community-based organizations; beneficiaries; and other stakeholders. All told, the team conducted key informant interviews with some 133 individuals. The team also conducted 30 focus groups (between four and six focus groups in each woreda) with direct beneficiaries on themes of: Impact of the Crisis Modifiers, Natural Resource Management; Income Generation; and Maternal, Newborn, and Child Health (MNCH) and HIV.

The main evaluation questions in the statement of work were (Annex A): (i) How effective is the project in achieving set objectives and anticipated results; (ii) How is the project's approach and methodology designed to achieve project objectives?; and (iii) How effective is PLI II's management structure, consortium relationships and staff composition? The answers are summarized after the following statement of the overall findings. Refer to the SOW attached as Annex A for details of the evaluation questions.

The Overarching Findings were:

- Until recently, PLI II has functioned more as an association of implementers doing similar activities but essentially independent of each other rather than an integrated consortium. Although there have been a number of meetings by IP senior management, the partners conducted PLI II activities



using the same approaches as they conducted other activities, with very little sharing of information through the mechanism of Technical Working Groups as envisioned in the Cooperative Agreement or other methods of sharing information to improve implementation with woreda-level staff.

- PLI II as a whole and, to the extent that could be determined from site visits and records, most partners delivered most services at a satisfactory level. However, with the exception of the skills development for the Community Animal Health Workers, little formal institutionalization is likely to have taken place. Further, although valuable work in the area of Natural Resource Management is being done through a participatory approach with clan elders and government officials, it is highly unlikely that important final stages can be accomplished before the end of the project. Also, because of a very late start, health-related activities began in 2012. Women have started utilizing services in ante-natal care (ANC) and there has been a definite increase in the number of women choosing to give birth in a facility, but given the remaining duration of PLI II, it is hard to see how more than a fraction of the targets can be met for this area of intervention.
- The Implementing Partners (IPs) have strong and positive relationships with government officials, who were particularly complimentary of efforts implemented under the CM mechanism. In general government officials were not focused on the development goals underlying PLI II, did not differentiate between PLI II and other ongoing (and past) projects, and were most interested in initiatives that transferred tangible assets to the target communities.
- The stated purpose of PLI II is to improve and strengthen the lives and livelihoods of pastoralists and ex-pastoralists in Somali, Oromia and Afar Regions. The sampling had a drawback, partly a function of the length of time allocated for each woreda. Residents of almost all communities that the team visited were agro-pastoralists rather than strict pastoralists or ex-pastoralist. Hence, the team did not have adequate observational evidence to make a definitive finding with regard to those cases of strictly pastoral or ex-pastoral contexts. Nevertheless, USAID/Ethiopia should consider whether its programming adequately and appropriately reflects the reality that in Ethiopia there is an ongoing continuum between pastoralists, agro-pastoralists, and ex-pastoralists, with households moving from one circumstance to another and back depending on opportunities and household preferences. Relatively few households give up pastoralism entirely, but these shifting household strategies and specific implications for targeting need to be taken more thoroughly into consideration for the PLI II and future programs.

The statement of work posed three specific evaluation questions, with multiple sub-questions, concerning effectiveness of interventions, the design as appropriate for achieving objectives, and the effectiveness of the management.

## **I. How effective is the project in achieving set objectives and anticipated results?**

### **a. How is the project progressing against planned objectives as embedded in the M&E plan?**

First, we realize that not all activities are equally important and also that changing circumstances can make some activities originally contemplated moot, irrelevant, and/or impossible to carry out for reasons beyond the implementer's control.

That said, although a significant number of activities met or exceeded their Life-of-Project (LOP) targets, as documented in the Quarterly Report for the period ending March 2012, about the same number of activities had satisfied 25% or less of their targets, although some solid efforts are being made to make

up for lost time. In some of the activities specifically addressed by the evaluation team, targets were 50% to 75% met. Only in CAHW training and prescribed burning off of pastures were targets exceeded. With respect to cereal banking (Strategy 1.2.3), for example, according to the March 2012 Planned v. Achieved, IRC, CARE, Save UK, and SC US had planned to establish or strengthen 38 cereal banks over the life of the project, but had gotten to only 9 by the end of FY 2011; 19 more (total 28), however, had been reached during the first six months of this fiscal year. And training for people involved with the cereal banks seems quite limited: Save UK had planned to provide training for 40 people in Babile and Awbare woredas, which it did perform during FY 2011, and plans to hold three training sessions for up to five woredas this fiscal year – and that appears to be all the training that will be provided to its cereal bank partners. SC US was planning to provide literacy and business management training for 75 women’s groups in Oromia and Somali over the life of the project; by the end of FY 2011, only 31 women’s groups had been reached; while 41 more groups are targeted for FY 2012, no training appears scheduled before June 2012.

If one assumes that all categories of intervention went to different households and ignores double-counting from the reality that some beneficiaries received support under more than one Crisis Modifier (CM), then approximately 30% of the PLI-II target population of 205,000 persons received assistance under the CM.

**b. How effective is the project in linking the livelihoods to other sectors such as HIV/AIDS, conflict and health activities?**

Livelihoods (income-generating activities) have been helpful in providing support to people living with HIV/AIDS (PLHIV), both in terms of providing economic and psychosocial support; they also serve as a stigma-free locus for distribution of condoms. Work with livestock-related livelihoods, augmented by the CM, has played a critical role in long-term peace-building among different groups in the Mulu/Miesso area. As a cross-cutting issue, health is integrated in most of the livelihood activities, where people who come together for other reasons may discuss health issues. Additionally, community workers like CAHWs are also recruited to spread human health messages.

**c. How effective is the “crisis modifier” mechanism in protecting development gains from risks and/or localized crises?**

The Crisis Modifier (CM) is the aspect of the PLI II project most appreciated by beneficiaries and officials. Even though the evaluation team has not been provided with actual “cost–benefit” analyses of the various CM interventions implemented by the PLI II partners, the apparent benefits compared to the apparent costs seem in general to be positive.<sup>1</sup>

The crisis modifier has certainly been used as a mechanism to deliver services to vulnerable communities and has definitely been used effectively and appropriately to do so. However, the communities benefitting from the CM were not necessarily the communities receiving economic/livelihoods or other development assistance, at least not by PLI II partners and in many cases the CM provided support more accurately described as “relief” than as “development.” A noteworthy exception to this, however, was the use by Mercy Corps of the CM as a highly effective way of supporting its core activity of inter-group peace-building and conflict reduction/prevention in Miesso/Mulu and surrounding areas. If one uses a wider definition of “development gains” to mean all of

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<sup>1</sup> The Tufts Feinstein International Center conducted impact assessments with cost-benefit analyses for PLI I that suggested a 41:1 ratio for commercial destocking, but we have not seen cost-benefit analyses for PLI II. Time and resource constraints made it unfeasible for us to prepare our own cost-benefit analyses.

the people within the PLI-II target foot print, then the CM can be said to have protected development gains.

**d. What has not been achieved and why?**

The most important element that has not been achieved has been the anticipated synergies that the PLI II partners were expected to bring to the project. Each partner has a strong track record of overall strengths plus strengths in particular thematic areas, but in general there has been little diffusion and cross-fertilization of skills and approaches across the PLI II consortium as a whole. Each partner seems to be implementing PLI II activities in the woredas assigned to it generally using their own organizational approaches and in isolation from the ways that its counterpart partners are implementing similar activities in their own woredas, which in some cases are adjacent to each other.

Associated with this overall issue is the lack of information sharing across partners; sometimes it appears that a partner lacks information as to potential approaches to PLI II activities even from its own institutional memory. For example, income-generating groups for People Living with HIV/AIDS (PLHIV) in Mieso/Mullu and Gewane could benefit from information-sharing. It did not appear that CARE's PLI II health interventions in Yabello built much on CARE's other successful health programming in the same area.

We know that during the critical inception period of the PLI II project there was weak or negligible project leadership and that many of the structures that would normally be associated with a complex project like PLI II, such as Technical Working Groups, only got started, realistically, less than a year ago. From discussions with management staff of the implementing partners (IPs), it appears that there is now solid intent plus plans to make up as much ground as possible, and, based on data provided, in a number of areas tangible results have in fact been accomplished.

From a programmatic standpoint, as mentioned above, work in Natural Resource Management has not gone as quickly as hoped for; this is due in part to delays in the ability to get government engaged in Participatory Natural Resource Management and in part by the extended absence of a senior NRM specialist to give leadership in implementation and institutionalization process of PNRM. Also as noted above, because of a very late start, health-related activities have begun only relatively recently.

**e. How effective is the project in mainstreaming gender issues and addressing the needs of vulnerable households?**

Women appear to be the primary beneficiaries of the PLI II interventions. Most of the income-generating groups visited were all or predominately women's organizations. Cereal banking efforts were predominately by women's groups. Community-level enclosures and fodder production efforts are mainly for the benefit of the women and their household livestock. Women representation in the PNRM leadership signifies women empowerment.

Women heads of households constituted about 20 percent of the livestock supplementary feeding programs. In the health areas, women are by definition the primary beneficiaries of Maternal, Newborn, and Child Health (MNCH) interventions, and women are unfortunately well represented among the HIV/AIDS groupings receiving PLI II sponsored services. All in all, the evaluation team concludes that gender equity is well represented by the PLI II partners and that there was no fundamental gender difference in targeting by different partners.

PLI II partners have guidelines in place that delineate priorities of beneficiaries to receive PLI II assistance and that call for community selection and/or endorsement of specific beneficiaries.

**f. How sustainable are the project interventions?**

Pastoral communities are rapidly evolving in response to economic pressures and opportunities. Most of the interventions implemented by the PLI II partners fit very well into the range of activities the pastoralists are themselves attempting. Primarily this includes efforts at agro-pastoralism, reducing vulnerability by cutting and storing fodder, and engaging in market-type economic activities. PLI II is engaged in all of these broad areas of economic endeavors. However, the evaluation team in general is critical of the level of actual impact of these efforts. In addition, generally PLI II is simply continuing to use the approaches implemented under PLI I without apparent efforts to enhance them or consider additional approaches. With the exception of the participatory natural resource management methods in Borana and conflict resolution in Miesso/Mullu, the team did not observe any innovative or “new” approaches to economic development activities. The team’s impression is that the PLI-II partners are coasting on past success rather than challenging themselves and their “client” communities to test and refine innovative economic livelihoods interventions. This is an area in which the lack of information-sharing as to how the different PLI II partners are approaching similar issues may be detrimental to overall performance.

Local “sustainability” will depend on the extent of future droughts or crises and the nature of the intervention. With respect to the livestock-related crisis modifiers, “sustainability” will likely depend on the ability of communities and/or government to support and self-finance these types of interventions. To a large degree, this will depend on the extent of the crisis in proportion to the reserves and the size of the herds. Most of the Natural Resource Management interventions such as land enclosures for fodder production, should remain sustainable as communities understand the benefits and are moving forward on their own initiatives. The use of private-sector Community Animal Health Worker (CAHW) and veterinary pharmacies should remain sustainable because livestock owners definitely see the benefits to be derived. However, subsidies for the drugs will still be needed during times of crisis. Established income-generating activities and cereal banking should be sustainable, even though greater attention is needed to developing the skills of the incipient entrepreneurs. However, without training and the provision of startup capital by an outside agency, new income generating groups will probably find it difficult to organize and remain successful. The sustainability of early warning systems, which can play a critical role in planning for potential needs if adequately supported, will depend to no small degree on the extent to which the Government of Ethiopia (GOE) is willing to support these systems.

National level livestock market systems are being integrated into pastoralist communities. The continuation of this trend will in large part depend upon the continuation of export-led demand and the willingness of the GOE to encourage livestock marketing through favorable policies. Fodder production is one of the major objectives of the movement to “enclose” rangeland, and therefore greater fodder availability should help to mitigate the effects of regional or mild drought situations. Credit mechanisms through banks or government-overseen cooperatives were not available to any of the income-generating groups or entrepreneurs encountered, so credit mechanisms are not yet an available factor in sustaining economic development in pastoral areas.

**2. How is the project’s approach and methodology designed to achieve project objectives?**

**a. How effective is the institutional arrangement and working relationship among implementing partners and between implementing partners and outside partners such as Government of Ethiopia (GOE), NGOs and the private sector ?**

The evaluation team received no negative feedback from any level of the government institutions consulted. Government offices were particularly complimentary of efforts implemented under the CM mechanism. In two of the visited (Mieso/Mullu and Gewane) the PLI II partners were virtually the only NGO present. In two other woredas (Yabello and Liben), the PLI II partners had by far the greatest reach and capability of any of the NGOs working in the woreda. PLI II staff were respected by government officials and in return showed respect for government's role in guiding and coordinating NGO activities.

**b. Are institutional arrangements, especially the innovative use of a “Learning Institution” between partners, effective, and did they accomplish the goals of program learning, quality, documentation and policy development? Why and how?**

In general learning opportunities and the sharing of experience has been severely limited within the PLI II partnership. Even across different woredas being served by the same implementing partner, there often seems to be little sharing of information.

Only now, after nearly three years of operation, are the technical working groups convening, too late to materially affect the design of interventions. Best practices or common approaches to what should be well known implementation methodologies seem to be generally lacking. This failure to follow through on the “learning aspects” of the program is puzzling because in the Cooperative Agreement the consortium was very explicit as to how it proposed to address learning and knowledge sharing. We understand that at least in the area of income-generating activities, PLI II has already been making efforts to strengthen and harmonize its knowledge and skills base and to effect dissemination to its partners.

**c. What institutional arrangement did implementing partners make to ensure sustainability of the project's results/impacts?**

The training and fielding of CAHW, the support to the development of a private sector veterinary pharmacy system, and the series of participatory natural resource management meetings by Oromo elders seem to have strong potential for becoming sustainable and institutionalized. The movement towards enclosure of communal land for private purposes is likely unstoppable and probably unmanageable. The desire by community groups to engage in livestock trading, cereal marketing, and other income-generating activities is strong; however, without training in business skills, literacy, and numeracy along with matching start-up grants, those desires will have limited viability, and it does not appear that such training will be provided in any major amount. Many of the existing Income-Generating Groups, or particularly the most entrepreneurial of the group's membership, will continue to expand their business and prosper.

**3. How effective is PLI II's management?**

**How effective is PLI II's management structure, consortium relationships and staff composition in terms of (i) Resource planning process? (ii) Communication and coordination (iii) M&E procedures and standards; and (iv) The overall project management environment?**

i. It is clear that the PLI II Consortium initially had considerable administrative difficulties. Consortium partners feel that those difficulties have been overcome and the flow of information and the coordination of necessary activities are now working well. However, it has taken nearly two years to smooth out the administrative procedures and PLI II has only one year left to its funding. This difficulty in establishing clear and smoothly operating administrative procedures is not unique to the PLI II consortium as a predecessor consortium, ELMT/ELSE, had similar growing pains. Staff of PLI II partners seem to feel that the project is now on track.

ii, Communication and coordination were weak from the beginning as noted. According to the information reported to the evaluation team, the PLI II consortium did not begin to function as a unit until about a year and half after the awarding of the cooperative agreement. Because each of the partners was allocated its own budgets and responsibilities as part of the overall cooperative agreement, each partner simply commenced activities independently. It is only during the past few months that the consortium has begun to function as a unit.

According to recent annual and quarterly reports, there have been regular and timely meetings of the senior management staff. The major breakdown has been in the technical/sectoral area, where the proposed TWG structure has only recently been recommenced. Different partners have expressed frustration at this failure, as most felt that they have lessons to share and information to learn.

iii. Although the usefulness of the M&E system is hampered by the lack of project baseline information except for MNCH, the M&E system seems generally adequate and appropriate. However, it was not until the last week of work in-country that the team received many key M&E documents and had the opportunity to discuss M&E with the PLI II COP and M&E Specialist. They informed us that their greatest M&E concern was in developing a harmonized M&E system that all partners could utilize. This last issue is related to the whole coordination problem stated above.

iv. The senior Consortium Partners management staff has expressed satisfaction with the current administrative environment and leadership provided by SC-US PLI II Unit. Although the PLI II Consortium initially had considerable administrative difficulties, consortium partners feel that those difficulties have been overcome and that the flow of information and the coordination of necessary activities are now working well. However, it has taken nearly two years to smooth out the administrative procedures and PLI II has only one year left to its funding.

## **MAJOR RECOMMENDATIONS**

The body of the report contains an extensive number of recommendations, many of which are inherent in the findings. Following are the salient recommendations.

### **General Recommendations**

- In designing and implementing activities for Ethiopian pastoralists, USAID and implementers should keep more clearly in mind that households live in a fluid continuum in which they commonly move back and forth among “pastoralist,” “agro-pastoralist,” and “ex-pastoralist,” as circumstances and household desires dictate. The trend is that farming is expanding and perceived positively by most pastoral communities the team visited.
- USAID should give serious consideration as to whether a consortium structure is the most effective approach for managing a project like PLI II in which each Implementing Partner is essentially functioning autonomously within its assigned woredas. The information-sharing and synergies that formed a major rationale for the consortium approach have not yet materialized and can be largely

effected via other means, e.g., inter-project thematic Technical Working Groups, and it appears that the major actual advantage of the consortium modality – and it is a major actual advantage – is that it allows for speedy targeting and disbursement of resources to different locales when needed to put Crisis Modifiers into place.

- Even though each implementing partner is working independently within its assigned woredas, because they are conducting the same types of activities, an appropriate uniformity of approach is desirable.
- Much more sharing of information as to technical approaches is needed.

### **Crisis Modifier**

- Although the Crisis Modifier is a very effective mechanism for assisting targeted populations in times of extra stress, USAID and implementers should not lose sight of the fact that the ultimate goal is to build household and community resiliency rather than create dependency. To that end, CM interventions should, to the extent possible, be designed to promote longer-term development goals.
- Generally, crises in Ethiopia are slow onset. Based on beneficiary comments, plans should be drawn up earlier, taking into consideration overall lead times. Communities should be actively involved in identification of the interventions they prefer, and cost-benefit analyses should be done of the relative effectiveness and impact of interventions and given the opportunity to cost-share in the scale of the intervention.

### **Natural Resource Management**

- IPs should continue efforts to support Participatory Natural Resource Management (PNRM). PNRM has proven to be an effective means of strengthening the ability of leaders of customary institutions to respond to the environmental and economic needs of the people whom they represent and the leaders of customary institutions are now more able to engage government officials effectively. It also greatly increases the likelihood that proposed management approaches will be implemented.
- The practice of establishing and maintaining fenced enclosures (kallo) forms highly valuable drought reserves which are significantly more productive than are rangelands outside the enclosures. However, the establishment and maintenance of kallo should be in addition to, and not instead of, continuing to improve the quality of rangelands outside the enclosures.
- Given changes in ecology and land use, controlled burning for rangeland management in the Borana is probably no longer feasible.
- PLI II partners should support and implement the guidelines for Prosopis control issued by the Afar regional state. Additional research should be supported on measures to control Prosopis and/or utilize Prosopis for income generation.
- Appropriate technology and agronomic packages for drip irrigation and irrigated farming of Prosopis reclaimed land should be promoted.
- PLI II should introduce a package of tools and practices to reduce the labor requirements for fodder production and harvesting.

### **Income-Generating Activities**

- PLI II should augment its toolkit of proposed income generating activities.
- IPs should increase the level of training to members of Income Generating Groups in literacy, numeracy, and marketing/management skills.
- PLI-II partners need to explore ways to provide Income Generating Groups access to credit.

## **Animal Health**

- The system of fee-for-service Community Animal Health Workers (CAHWs) and private sector vendors of veterinary pharmaceuticals should be continued and expanded.

## **Early Warning Systems**

- To improve the ability of the Government of Ethiopia (GOE) and its partners to forecast and plan for crises, funding of early warning systems should be restored and the capacity of the GOE to collect, analyze, and disseminate data and forecasts should be strengthened.

## **Health and PEPFAR Wrap-Around**

- With respect to health-related messaging, much more attention should be paid to reaching out-of-school youth.
- PLI II should expand efforts to promote income-generating groups by PLHIV, both as a means of providing economic and psycho-social support to PLHIV and also because they have proven to be a stigma-free modality for condom distribution.
- PLI II should consider reallocating resources more to modalities that do not assume literacy because, currently, many of the resources used to deliver health messages go for printed materials which assume that users are literate. However, given the high rate of illiteracy among pastoralists and agro-pastoralists, especially women, these printed materials are not effective.
- Other PLI II partners should see how the IRC and Mercy Corps experiences with Traditional Birth Attendants (TBA) can be replicated for their own woredas. In Somali region, PLI II implementers have been making effective use of TBA to promote ante-natal care (ANC) and encouraging women to have their babies in health facilities.
- Consideration should be given to the establishment of guest rooms or *tukuls* where women could stay a few days in advance of when they anticipate giving birth to reduce the risk of complications and, if necessary, where they can recuperate post-partum. While more women are making use of ANC, there are few health facilities reasonably available for pastoralist or agro-pastoralist women, especially women with high-risk pregnancies, to give birth.



## I. INTRODUCTION AND BACKGROUND

Ethiopia's estimated 9 million pastoralists and agro-pastoralists<sup>1</sup> make up between 12% and 15% of the nation's population and live in an estimated 133 woredas [districts] in five regional states, representing about 60% of Ethiopia's territory. Ethiopia's livestock sector, which is dominated by pastoralists and agro-pastoralists, is estimated to make up more than 20% of the country's total Gross Domestic Product (GDP), a third of its agricultural GDP, and 8% of export earnings, with a dollar value of US\$20 million.<sup>2</sup> Historically, pastoralists have been largely self-sufficient, but changing weather and climate patterns, particularly an increase in the incidence of drought, population increases and other population pressures, crop failures, degradation of natural resources, and other external forces have created significant challenges for Ethiopia's pastoralists.

USAID has implemented numerous projects aimed at improving the quality of life for the people of Ethiopia, including pastoralists; however, given their mobility and their lower level of socio-economic development as compared to most Ethiopians, pastoralists typically do not derive the same level of benefits from these programs. USAID therefore has launched several programs specifically targeting the needs of Ethiopia's pastoralist and agro-pastoralist communities, such as the Enhanced Livelihoods in Mendera Triangle/ Enhanced Livelihoods in Southern Ethiopia (ELMT/ELSE) (2007-2009) and the initial Pastoral Livelihoods Initiative (PLI I).

In May 2009, USAID/Ethiopia launched Phase II of the Pastoralist Livelihoods Initiative (PLI II). PLI II's objective is to improve and strengthen the lives and livelihoods of approximately 205,000 pastoralists and ex-pastoralists living in 15 woredas in lowlands areas of Ethiopia's Oromia, Somali, and Afar Regional States. This \$15.9 million project is being implemented under a cooperative agreement by a consortium led by Save the Children U.S. CARE, with Save the Children UK, Mercy Corps, and the International Rescue Committee are the other members of the consortium. Research assistance is provided by the Feinstein International Center of Tufts University. Each consortium member is responsible for implementing a range of interventions in its assigned woredas. The consortium members work primarily at the regional state, zonal, woredas, and kebele [community] level with officials from various government agencies; most interventions involve agriculture and rural development, health, HIV/AIDS, food security and disaster prevention and mitigation. When possible, the partners work with other NGOs, with community-based organizations, with traditional leaders and other community leaders, with beneficiaries, and with other stakeholders.

PLI II's interventions include: approaches to improved community-based natural resource management, improving the ability of pastoralists to gain more economic value from their livestock, helping pastoralists, agro-pastoralists, and ex-pastoralists expand their ability to generate income, improving the effectiveness of early warning systems, selected MNCH (Maternal, Newborn, and Child Health) and HIV/AIDS interventions, improving the ability to provide food and water to people and animals during drought, and making use of "Crisis Modifiers" (CMs). The CMs include interventions such as direct food assistance and supplemental feeding and/or destocking of highly stressed livestock.

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<sup>1</sup> "Agro-pastoralists" are pastoralists who also engage in agriculture (farming). There is no firm dividing line between the two categories and depending on changing circumstances and personal preferences/needs, people may move from one category to another and back.

<sup>2</sup> If unofficial cross-border trade is taken into account, the true value of export earnings is believed to be several multiples of this \$20 million figure.

## PURPOSE OF THE MID-TERM EVALUATION

In March 2012, USAID/Ethiopia contracted IBTCI through the Evaluation Services IQC to field a team of four professionals – two American and two Ethiopian – to evaluate the progress of PLI II toward achieving its goals and to make recommendations for consideration during the final year of the project.

The primary purpose of this evaluation is to give USAID and PLI II management an independent view of how well PLI II has been meeting its objectives, how effective it has been in planning and implementing PLI II interventions, and the overall effectiveness of chosen. It is also focusing on the factors that have affected the outcomes of these interventions, and how the project is being managed. In addition to obtaining guidance on possible adjustments to PLI II for the remainder of the project, IBTCI is responding to USAID’s particular interest in identifying what is working – or not – in order to provide guidance in designing and implementing other projects focusing on improving the quality of life for pastoralists and ex-pastoralists. IBTCI is also to prepare practical case studies on selected topics related to PLI II activities that for use primarily by USAID implementing partners, government staff, and other field-level implementers.

## 2. STATEMENT OF WORK, METHODOLOGY, AND SITES VISITED

The methodology chosen to meet the objective of this process evaluation was based on the SOW (Annex A), the evaluation questions posited, the social structure of the participants, and the structure and management style of the consortium.

The findings of this evaluation are based on a mixed-methods<sup>3</sup> approach consisting of (a) a review of project documentation and other materials that focus on the circumstances of Ethiopian pastoralists today; b) key informant interviews with a wide range of stakeholders - USAID staff, implementing partner staff at the national, regional, and woreda level, government officials, pastoralist representatives, beneficiaries, c) focus groups, and d) case studies of specific interventions, villages and families.

Initial interviews with consortium members and USAID personnel were based on the document review. One main purpose of these interviews was additional background information on the structure of the management and the organization of the consortium. These interviews were also used to coordinate the field work. After the conclusion of the site visits, a further meeting was held with senior management of the PLI II implementers to present them with the team’s observations and to elicit feedback.

Site visits were made to five of the fifteen woredas across the three regions that PLI II targets; these woredas, selected by USAID, reflect implementation by four of the consortium members – SAVE US, CARE, Mercy Corps, and the International Rescue Committee. The team conducted 30 focus groups with community-level “end-user” beneficiaries and conducted interviews with some 133 individuals. At

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<sup>3</sup> The mixed-methods approach to evaluations employs the use of quantitative and qualitative methods and a progressive, as opposed to a pre-established design of pre-set instruments. In this case the progressive approach is to begin with the review of the documentation to identify the units of analysis, and as each level of interviews (key informant, group interviews, case studies, or sample surveys) is conducted, then new lines of inquiry or questions may be added with an expanded or more specific set of interviewees or groups to assure that the general purpose of the evaluation is covered and to be sure, by triangulation for example, that the findings are well grounded. This expansion and triangulation strategy is important for process evaluations as opposed to an impact evaluation when specific quantitative questions may be asked and hypotheses tested using quantitative data.

least four focus groups were held in each woreda, with themes addressing: (a) the Crisis Modifier (CM) mechanisms; (b) rangeland management; (c) income-generation; and (d) health, particularly Maternal, Newborn, and Child Health (MNCH), and HIV (PEPFAR wrap-around). When conducting the interviews and focus groups, the team members kept in mind that the information to be obtained would be important not only for guiding the remainder of PLI II but also would be useful for other pastoralist-related activities being planned by the Mission. Annex B is a list of key individuals interviewed and of the focus groups.

Site visits were as follows:

April 1-4	Yabello Woreda, Oromia, CARE. Kebeles visited: Dembela Seden, Yabello
April 5-8	Liban Woreda, Oromia, Save the Children U.S. Kebeles visited: Koba Adi, Oda Yabi, , Fuldowa
May 8-11	Kibre Beyah Woreda, Somali, IRC. Kebeles visited: Gillo, Gerbile, Kebri Beya
May 14-16	Miesso/Mullo Woreda, Somali, Mercy Corps. Kebeles visited: Gedamaytu, Mullo, Hardim
May 17-19	Gewane Woreda, Afar, CARE. Kebeles visited: Gelila Durra, Yigile, Meteka, Bida

Follow-up visits on health-related activities took place on June 14-15 in the kebeles of Kebri Beyah and Gilo in Kebri Beyah Woreda.

In advance of the site visits the team asked the local staff of the Implementing Partners (IPs) for their assistance in identifying potential individuals to participate in the focus groups. The goal of five or six participants for each focus group was easily exceeded. Discussions were guided by sets of standardized, generally open-ended questions. Based on the mixed-methods expansion strategy, the questions were modified to incorporate “lessons learned” from earlier focus groups and, thus, maximize the effectiveness of the discussions. In some instances, discussions required double translations, e.g., from the local language to Amharic to English and back again; however, the two team members who are native speakers of Amharic, feel comfortable that, because the questions, and associated responses, formed a sequence, the final translations are accurate statements of the participants’ comments. Summaries of the focus group discussions are included in the reports in Annex D. Our COR received weekly updates by telephone.

### 3. FINDINGS AND “LESSONS LEARNED”

This section consists of three parts: 1. an overview of the findings; 2. responses to the three specific evaluation questions (i. effectiveness in achieving the objectives and results; ii. the relevance of project’s approach and methodology to the achievement of project objectives; and iii. the management of PLI II); and 3. findings by thematic area – “what works and what doesn’t.” Annex C presents more detailed discussion of various project components. Annex D presents the team’s observations and findings with respect to its visits to each of the five woredas. This level of analysis of the program is necessary to capture the inherently cross-cutting and integrated nature of many project activities, e.g., income generation for PLHIV or strengthening the ability of elders to address rangeland issues.

#### 3.1 OVERVIEW

As described in the Background section, the dynamics of the pastoral and the agro-pastoral systems reflect the profound changes are happening in the pastoral areas of Ethiopia. The challenge for

government policy makers, the donors that provide the financial support, and the agencies and organizations that implement the project, is to stay relevant and on the positive side of these challenges.

Although not a finding per se, our description of the changing pastoral and agro-pastoral systems explains the context in which the *PLI II* is evaluated. It is based on the team's observations, document review and experience in other pastoral contexts.

#### Changing systems

Population increases result in greater demands upon the natural resources, and there is a working hypothesis in the development community that pastoralists are becoming more vulnerable to adverse climatic events related with climate change. That is, increased frequency of drought, exploitation of finite resources, or, an unfortunate combination of all of these factors. Although the hypothesis is open to further study, large numbers of people do have to cope with frequent or chronic vulnerabilities to weather and conflict-related “shocks.”

On the positive side, economic activity in pastoral communities continues dramatic expansion. Education and health services are becoming available to previously under-served peoples. Increases in commercial activity within the pastoralist communities create a “multiplier effect” which gives more people access to alternative and complementary livelihoods. Higher prices for livestock on world markets, remittances from family members working outside of the pastoral areas, and the assistance coming through development and emergency assistance is having a real – if difficult to measure – positive effect on the pastoral livelihoods systems.

The pattern is clear and similar across the different pastoral ecological and ethnic areas of Ethiopia. People are opting to live in established permanent settlements where they can access basic education and health services as well as participate in economic livelihoods activities. The women, children, and elderly live in these homestead villages, tending fields and caring for household activities and sick livestock while the men range with the main herd to more remote pastures. Individual families and/or organized groups of community members clear and demarcate enclosed fields to produce crops, harvest fodder, and/or reserve pasture for household livestock.

These new agro-pastoralists are essentially privatizing former communal land - usually the best of that communal land - yet still depend upon the residual communal land for the greater portion of the grazing needs of their livestock. These enclosures, after an appropriate period of rest, result in a dramatic restoration of vegetative productivity. Outside of the enclosures the increased grazing pressure on the residual communal land tends to result in reduced productivity, encroachment by invasive species, and erosion. An issue of concern is that the proliferation of settlements and enclosures is restricting the mobility of the pastoral herds. This reality may have disastrous results when Ethiopia experiences its next major drought.

Accompanying this “pattern of change” is the increasing stratification of wealth. Well-to-do pastoralists have proportionally larger herds while the less well-off have fewer and fewer animals. A number of these poorer pastoralists have lost all of their livestock. These people survive from a variety of strategies which includes relief food, gifts from family and clan, wage labor, and, most perniciously from an environmental standpoint, the harvesting of trees to produce charcoal.<sup>4</sup> So even in destitution, poor and ex-pastoralists are having a negative effect on the health of the communal rangelands.

In Ethiopia, the official estimates for the numbers of livestock in pastoral areas are notoriously

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<sup>4</sup> The harvesting of *Prosopis*, for fuel and other purposes, on the other hand is to be encouraged.

unreliable. The same can be said, but to a lesser degree, about the human population censuses. Nevertheless, if one calculates the Tropical Livestock Units (one TLU is defined as one animal weighing 250 kg) available per person in the “non-urban” parts of the Somali Region using the admittedly inaccurate data, one finds that there are approximately 1.7 TLUs available per person. Analysis of other pastoral regions of Ethiopia would result in similar levels of TLUs per person.

Four TLU’s is considered the minimum number required to sustain one person. Another way to look at this information is that there are enough livestock in the Somali Region to sustain 35% of the “non-urban” population at a minimal level. This then raises the question about what the other 65% of the people are doing for survival. Obviously there is more economic activity happening in pastoral areas than is readily apparent.

The changes in the pastoral systems have both positive and negative implications. Poorer pastoralists attempting to survive by rain-fed agro-pastoralism in areas where rainfall is not reliable are highly vulnerable – more vulnerable than mobile pastoralists. Emergency programs that respond to that vulnerability may tend to be arbitrary in targeting beneficiaries and risk reinforcing dependency on outside assistance.

The key, therefore, in supporting the economic development of the pastoralist areas is to help people do more of what they are already doing more efficiently while helping them to preserve the productive capacity of their most important asset – their rangeland. Education for children and training for adults is the obvious long-term input for enhancing access to alternative and complementary livelihood. Credit mechanisms that enable pastoralists to leverage the considerable economic wealth that they own in livestock would be very useful. Assisting the pastoralist communities in establishing systems for the sustainable management of their vital natural resources is critical.

The most important activities for the NGOs implementing PLI II are the sharing and transfer of the intellectual tools needed by pastoralists and agro-pastoralists alike to improve their economic opportunities. If there is but one criticism of the implementation of the variety of activities under the PLI II program, it is that there is insufficient focus on the economic and, therefore, the income implications of those activities.

## **3.2 HOW EFFECTIVE IS THE PROJECT IN ACHIEVING SET OBJECTIVES AND ANTICIPATED RESULTS?**

### **3.2.1 How is the project progressing against planned objectives as embedded in the M&E plan?**

The Project PMP was revised in 2010 to reflect necessary/desirable changes that appeared during the first year of the project. It does not include target information.

First, we realize that not all activities that appear on the Plan vs. Achievement reports are equally important and also that changing circumstances can make some activities originally contemplated moot, irrelevant, and/or impossible to carry out for reasons beyond the implementer’s control. Also, additional or updated activities may not appear on the Plan vs. Achievement reports.

That said, while a significant number of activities met or exceeded their Life-of-Project (LOP) targets, as documented in the Quarterly Report for the period ending March 2012, a similar number of activities satisfy 25% or fewer of their targets. In some of the activities specifically addressed by the evaluation

team, targets were 50 to 75 percent met. Only in Community Animal Health Worker (CAHW) training and prescribed burning were targets exceeded. Some specific findings by activity are:

1. Under the Crisis Modifier (CM), 1,281 households have benefited to date from commercial destocking, 4,429 households from supplementary feeding, and 4693 from slaughter destocking. Although this set of activities cannot have had pre-determined targets, if one ignores double-counting from the fact that some households benefitted from more than one intervention, then approximately 30% of the PLI-II target population received assistance under CM.
2. The target was to establish 23 new cereal banking/marketing groups and to reinforce 15 existing cereal banking/marketing groups.- 14 new groups were established and the goal of assisting 15 existing groups was met.
3. It was planned to link 21 livestock marketing groups with traders. Ten groups received this linkage service.
4. PLI II planned to provide 355 persons training in marketing activities -194 received this training.
5. PLI II planned to train and provide refresher courses to 228 CAHWs - 299 successfully received this training (131%).
6. The goal of using prescribed fire on 585 hectares was exceeded by 118 hectares (703 hectares).
7. The goal is to clear Prosopis from 600 hectares – 316 hectares have been cleared to date.
8. PLI II planned to train and support 40 households for drip irrigation. Ten households have received drip irrigation kits.
9. Plans to support natural resource management issues through a kebele-by-kebele process have been revamped to support a higher level regional participatory natural resource management effort with active efforts to engage government.
10. FP/RH/MNCH. The project got a very late start with this set of interventions. Except for training of Traditional Birth Attendants and Community Health Volunteers, the project is considerably behind planned targets. This notwithstanding, in the sites visited the team has documented a very distinct increase that beneficiary women have been making in their use of maternal, newborn, and child health services, particularly in the use of ANC and delivery at facilities for women at high risk.

On being queried about some of the team's observations after the conclusion of the site visits, Axel Weiser, who became Chief of Party on January 1, 2012, and Abebech Belayneh, PLI II M&E Specialist, informed team members that from a programmatic standpoint, the major areas where the project has not performed close to expectations are in the following areas:

- Policy, because PLI II wanted to wait until there were achievements and a track record before making recommendations; the COP states that work is currently under way in these areas,
- Exchange Visits, which the COP sees as being of low priority, given other PLI II activities,
- Livestock Auctions (an element of marketing, Strategy 2.1.2), and
- Information dissemination on prices, another element of marketing, Strategy 2.1.2), but one which the COP asserts has been assumed by a different project.

Some activities, he states, such as “wet patches” (under Strategy 1.2.2 Establish and Protect Key Drought Reserves) and some of the Natural Resource Management activities, have now been subsumed under larger-scale activities. These explanations seem reasonable to us; however, the quarterly reports of Planned vs. Actual, and associated M&E documents, should be adjusted to reflect these types of changes, with particular reference to Planned vs. Actual for training.

Subsequent review of health-related data show that achievements of these activities are far below targets, which, we were told, is the result of a very late start-up of these activities.

### **3.2.2 How effective is the project in linking the livelihoods to other sectors such as HIV/AIDS, conflict and health activities?**

Livelihoods (income-generating activities) have been helpful in providing support to people living with HIV/AIDS (PLHIV), both in terms of providing economic and psychosocial support; they also serve as a stigma-free locus for distribution of condoms. As a cross-cutting issue, health is integrated in most of the livelihood activities where people who come together for other cause will discuss health issues. Work with livestock-related livelihoods, augmented by the CM, has played a critical role in long-term peace-building among different groups in the Mullu-Miesso area. The major role played by livelihood interventions in support of health-related objectives has been as a means of enabling households to obtain nutrition to prevent or mitigate the onset of health problems and as a means of improving the nutrition of pregnant and nursing mothers and their children.

### **3.2.3 How effective is the “crisis modifier” mechanism in protecting development gains from risks and/or localized crises?**

There is a definitional issue in terms of what constitutes a “development gain.” If one is thinking of “protecting development gains” as protecting the continuity of a specific activity in a specific community, then the CM mechanism has “sometimes” been effective. In some instances staff have been diverted from this “development” work with a targeted community to working with a different, previously non-targeted one in order to provide CM services. If one is thinking of “protecting development gains” as meaning protecting development in general for all of the people who may or may not belong to targeted communities or groups,” the answer is “definitely.” Mission staff note that this is an anticipated effect of the use of the CM modality and the use of the “drought cycle management” approach. When there is an emergency that triggers the use of the CM and shifting of project activities to addressing the crisis, implementation of regular development activities is less likely to happen in any event.

The CM mechanism has been invoked twice (with one of those instances suspended during a time when it was not needed) to respond to drought in different localities within the PLI II footprint. Because the crises confronting PLI II’s target beneficiaries were relatively slow-onset and predicted, more timely intervention with respect to alternative ways of dealing with livestock (i.e., destocking vs. supplemental feeding) would have lessened the impact of the drought on households in targeted communities. It is not clear to the evaluation team how quickly the CM – and associated funding – could have been invoked with respect to a rapid onset crisis, such as flooding as the result of unexpected heavy rains. There is probably no simple solution to that problem, given the nature of bureaucracy. One of the major realized advantages of having PLI II implemented as a consortium was that it was relatively easy and fast to move needed funds from one part of the country to a different one as needed.

The CM is the aspect of the PLI II project most appreciated by beneficiaries, government officials, and implementer staff. Even though the evaluation team has not been provided with actual “cost-benefit” analyses of the various interventions implemented by the PLI II partners, the apparent benefits compared to the apparent costs seem in general to be positive. The PLI II experience corroborates previous implementations of CM mechanisms in other projects that “commercial destocking,” “supplemental feeding of core livestock,” “restocking of destitute households,” and “cereal banking” are all effective tools that can “protect” livelihoods. PLI II’s experience also has been that having the CM built in to the cooperative agreement allows for a speedier response because interventions do not need approval of the regional governments, although regional governments are necessarily involved in the selection of beneficiary kebeles or PAs. However, in the team’s opinion, whether or not the CM mechanism “protects” development gains presupposes that development activities are on-going in the target communities.

At their core all of the CM interventions are economic activities. The projected costs and benefits can generally be estimated in advance. The team had inadequate information to determine the extent, if any, to which economic considerations were shared and/or collaboratively reached with the target communities. If they were, and the community was given options and given the opportunities to cost-share in the scale of the interventions, then the CM pursued economic development goals. If the community was not substantially involved in the decision making, implementation process, and funding then the activity primarily met “relief” goals. The value of obtaining true community participation and buy-in is illustrated by a set of participatory learning exercises that SC US conducted with beneficiaries in its woredas in February-March 2012. When asked to rank six interventions as first or second in importance as a means of reducing livestock loss in 2011, respondents from SC US’s Somali woredas gave them an ordering of: Enclosure; Supplementary Feeding; Water Rehabilitation; Access to Cereals; and Animal Health. Respondents from SC US’s Oromia woredas assigned an ordering of: Supplementary Feeding; Water Rehabilitation; Access to Cereals; Enclosures; Animal Health.<sup>5</sup> Presumably differences in local circumstances accounted for differences in the rankings; however, active community involvement clearly can and should play an important role in prioritizing interventions.

The CM interventions have proven to be effective in responding to small scale and localized drought situations, although the timeliness of the intervention continues to be a critical factor. Whether these interventions can be implemented in a major drought situation to reach hundreds of thousands of households is questionable.<sup>6</sup> The number of animals to be “commercially de-stocked” would in all probability overwhelm the capacity of the livestock market system. Commercial livestock feed sources would rapidly be depleted. “Cereal banking” opportunities would likely be replaced by imported relief food assistance. Only “slaughter de-stocking” would be applicable and implementable on a large scale.

Although CM mechanisms should continue to be part of future pastoral areas development projects, the goal should be to enhance the capability of pastoral communities to make appropriate responses from their own resources. In this regard, livestock market linkages, fodder production, and cereal marketing efforts, should continue to be promoted as key interventions, but in a development context rather than as an adjunct to relief assistance.

### 3.2.4 What has not been achieved and why?

**General.** The most important element that has not been achieved has been the anticipated synergies that the PLI II partners were expected to bring to the project. Each partner has a strong track record of overall strengths plus strengths in particular thematic areas, but in general there has been little diffusion and cross-fertilization of skills and approaches across the PLI II consortium as a whole. To appearances, each partner seems to be implementing PLI II activities in the woredas assigned to it generally using their own organizational approaches and in isolation from the ways that its counterpart partners are implementing the same activities in their own woredas.

Associated with this overall issue is the lack of information sharing across partners, and sometimes it appears that partners lack information as to potential approaches to PLI II activities even from their own institutional memories. This seems to be the case with CARE’s health-related interventions in the Yabello that fail to build upon past successful programming. CARE, in the Gewane woreda, is also not expanding upon the knowledge gained by Farm Africa in Prosopis clearing and control.

<sup>5</sup> Save the Children USA, PLI II, Participatory Results Assessment & Review *DRAFT*, February - March 2012, Annex 2 Format 4.

<sup>6</sup> PLI II partners stated that the most recent droughts qualified as major and that even though only a limited number of households were direct beneficiaries, the CM worked effectively.



We know that at the inception of the PLI II project there was weak or negligible project leadership and that many of the structures that would normally be associated with a complex project like PLI II, such as Technical Working Groups, only got started less than a year ago. From discussions with management staff of the IPs, it appears that there is now solid intent plus plans to make up as much ground as possible.

**Participatory Natural Resource Management (PNRM).** While important, vital steps have been taken and while PLI II has been successful in helping customary institutions to regain some of their authority via-à-vis government, it is not likely that close-to-full implementation of the PNRM approaches will take place before the project’s scheduled end. This is due in part to delays in the ability to get government engaged in Participatory Natural Resource Management and in part by the extended absence of a senior NRM specialist to give leadership in implementation and institutionalization process of PNRM.

### **3.2.5 How effective is the project in mainstreaming gender issues and addressing the needs of vulnerable households.**

Women appear to be the primary beneficiaries of the PLI II interventions. Most of the income generating groups visited were all or predominately women’s organizations. Cereal banking efforts were predominately by women’s groups. Household level enclosures and fodder production efforts are mainly for the benefit of the women and their household livestock. Women representation in the PNRM leadership signifies women empowerment.

Women heads of households constitute about 20 percent of the livestock supplementary feeding programs, a number which represents the approximate percentage of households that are the most vulnerable in these rural communities. In the health areas, women are by definition the primary beneficiaries of Maternal, Newborn, and Child Health interventions, and women are unfortunately well represented among the HIV/AIDS groupings receiving PLI II sponsored services. All in all, the evaluation team feels that PLI II interventions do appropriately address issues of gender equity, with a very significant ratio of training and support being provided to female beneficiaries, including to women in “non-traditional occupations,” such as Community Animal Health Worker.

From discussion with Dr. Weiser as to SC-US specifically and information provided by IRC and Mercy Corps, PLI II works closely with government to identify the most vulnerable kebeles for CM assistance and with community leaders to identify particular beneficiaries. As examples, IRC’s criteria states that, “Poor, female-headed households, those affected by HIV/AIDS, poor households led by ill, elderly, disabled, and destitute should be given priority” and that only pregnant or lactating cattle should get supplementary feeding. Mercy Corps has a similar policy and states that the list of beneficiaries is presented to community gatherings for validation.

### **3.2.6 How sustainable are the project interventions?**

Pastoral communities are rapidly evolving in response to economic pressures and opportunities. Most of the interventions implemented by the PLI II partners fit very well into the range of activities the pastoralists are themselves attempting. Primarily this includes efforts at agro-pastoralism, reducing vulnerability by cutting and storing fodder, and engaging in market-type economic activities. PLI II is engaged in all of these broad areas of economic endeavors. However, the evaluation team in general is critical of the level of actual impact of these efforts. In addition, generally PLI II is simply continuing to use the approaches implemented under PLI I without apparent efforts to enhance them or consider additional approaches. With the exception of the participatory natural resource management methods in Borana and conflict resolution in Mieso/Mullu, the team did not observe any innovative or “new”

approaches to economic development activities. The team’s impression is that the PLI-II partners are coasting on past success rather than challenging themselves and their “client” communities to test and refine innovative economic livelihoods interventions. This is an area in which the lack of information-sharing as to how the different PLI II partners are approaching similar issues may be detrimental to overall performance.

Local “sustainability” will depend on the extent of future droughts or crises and the nature of the intervention. Most of the Natural Resource Management interventions should remain sustainable regardless of the extent of a drought, and assuming that they are able to remain on their current paths, the Community Animal Health Worker (CAHW) and veterinary pharmacies should remain sustainable. Subsidies for the drugs, however, will still be needed during periods of crisis. Income-generating activities and cereal banking should be sustainable, although greater attention is needed to developing the skills of the incipient entrepreneurs. The sustainability of early warning systems will depend to no small degree on the extent to which the Government of Ethiopia (GOE) is willing to support them. With respect to the livestock-related CMs, sustainability will likely depend on the ability of communities and/or government to support them, and this will depend greatly on the extent of the crisis.

### **3.3 HOW IS THE PROJECT’S APPROACH AND METHODOLOGY DESIGNED TO ACHIEVE PROJECT OBJECTIVES?**

PLI II Design Limitations: A fundamental contradiction exists in the PLI II design. The overall goal as stated in the cooperative agreement is to ensure that “pastoralists and ex-pastoralists...demonstrate increased resilience to shocks and secure more sustainable livelihoods.” The two Strategic Objectives (SO) being addressed are:

- SO1 - Protect the lives and livelihoods of pastoralists and ex-pastoralists
- SO2 - Support the lives and livelihoods of pastoralists and ex-pastoralists

Although the funding for PLI II is substantial and the time frame of three years post-start-up gives certain latitude for thoughtful action, realistically, PLI II can only directly affect the lives of a small fraction of the target population. Admittedly, during times of stress and crisis, pursuing economic development goals in pastoralist settings may make little sense. Resources in those circumstances need to focus on “protecting” lives and livelihoods. However, the NGO implementers and the donors for whom they work often approach “relief” work and “development” work from fundamentally different mind sets. “Relief,” when all is said and done, is “giving” assistance and, frequently, fostering dependency on the part of the target population. In contrast, “development” assistance should be about encouraging independence and economic resilience. Of the two approaches, “giving” assistance is much easier. In the case of PLI II, with the general exception of Mercy Corps, the IPs have major roots in relief assistance – the giving side - of the spectrum.

In all of our field visits the evaluation team has observed a pattern of “giving” assistance to a “client” population, while extending less attention to activities such as analysis of alternative interventions or cost-benefit analyses that foster economic independence and resiliency.<sup>7</sup> Nor, from our discussions with community members, with the major exception of support for participatory natural resource management (PNRM), did we get a sense of active community participation in determining what forms of intervention would make the most sense for their own particular circumstances. In its essence the culture and the tendency of NGO implementers can cause them to revert to the “default” mode of

<sup>7</sup> PLI II management staff expressed their belief that this perception may be an artifact of the fact that the evaluation was taking place while field staff were focusing on the CM.

emergency and relief assistance, thereby tending to weaken the pastoralists' economic resiliency rather than foster enhanced livelihoods.

Inevitably, NGO staff often look upon their chosen “client” population as the people whom they are to serve. In a sense this misses the point of economic development. On the field level, staff is naturally under pressure by government officials and community leaders to bring services and resources to specific communities. This is a practical reality that cannot be easily managed. However, if the goal is to test and promote development interventions rather than “give” services and assistance, it is a pressure that must be resisted.<sup>8</sup>

For economic development to occur, the “real impact” must emerge from the implementation and testing of concepts that are innovative in the context of these pastoral communities. Given the totality of USAID commitment going back through the years and the various iterations of pastoral development programming, some very “real” and very important impacts have been achieved. However, in the opinion of the evaluation team, more impact would have resulted if USAID and the NGO partners had called for PLI II skills sets and approaches to focus more aggressively upon potential interventions that test, refine, apply, and retest cost-benefit realities. This ideal requires tough-minded focus, technical skills, and the willingness to utilize the tried and tested tools of economic community development and active community involvement.

### **3.3.1 How effective is the institutional arrangement and working relationship among implementing partners and between implementing partners and outside partners such as Government of Ethiopia (GOE), NGOs and the private sector?**

The evaluation team received no negative feedback as to PLI II from any level of the government institutions consulted. Government offices were particularly complimentary of efforts implemented under the CM mechanism. In two of the Woredas visited (Mieso/Mullu and Gewane) the PLI II partners were virtually the only NGO present. In two other woredas (Yabello and Liben) the PLI II partners had by far the greatest reach and capability of any of the NGOs working in the woreda. PLI II staff were respected by government officials and in return showed respect for government's role in guiding and coordinating NGO activities.

CARE's program to promote PNRM is giving support to the Oromo Pastoralists Association, a local organization. The chairman of that association is satisfied with the support and collaboration with CARE. The team was told of collaboration by PLI-II with FAO-led veterinary campaigns but has not received any direct information. Also in the veterinary arena, IRC's support to establishing a private sector led veterinary drug pharmacy system appears to be successful.

The evaluation team did not encounter other NGOs working in the woredas visited; however, beneficiaries in several focus groups mentioned that they frequently were confused by the number of NGOs working in their woredas and the multiplicity of activities which they were implementing.

### **3.3.2 Are institutional arrangements, especially the innovative use of a “Learning Institution” between partners, effective, and did they accomplish the goals of program learning, quality, documentation and policy development? Why and how?**

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<sup>8</sup> See also statement by Dr. Rajiv Shah and Nancy Lindborg, “From relief to resilience,” Devex Rio+Solutions, June 4, 2012, <http://www.devex.com/en/news/from-relief-to-resilience>.

In general learning opportunities and the sharing of experience has been severely limited within the PLI II partnership. Only now, after nearly three years of operation are the technical working groups convening, too late to materially affect the design of interventions. Best practices or common approaches to what should be well known implementation methodologies seem to be generally lacking. Different partners expressed to the evaluation team that they regretted the lack of opportunities to learn from other partners and share successes that they had experienced in their programming. This failure to follow through on the “learning aspects” of the program is puzzling because in the Cooperative Agreement the consortium was very explicit as to how it proposed to address learning and knowledge sharing:

Technical Working Groups/Technical Advisors: To correlate with the ‘three pillars of pastoralism’, the PLI II consortium will establish five Working Groups to address people, families and institutions; livestock; and the rangelands and HIV/AIDS and Education. The Working Groups will meet quarterly to exchange updates and ideas, including promoting innovation, consolidating an evidence base through documentation of best practices, and taking to scale through dissemination of best practices and lessons learned. For effective response to EW indicators, each working group will draw on and discuss the latest EW information. As appropriate and required, the Working Groups will establish focus groups in order that teams of specialists can focus their energies on specific technical interventions and regional livelihood differences. The consortium also includes the skills and expertise of other resource agencies that have agreed to participate in the Working Groups, share their own operational experience, and serve as mentors, including the Global Livestock Collaborative Research Support Program/PARIMA, Oxfam, FAO, FARM Africa and WISP.

Also in the Cooperative agreement the claim was made that “The PLI II team already has good working relations with Tufts University and together has conducted joint studies and impact assessments.” In this instance, while recognizing that Tufts has been producing a number of relevant studies funded by other donors or projects, PLI II seems to have utilized the research capability of Tufts University’s Feinstein International Center to conduct only two impact assessments and the May 2012 update of the 2009 Milk Matters study for itself.

### **3.3.3 What institutional arrangement did implementing partners make to ensure sustainability of the project’s results/impacts?**

The training and fielding of CAHW, the support to the development of a private sector veterinary pharmacy system, and the series of participatory natural resource management meetings by Oromo elders seem to have strong potential for becoming sustainable and institutionalized. Although not necessarily formalized, the implementation of kalos to protect common drought reserves is expanding. The desire by community groups to engage in livestock trading, cereal marketing, and other income generating activities is strong. Without training in business skills, literacy, and numeracy along with matching start-up grants, those desires will largely be unmet. Many of the existing Income Generating Groups, or particularly the most entrepreneurial of the group’s membership, will continue to expand their business and prosper.

## **3.4 HOW EFFECTIVE IS PLI II’S MANAGEMENT?**

Specific sub-questions in the SOW are: How effective is PLI II’s management structure, consortium relationships and staff composition in terms of (i) Resource planning process? (ii) Communication and coordination (iii) M&E procedures and standards; and (iv) The overall project management environment?

### 3.4.1 General Observations

It is clear that the PLI II Consortium initially had considerable administrative difficulties. Consortium partners feel that those difficulties have been overcome and the flow of information and the coordination of necessary activities are now working well. However, it has taken nearly three years to smooth out the administrative procedures and PLI II has only one year left to its funding. This difficulty in establishing clear and smoothly operating administrative procedures is not unique to the PLI II consortium; a predecessor consortium, ELMT/ELSE, had similar growing pains. One has to ask whether a consortium structure is a more effective approach than, say, awarding IPs with individual cooperative agreements for specific geographic areas, which was the approach that USAID tried for PLI I.

Each of the PLI II partners is experienced in implementing activities similar to those of PLI II in Ethiopia, very often in the same woredas. So, apart from the very non-trivial concerns about easing the management workload on USAID staff, what are the key benefits of funding a consortium as opposed to individual cooperative agreements? One obvious benefit is to establish a consistency of approaches across target areas; another is to promote cross-fertilization. PLI II does plan to get back on course and is taking steps to do so. Taking everything into consideration, USAID needs to determine if the consortium approach the most appropriate modality?

Compounding PLI II's growing pains was the addition of the health components to PLI II on top of the components of PLI I, which was an already complicated program to administer. Although the PLI II partners welcomed the extra resources and responsibilities, the separate reporting requirements to a different office within USAID has added to the administrative burden. In addition, in the field, it is not clear that the merging of livelihoods and health-related programming has worked smoothly in all cases. It might make sense intellectually that because the livelihoods staff and the health staff are often working in the same communities, they should therefore work in tandem: in practice, it might not be that easy to implement this merging of tasks.

Everyone – government, recipients, community leaders, junior NGO staff, and senior NGO staff – agrees that the Crisis Modifier is the most important and most appreciated aspect of PLI II. It certainly makes no sense to forge ahead implementing economic development types of activities when the target community is in crisis. The contractual flexibility for the consortium partners to shift their focus is considered to be USAID's best contribution to the development/emergency relief system, and, it should be said, the use of a consortium structure that covers large portions of the country within a single agreement, rather than a set of separate cooperative agreements, does make it administratively much easier to allocate CM funds to specific areas of crisis rapidly.

Regardless of the difficulties, the PLI II partners feel that the consortium structure is appropriate and delivers important benefits. In particular is the opportunity to learn and share knowledge and experience. Without the consortium structure requiring this sharing of experience, the individual NGO partners would essentially not have any easy mechanisms to understand what is happening in other areas and within other programs. The tendency would be, which is already the tendency, to focus only on their own programs, their own core competencies, and their own methods of doing things. This is particularly true for field staff, who are often members of the target communities and rarely have the opportunity to meet with and share experiences with counterparts from other organizations and other communities.

The evaluation team does not feel that there is any easy solution to this conundrum. Possibly, requiring the consortium management structure to be independent of any one of the consortium partners with actual budgetary control would help, but that is not sure and could bring problems of its own. In any

event, leadership, both within the consortium and within USAID, is certainly an important element. The first few months in the life of a “new” consortium is the most critical period when experienced leadership from the consortium partners and from USAID needs to have sufficient time available to focus on establishing clear administrative procedures.

### **3.4.2 Resource planning process**

According to the information reported to the evaluation team, the PLI II consortium did not begin to function as a unity until about a year and half after the awarding of the cooperative agreement. Because each of the partners was allocated its own budgets and responsibilities as part of the overall cooperative agreement, each partner simply commenced activities independently. It is only during the past few months that the consortium has begun to function as a unity. In the project’s plan there was the intention to establish five Technical Working Groups (TWG). Meetings of these groups were suspended in 2011 due, among other reasons, to most of the partners being engaged in CM activity. In 2012 TWG meetings have recommenced, beginning with the health and natural resource management TWGs. Economic strengthening and livestock TWGs are planned. The other crosscutting issues (gender and “do no harm”) are being conducted as part of the main TWG meetings.

The evaluation team was given some indication of partner dissatisfaction over the speed of being authorized resources to implement CM activities; however, one of the advantages of the consortium structure is that it speeds the ability of USAID to get funds to the locales where they are most needed. In general, it is the team’s impression that resources were adequately and transparently shared among partners. Where there were inadequate resources in terms of program funds and personnel in the field, this was the responsibility of the individual partner. PLI II partners felt that the amounts allocated for the CM were not close to meeting a significant proportion of the need, as evidenced by the number of beneficiaries whom the CM was able to assist .

### **3.4.3 Communication and coordination**

According to recent annual and quarterly reports, there have been regular and timely meetings of the senior management staff. The major breakdown has been in the technical/sectoral area, where the proposed TWG structure has only recently been recommenced. Different partners have expressed frustration at this failure, as most felt that they have lessons to share and information to learn. The TWG are now starting to function. It would be useful if, on a rotating basis, PLI II could adopt a system whereby the technical specialists from each implementer could identify intervention(s) or adjustments that they have found particularly effective and make a presentation at a TWG meeting that counterparts could learn from and share with their own field staff.

### **3.4.4 M&E**

Although the usefulness of the M&E system is hampered by the lack of project baseline information except for MNCH, the M&E system seems generally adequate and appropriate. However, it was not until the last week of work in-country that the team received many key M&E documents and had the opportunity to discuss M&E with the PLI II COP and M&E Specialist. They informed us that their greatest M&E concern was in developing a harmonized M&E system that all partners could utilize. There is a challenge in melding project-specific indicators with the standard indicators that each partner’s organization uses for itself. This last issue is related to the whole coordination problem stated above.

One complicating factor in obtaining the documents is that the Planned vs. Achieved reports, which form the reporting heart of the M&E system, for livelihoods and health-related activities are kept separately from M&E materials for the other components for which PLI II reports because they have different reporting formats and go to different offices than the other PLI II activities. PLI II M&E staff feel

that combining the three sets of reports in a single book of spreadsheets would be excessively cumbersome to use in practice.

As specific observations and recommendations:

1. The PMP was revised in 2010 to reflect changed perspectives during the first year of implementation and, we were told, a participatory process involving all IPs took place. The monitoring sheets for NRM, Livestock, and Livelihoods are included in the PMP workbook and appear to be relevant and readily understandable by project staff in the field.
2. The key consortium working document appears to be the quarterly Planned vs. Achievement table of activities, which contains some 300+ entries. As discussed in 3.2.1, as the project has evolved, some activities have become moot, irrelevant, impossible to conduct, and/or subsumed in subsequent work. We recommend that PLI II make appropriate updates with annotations as to activities which are now obsolete. Associated with this, changes in activities frequently entail changes in training; we believe that it would be highly valuable to ensure that these changes in training be clearly identified along with adjustments in the training plans.
  - Training is currently listed, appropriately, under the strategies with which the training is associated. However, in order to assist in planning, PLI II management might find it useful to link the training items onto a separate, but linked spreadsheet delineating PLI II training as a whole.
  - We recognize that there may be an issue of compatibility with an implementer’s organizational M&E structures, but often the PLI II partners do not use the same language to report on what appear to be highly similar activities, e.g., under Strategy 1.2.3, Improve the availability and access to cereal, IRC and CARE report on “Form cereal bank groups and establish contact with active cereal bank groups,” SC UK reports on “Establish cereal marketing groups” and “Injection of seed capital to cereal bank group,” and SC US reports on “Strengthening existing cereal bank groups including injection of seed capital.”
3. SC-US sent us only the Detailed Implementation Plan (DIP), which feeds into the Planned vs. Achievement table, for its own activities. Spot-checking, we noted that the figures for Targets were typed in and sometimes differed from the figures derived from summing the monthly Plan figures (e.g., Summary sheet Row 23). We do recognize that sometimes there can be reasons for this (e.g., Liben Row 166, where the actual target is marked in red), but feel that intended variations should be noted in the Remarks column. Also, there is a very obvious error with the figures for Strategy 1.3.2.1 (Summary Row 55), particularly in the figure for March.

### **3.4.5 The Overall Project Management Environment**

Although PLI II got off to a slow start, the senior Consortium Partners management staff has expressed satisfaction with the current administrative leadership provided by SC-US PLI II Unit. It is unfortunate that it took more than a year and a half before effective leadership was provided to the consortium. In terms of planned activities, most of the partners have not met their stated implementation goals; however, they are definitely aware of the issues and have been developing strategies to address them. During this last year of funding, it is clear that a major effort is underway to rectify this deficiency.

### 3.5 FINDINGS AND CONCLUSIONS BY THEMATIC AREA – “WHAT WORKS AND WHAT DOESN’T”

#### 3.5.1 Crisis Modifiers (CM)

Overall, PLI II’s Crisis Modifiers play a very valuable role in protecting livelihoods and, as a result, very often save lives. One causal example is highlighted in the case studies, through the conservation of the herd during drought using the feed bank and also de-stocking, milk production continued and provided food for infants), In addition to the comments on the Crisis Modifier under 3.2.3 and 3.4.1 above, the following observations explain the intervening and cross sector themes related to CMs.

1. As implemented, CM activities sometimes diverted personnel from continuing project development activities in one community in order to attend to crises in other communities. This in itself is not necessarily bad as pursuing development activities in the face of a crisis may not make humanitarian sense, and this is a recognized corollary of the Drought Cycle Management approach. However, given that drought is a slow onset circumstance, earlier development of contingency plans by PLI II partners could mitigate this effect.
2. Aside from humanitarian considerations, all of the interventions under the crisis modifier are essentially economic decisions that should be entered into on the basis of economic cost/benefit analyses.
3. Staff from various IPs felt that from time to time there was inadequate coordination of delivery of the CM at the PLI II project level, which resulted in delayed interactions with government agencies and customary institutions. CARE felt also that delayed approvals by local government officials caused additional delays.

#### 3.5.2 Income Generation

Overall, although the PLI II cooperative agreement called for the consortium to draw on CARE’s documented experience from PLI I to help establish viable income-generating groups and also to provide basic literacy as a precursor to helping beneficiaries gain access to other training, this strategy was not implemented systematically, and only beneficiaries in some woredas received any training in this area.. CARE, which takes the lead for income-generating activities, has stated that is taking steps to strengthen and harmonize its support for income-generation.

1. Focus groups members who received training were generally satisfied with the support they received from PLI II implementers. However, the number and amount of training is quite limited, with beneficiaries in only a handful of woredas receiving any or scheduled to receive any.<sup>9</sup> Members of all nine IGA focus groups expressed a desire for training in numeracy, reading and

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<sup>9</sup> As it happens, few of the beneficiaries in the woredas the team visited appear likely to be recipients of any of the business or literacy training. The PLI II semi-annual report for October 2011 – March 2012 reports on refresher training in management for a cereal marketing group in Leben but there is no mention of functional literacy courses for participants in the woredas visited by the team (pages not numbered; page 20 of 52); on page 40 of 52, the report states “In the second quarter PLI II in Yabello conducted three business development trainings” but the 60 participants came from eight groups in Moyale. The parallel Planned v. Achievement report shows only Save UK as having further targeted business training. For Leben, the only Save US woreda the team visited, Save’s FY 2012 DIP shows only business skills training for livestock marketing groups as being planned. See our recommendation under 3.4.4, M&E, above, that PLI II maintain a separate but linked spreadsheet delineating all training to be conducted under the project as this could help make it easier to identify gaps.



writing, with two groups also calling for stronger business skills and two IGA groups asked for specialized training in dryland farming and seeds. Two of the focus groups, in Borana, stated that they were prepared to pay for this training, and at none of the focus groups was there any unwillingness to contribute towards the costs of this training.

We do know that training in literacy and business skills was provided to some IGA groups, but this was a clear need that should be satisfied to promote long-term sustainability not only of IGA efforts but also of other development goals. On return to Addis Ababa, we were told that TOT had been provided for business skills training and we were provided with a copy of CARE’s “Small Business Management Skills” Facilitators Guide developed for Kenya.

2. PLI II uses a limited toolbox of income-generating activities, primarily the cereal marketing groups, trading in livestock, and some mini-stores, even though several of the implementing partners have or should have an institutional memory of a range of income-generating activities that have been used to help communities in Ethiopia.
3. Among the challenges that the IGA groups encountered were delays from local government officials in granting necessary approvals (as the groups in Booba and Kovali said, “Government officials were more interested in fulfilling their objectives than in our economic advancement.”), widespread illiteracy, disease and drought affecting livestock, an inability to “read” the market, confusion on the part of community members due to a number of NGOs attempting interventions involving their communities. (This last point – confusion by community members – was also expressed by participants in the youth and health groups.)
4. There were significant differences between Oromo and Somalis in their expectations of the goals of the income generating groups. In general, members of the Oromo groups want their groups to continue as a cooperative business; members of the Somali groups tend to want to use funds for individual business activities. The one Afar group visited was more interested in collective action.

### 3.5.3 Animal Health

The team’s overall conclusion is that the model that PLI II is using to field CAHWs, in private practice, is working and seems likely to be institutionalized. This is important because there is an ongoing need for CAHWs and based on the CAHWs interviewed, in most woredas – including the ones in which they themselves are practicing – there are not enough CAHWs to meet the public’s needs for services.

- The privatization of veterinary pharmacies is a modality that is still in development but seems promising. There appears to be adequate income for licensed vendors of veterinary pharmaceuticals in private practice, particularly when linked to a network of CAHWs.
- Supervision of CAHWs by government Veterinary Services is generally effective.
- The voucher system used under the CM functioned as intended and has sustained the private practice of CAHWs and veterinary pharmacies.
- The occupation of CAHW is one in which women have been finding acceptance.

### 3.5.4 Natural Resource Management (NRM)

Overall, the effort so far made to promote and institutionalize Participatory Natural Resource Management (PNRM) approach is encouraging because it helps to strengthen the role of leaders of Customary Institutions vis-à-vis government officials who may not be familiar with the circumstances of residents of the lowlands and because the active participation of community members greatly increases

the probability that measures developed as the result of the PNRM approach will be adopted and sustained. However, PLI II may not have sufficient time to complete the Participatory NRM steps, let alone to institutionalize them.

Promoting the development of enclosures has been quite successful, with the following further observations:

- Selective bush-thinning and enclosing land for fodder production provides both economic and ecological benefits.
- 5,822 hectares of new drought reserve areas have been established and/or rehabilitated, and the implementation of the kalo is now being replicated by other PLI II partners.
- Notwithstanding the success of enclosures and the drought reserves, more attention should be paid to the need to prevent or reverse the degradation of rangeland outside enclosures and drought reserves.
- Implementing Partners should identify and harmonize the most appropriate modalities for enclosures development by defining: purpose, size, location, number/unit area, ownership, etc. and set criteria or guidelines for utilization.

We have observations on the following NRM points that have impacts on sustainability of interventions:

- Providing support to Community-Based Organizations such as the Oromia Pastoral Association (OPA) to integrate NRM and other interventions into traditional structure/systems is innovative. However, it is not clear how funding will be sustained after the end of PLI-II.
- There are inconsistencies in the mechanisms used to obtain the participation of community members in performing activities across projects. Sometimes community members receive “cash-for-work” income directly and at other times communities are expected to have community members volunteer their services in return for a community-controlled fund.
- While CARE has been working to clear Prosopis-infested land and Mercy Corps has been piloting drip irrigation, the scale of the interventions is too small to have major impact, and it is questionable that current efforts would be sustainable after the end of PLI II.

### 3.5.5 Early Warning

Overall, early warning has gained prominence by its lack, rather than its presence and service. Ethiopia lacks a widely respected, wisely designed, adequately financed, Early Warning System. It cannot give advance warning of approaching deficiencies, be it meteorological, marketing, or location of necessary support services in the areas of need by the pastoralists. Two inadequately funded early warning efforts were observed by the evaluation team and are described elsewhere in this report. These efforts will soon wither unless allowed to expand to meet their correctly conceived mandates. Otherwise, early warning mechanisms, in essence, do not exist in Ethiopia.<sup>10</sup>

1. The failure to adequately support early warning systems will lead to the inability of government agencies to forecast crises, make appropriate plans, and alert the public and humanitarian assistance groups as to the status and timing of impending crises or to provide prognoses for ongoing crisis.
2. The Government of Ethiopia has a shortage of personnel with adequate training in early warning, regardless of the pressing need for such personnel and their professional services.
3. There is no mechanism for sharing early warning information with pastoralist community.

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<sup>10</sup> NOTE TO REVIEWERS: This may be revised when Dr. Solomon returns from Semera.

### **3.5.6 Family Planning/Reproductive Health/Maternal, Newborn, and Child Health (FP/RH/MNCH)**

Overall, the health strategies present a mixed progress toward targets. Traditional Birth Attendants and Community Health Volunteers exceeded targets for FY 2012, but other FP/RH/MNCH targets are behind. The Evaluation Team was told that this is because work in FP/RH/MNCH has only recently started. However, now that the MNCH activities have begun, they seem to be having an important impact on use of ante-natal care, use of health facilities for birthing, and mitigation of harmful traditional practices.

- The FP/RH efforts in the woredas that the team visited serve large populations and there continues to be strong resistance by men against family planning.
- Greater efforts need to be made to reach “out-of-school” youth, who are not reached by school clubs.
- Men-to-men and women-to-women conversation groups work effectively in promoting MNCH.
- Income-generating activities improve the potential of women to provide better nutrition for their children, thereby preventing or mitigating potential illnesses, and make it more possible for households to fund medical care if needed.

### **3.5.7 HIV/AIDS**

- PLI II partners fail to adequately integrate “best practices” from previous projects such as the multifaceted PC3 program of support for OVC.
- A lack of strategies and effort hampers premarital testing for HIV/AIDS, an issue particularly important for pastoralists who practice re-marriage of widows by brothers or other close relatives.
- Income-generating activities provide PLHIV with economic and psychosocial support and also serve as a stigma-free locus for distribution of condoms.
- IEC/BCC materials such as posters and billboards achieved an acceptable level of understanding. However, this is likely not true for leaflets due to the extent of illiteracy.

## **4. RECOMMENDATIONS**

This section begins with recommendations from a managerial perspective. It continues with recommendations on major components of PLI II. We have generally tried to avoid duplication of recommendations incorporated within the previous section on Findings.

- Although we understand that USAID did make early and continuing efforts to make PLI II management functional under the constraints and benefit of a cooperative agreement, we find that had earlier intensive efforts been made to cope with the consortium management issues, then the Mission could likely have forestalled some of the issues, specifically the lack of direction and coordination within the consortium.
- When designing and implementing interventions, planners and participants should keep in mind that the categories of pastoralist, agro-pastoralist, and ex-pastoralist form a continuum with people moving in and out of in order to cope with seasonal and climatic circumstances or based on personal, or family wishes.
- There needs to be much more sharing of information across partners about effective approaches to common situations, and, further, PLI II implementers should look within their own organizations for

suggestions and tested development approaches. The development of the TWGs and their systematic implementation will be crucial for information sharing.

- Even in a relief situation, where there are many people in need and resources are limited, targeting is important, communities should be engaged in advising on their own priorities, and they should be encouraged to make tangible (even if not necessarily monetary) contributions to support their own relief and resiliency.
- For most types of PLI II-types of interventions, it would be highly desirable to conduct cost-benefit analyses both prior to implementation as part of the planning and M&E systems.

#### **4.1 CRISIS MODIFIER**

- While the CM interventions are inherently relief, it is important for implementers to keep in mind that the key objective is to create resiliency among its target population, and to limit the potential for dependency. To accomplish this, proposed CM initiatives should be subjected to cost/benefit analysis to determine the cost effectiveness and likely sustainability of interventions. Target communities should be involved in the decision making process, and given the opportunity to in augment the scale of the interventions from their own resources.

#### **4.2 EARLY WARNING**

1. Continue, if not enhance, present support for funding of early warning systems to improve the ability of the Government of Ethiopia and its partners to forecast and plan for crises and disseminate that information.
2. PLI II should pilot efforts to share early warning information with the pastoralist community using cost-effective modalities of broadcast and print media.

#### **4.5 NATURAL RESOURCE MANAGEMENT (NRM)**

1. PLI II should develop strategies to inventory and classify rangelands, including enclosures, for better NRM and broader development planning, making use of GIS to document interventions. PLI II should also conduct or commission a socio-ecological assessment to identify the trends and implications of changes in NRM and land use in its target regions.
2. Although the creation of enclosures can be highly beneficial for the land inside, it is important also to keep in mind that preventing or reversing the degradation of rangelands outside the enclosures continues to be important.
3. Issues of equity must be considered in the creation and use of enclosures so that persons with small numbers of livestock have opportunities to benefit equivalent to the amount of labor they contribute.
4. Given the realities of changes in the ecology and how rangeland is now utilized, PLI II should reconsider to what extent the use of controlled burning of rangeland is appropriate for managing invasive species of trees and other vegetation.
5. PLI II partners should support and implement the guidelines for *Prosopis* control issued by the Afar regional state.
6. PLI II should recommend appropriate technology and agronomic packages for Drip Irrigation and irrigated farming of land reclaimed from *Prosopis*.
7. There is a need for continuous research to find more options, including biological options, to control invasion by *Prosopis* and *Acacia drypanalobium*. This should include alternative but sustainable type of land use for reclaimed land.

8. PLI II should encourage the adoption and institutionalization of the PNRM approach. In conjunction with this, it should study the Issa pastoral production system in the Shinille Region as to how to include traditional institutions/structures in a participatory natural resources management process to guide appropriate NRM interventions.
9. PLI II partners should continue to support government initiatives in efforts to rearrange villages in the Borana and Guji zones of Oromia and in the process to form watershed-based development plans.
10. PLI II partners should introduce a package of tools and practices to reduce the labor requirements for fodder production and harvesting.

#### **4.4 INCOME GENERATING GROUPS (IGG)**

1. PLI II should develop and disseminate a toolkit of best practices and approaches as to how to establish and support Income-Generating Groups (IGG), making use of the experiences of each of the PLI II partners. (We understand that work is currently under way to establish this set of guidelines and policies.)
2. PLI II should intensify efforts to organize, train, and support IGG, specifically including woredas that are not currently scheduled to receive such training.
3. PLI II should pilot a training program for “Community Livestock Marketing Agents” that provides training as to how to calculate marketing costs, and introduces trainees to major markets in Ethiopia and to major livestock traders.
4. PLI II should pilot efforts to provide access to micro-credit to IGGs and larger levels of capital for other business efforts in pastoral areas by allowing pastoralists to use livestock as collateral for loans.

#### **4.8 ANIMAL HEALTH**

- Increase opportunities for training and re-training of CAHWs
- Intensify efforts to establish private veterinary pharmacies linked to networks of CAHWs

#### **4.9 HEALTH**

- The allocation of resources to disseminate health-related information should take into account the fact that many people, particularly women, are illiterate.
- Special and added attention needs to be paid to getting accurate health-related information to out-of-school youth.
- In at least two kebeles in Mieso/Mullo and Kibrebeyah, TBAs facilitated by Mercy Corps and IRC seem to be having significant success in providing an integrated array of MNCH services despite a shortage of health workers supported by PLI II. PLI II should investigate the reasons for their success for possible replication.
- While increasing number of women are making use of ante-natal care, their ability to have their babies in a health facility is limited because many facilities are not adequately equipped, overcrowded, and/or by too distant for expecting mothers to access. In addition to upgrading facilities, it could be useful to establish guest houses or tukuls where women with high-risk pregnancies can stay for while waiting for their babies to be born.

## ANNEX A: STATEMENT OF WORK

### SECTION C – DESCRIPTION / SPECIFICATIONS/STATEMENT OF WORK

#### Evaluation of Pastoral Livelihoods Initiative Phase II (PLI II) Activity

C.1 Evaluation Title: Mid-term Performance Evaluation of Pastoral Livelihoods Initiative Phase II (PLI II). Cooperative Agreement: 663-A-00-09-00413-00

#### C.2 PURPOSE OF THE EVALUATION

The overriding purpose of this evaluation is to gain an independent view of the performance of the project in order to help guide PLI II management and other stakeholders with regard to the overall management of the project and at the same time to give the opportunity to learn from what has been undertaken for future similar project design and implementation. Based on the implementation of PLI II, the Mission is also interested in learning more about what works and what does not in terms of pastoral development.

Specifically, the evaluation will:

1. Assess the project's approach and methodology to achieve project objectives;
2. Assess project accomplishments as per set objectives and anticipated results as established in the M&E plan;
3. Assess the project's management structure, consortium relationships and staff composition; and
4. Identify lessons learned and make actionable recommendations for shaping up the PLI II project and future similar project design and implementation.

#### C.3. BACKGROUND

In Ethiopia, pastoralists' areas cover about 60% of the land mass and represent 12 to 15% of the national human population. In the early 20th century, pastoral households maintained large herds and flocks and were almost self-sufficient in livestock products. However, starting some decades back, human populations have increased, social services have been under developed, pastoral lands were lost to farming, droughts intensified and natural resources were degraded. All of this resulted in internal and external conflicts, poor terms of trade, a depletion of the asset base and drastic reduction in per capita livestock holdings. Due to cumulative impacts of these and other related challenges, significant proportion of the pastoralists that lost their asset base started to dropout from the production system and few viable pastoralists become more commercialized. Yet, pastoral areas are resource rich and are home for large proportion of country's livestock population. According to the Ministry of Agriculture report (2010), 22% of country's cattle population (10.36 million), 40.7% of sheep (13.6 million), 60% of goat (18 million) and 100% of the camel (2.5million) found in the pastoral areas of the country. On the formal market, over 95% of Ethiopian meat and livestock exports are predominantly sourced from the pastoral areas and channeled through the fattening feedlots before being exported as live animals or processed meat from abattoirs. Similarly, informal livestock trade is also predominant in the pastoral areas due to proximity to borderlands.

USAID/Ethiopia's PLI Phase II project was thus designed to improve and strengthen the lives and livelihoods of pastoralists and ex-pastoralists. This project is a four-year project that began in May 2009 with the goal of improving livelihoods of targeted pastoralists and ex-pastoralists in the lowlands of

Ethiopia (Somali, Oromiya and Afar National Regional States.) The program is expected to directly benefit about 205,774 pastoralists in 15 districts. The project is implemented by a consortium of NGOs namely Save the Children US (SCUS), CARE, International Rescue Committee (IRC), Mercy Corps and Save the Children UK (SCUK) where SCUS is the prime for the agreement. The life of project budget is \$15.9 Million.

Governmental partners for this project are Regional and district Pastoral Agriculture and Rural Development Bureaus and Offices, the Disaster Prevention and Preparedness, Food Security (DPPFS) Bureau, HIV/AIDS Prevention and Coordination Office (HAPCO), Health Bureaus and Offices and Administrations at regional and district levels. The project also partners with NGOs, Community Based Organizations (CBOs) and customary institutions in the respective operation areas.

PLI II is designed to protect and strengthen livelihoods of the pastoral communities through the following objectives and major activities:

### **SO I Protect the Lives and Livelihoods of Pastoralists and Ex-pastoralists**

The three intermediate results that contribute to the achievement of this strategic objective are:

**IR 1.1: Improved early warning data analysis, reporting and coordination between Government bureaus and multi-agency partners:** The project works to strengthen the capacity of targeted regions' DPPFS Bureaus on early warning data collection, analysis and production of high quality monthly and seasonal Early Warning livelihood updates.

**IR 1.2: Strengthened Protective Livelihoods-Based Responses:** Through establishment and protection of key drought reserves, improve availability and access to cereals during drought through community-led cereal banks and improved maintenance of water points.

**IR 1.3: Supported Policy Initiatives to Protect Pastoral Livelihoods:** The project aims at protecting pastoral livelihoods through developing policy for the early warning system; rolling-out of National Guidelines; and strengthening pastoral areas' social protection policy initiatives.

OFDA and USAID/Ethiopia-BEAT Office also supports livelihood based emergency responses that address risks and/or localized crises that would otherwise hinder or derail the broader development efforts of the PLI II program.

### **SO II Strengthen the lives and livelihoods of pastoralists and ex-pastoralists**

The two expected intermediate results under this strategic objective are:

**IR.2.1: Strengthened economic opportunities for pastoralists and ex-pastoralists: This result is to be achieved through three main implementation strategies.**

*Increasing value and sales of livestock and non-livestock products* through improved livestock health service, market chain analysis and support, livelihoods diversification, improving access to credit facilities, etc.

*Improving natural resources management:* Improving rangeland and water management through community mobilization and support to customary institutions and peace building through a do-no-harm approach. The project is planned to play facilitation role for communities to come together and develop and implement participatory management plan for their natural resources.

*Maximizing project and policy impact through quality assessment, documentation and coordination:* Despite recent set-backs, an increasing number of policymakers in Ethiopia are beginning to recognize the relevance and appropriateness of mobile livestock production systems in an age of global climate change. The project documents lessons and engages with the Ethiopian government to develop appropriate policies and guidelines to influence their practices.

## **IR 2.2: Supported Policy Initiatives to Strengthen Pastoral Lives and Livelihoods**

Activities in support of this intermediate result are: Policy initiatives to recognize customary institutions and land tenure systems; roll-out of Ministry of Agriculture and Rural Development's (MoARD's) national animal health minimum standards and guidelines; and strengthening livestock marketing including export/cross border trade.

### **PEPFAR wraparound and health activities**

The problems of HIV/AIDS and basic health service provision in pastoral areas of Ethiopia are exacerbated by the relatively lack of access to information, lack of service and high transaction costs of delivering services to small, mobile populations in large areas with limited infrastructure. USAID/Ethiopia designed HIV/AIDS and extended health activities under the PLI II project to improve access to health information and service to pastoral communities through community groups, extension systems established under the project and by the government and traditional institutions. The following are the major health activities under the project

- **Prevention of Mother to Child Transmission (PMTCT):** to avert the vertical transmission of HIV among HIV positive pregnant women and their new-borns, in the target areas through increasing availability and utilization of core PMTCT and antiretroviral therapy to enhance safe delivery, breast feeding and family planning practices,
- **HIV/AIDS abstinence (HVAB):** to encourage unmarried individuals to abstain from sexual activity as the best and only certain way to protect themselves from exposure to HIV and other sexually transmitted infections. Abstinence until marriage programs are particularly important for young people, as approximately half of all new infections occur in the 15- to 24-year-old age group. Delaying first sexual encounter can have a significant impact on the health and well-being of adolescents and on the progress of the epidemic in communities.
- **HIV/AIDS Other Prevention (HVOP):** aimed at preventing HIV transmission including purchase and promotion of condoms, STI management and messages to reduce risks of persons engaged in high-risk behaviors. Efforts at prevention have focused primarily on changes in sexual behavior such as the practice of abstinence and the use of condoms. Attempts to reduce intravenous drug use and to discourage the sharing of needles led to a reduction in infection rates in some areas.
- **HIV/AIDS Home Based care (HVHC):** aimed at extending and optimizing quality of life for HIV infected clients and their families throughout the continuum of illness through provision of clinical, psychological, spiritual and social support services. This program focuses on social support. Social support includes vocational training, income generating activities, social and legal protection and training and support of care givers.

### **Maternal, Neo-natal and Child Health (MNCH)**

The main objective of this intervention is to improve the health status of mothers and children in targeted pastoral areas through improved practices of family planning and MNCH; decreased Harmful



Traditional Practices (HTP) at the household and community level; improved availability and quality of family planning and MNCH services; and products and information systems to inform policy and program investment.

### **Crisis Modifier**

Dry lands are vulnerable to droughts and USAID/Ethiopia and Government of Ethiopia’s Ministry of Agriculture overall strategy is that natural events such as droughts and floods are predictable rather than unexpected shocks. Since 2005/06, USAID/Ethiopia Pastoralists Livelihood Initiative has successfully implemented emergency livestock interventions within the long-term pastoralist’s development activities by integrating the ‘emergency’ and ‘development’ activities through an inbuilt and flexible response mechanism called ‘Crisis Modifier’. Since 2009, under PLI II, OFDA programmed approximately \$2.1 million through the ‘crisis modifier’. Key crisis modifier activities being implemented through PLI II include commercial destocking, animal health interventions, slaughter destocking, and water rehabilitation.

## **C.4. STATEMENT OF WORK**

The evaluators are required to assess the progress of the two main strategic objectives (SO I and SO II), PEPFAR wraparound, MNCH activities and the crisis modifier mechanism. Specific questions related to the objectives of the evaluation are indicated below in order of their importance.

1. How effective is the project in achieving set objectives and anticipated results:
  - a. How is the project progressing against planned objectives as embedded in the M&E plan?
  - b. How effective is the project in linking the livelihoods to other sectors such as HIV/AIDS, conflict and health activities?
  - c. How effective is the “crisis modifier” mechanism in protecting development gains from risks and/or localized crises?
  - d. What has not been achieved and why?
  - e. How effective is the project in mainstreaming gender issues and addressing the needs of vulnerable households.
  - f. How sustainable are the project interventions?
2. How is the project’s approach and methodology designed to achieve project objectives?
  - a. How effective is the institutional arrangement and working relationship among implementing partners and between implementing partners and outside partners such Government of Ethiopia (GOE), NGOs and the private sector?
  - b. Are institutional arrangements, especially the innovative use of a “Learning Institution” between partners effective and did they accomplish the goals of program learning, quality, documentation and policy development? Why and how?
  - c. What institutional arrangement did implementing partners make to ensure sustainability of the project’s results/impacts?
3. How effective is PLI II’s management structure, consortium relationships and staff composition in terms of (i) Resource planning process? (ii) Communication and coordination (iii) M&E procedures and standards; and (iv) The overall project management environment?

## C.5. METHODOLOGY

Although the evaluation team is responsible to develop an appropriate methodology that answers evaluation questions, USAID/Ethiopia expects that both quantitative and qualitative methodologies will be employed. The quantitative methodology may be used to collect data from secondary sources and selected beneficiaries. Using appropriate data collection tools, the evaluation team will undertake desk reviews (review of project and other relevant documents) and field visits to selected project operation areas. Key informant interviews at implementing partners', stakeholders' and communities' levels; focus group discussions and one-on-one interviews with selected beneficiaries and personal observation will be among the data collection techniques. The final methodology will be developed by the team based on the identified evaluation questions.

**Team planning meeting (TPM):** The assignment will commence with a two-day Team Planning Meeting (TPM). This meeting will allow the team to meet remotely with the USAID/Ethiopia staff to be briefed on the assignment. It will also allow USAID/Ethiopia to clarify to the team with the purpose, expectations, and agenda of the assignment. In addition, prior to their arrival, the team will clarify roles and responsibilities; review and develop final survey questions; review and finalize the assignment timeline and share with USAID/Ethiopia; develop data collection techniques, instruments, tools and guidelines; review and clarify any logistical and administrative procedures for the assignment; establish a team atmosphere, share individual working styles, and agree on procedures for resolving differences of opinion; develop a preliminary draft outline of the team's report; and assign responsibilities for the final report.

**Document and Literature Review:** Prior to arrival in Ethiopia and through the course of the assignment, the evaluation team will review documents including but not limited to the Task Order Proposal, Annual and Quarterly project reports, GOE strategies, the Ethiopian Growth and Transformation Plan (GTP), PLI I evaluation report, Impact Assessment reports, studies and reports from the partner and from other countries with similar projects/reform efforts.

**Interviews and focused group discussion:** The evaluation team will conduct key informant interview with consortium members and government partners at Addis Ababa level. These include SCUS, CARE, IRC, Mercy Corps and SCUK, Agriculture and Pastoral Areas Development Commission of Oromia, Oromia Health and HAPCO Bureau/Office. Similarly, key informant interview will be organized at regional and district levels with partner bureaus including Pastoral Agriculture and Rural Development, HAPCO, Health, DPPFS and financial/micro-credit institutions.

The evaluation team will conduct focused group discussions in five districts with user groups such as community animal health workers including drug suppliers; irrigation user groups; income generation groups, rangeland management groups, pastoral youths (15-24 years of age) and women of reproductive age (15-45 years of age). In each district there will be a minimum of four FGDs. Among these FGDs, across the five districts, the evaluation team is required to carry out two youth and three women of reproductive age FGDs on issues related to HIV/AIDS and health. The contractor will also carry out household level case studies/success stories in each district on selected interventions.

**Site visit:** In the five districts, the evaluation team will conduct visits to selected project sites such as water facilities, rangeland enclosures and health facilities to observe and document how they are functioning and benefiting the communities.

**Stakeholder meeting:** Participatory review of findings and discussion of recommendations to improve performance of PLI II and future design of pastoral projects.

USAID/Ethiopia will provide a detailed contact list of key informants, focus group participants, and list of facilities to the consultants during the document review period, so that appointments, interviews, and site visits can be set up for the team’s arrival in-country. USAID/Ethiopia will also provide a draft schedule for field visits including duration of stay at various sites to inform the team’s time in-country. All required documents both hard and soft copy, will be offered to the team once the contractor is selected.

#### C.6. TEAM COMPOSITION AND SKILLS

**Team Composition:** A five person evaluation team is recommended and should be comprised of two US (international expatriate) consultants (pastoral and early warning systems specialists) and three local consultants (Natural Resources Management (NRM), Health Specialists and Logistic Coordinator). Both expatriate and local consultants will be identified and hired by the evaluation contractor. A local logistics consultant will coordinate and oversee the evaluation preparations and implementation such as making hotel reservations; scheduling stakeholder meetings, key informant interviews, and focus group discussions; and organizing field visits in consultation with USAID/Ethiopia. The Evaluation Team Leader will be responsible for team coordination, ensuring the timeliness and quality of deliverables. USAID/Ethiopia may propose internal staff members from USAID/Washington or the Missions to accompany the team during site visits or participate in key parts of the evaluation and any USAID staff accompanying the team are expected to provide written inputs to the draft report prior to the evaluation’s team departure from country.

#### Team Qualifications

Note: The minimum qualifications defined in the IQC for technical staff shall be strictly followed in the selection and payment of personnel under this task order.

- **Level I Team Leader with Pastoral Experience** with particular expertise in program/project evaluation, livestock health and marketing with practical experience in preferably east Africa and Ethiopia and who has led at least five similar evaluation/studies.
- **Level II Early Warning Specialist (EWS)** with experience in managing and evaluating early warning and response systems in Pastoral areas of East Africa and Ethiopia.
- **CCN Natural Resource Management (NRM)** specialist with 8-10 years of experience in the management and evaluation of projects working on NRM in pastoral areas of Ethiopia and or other east African countries.
- **CCN Health specialist** with 8-10 years of experience in community-based health and HIV/AIDS programing, management and evaluation in pastoral areas of preferably Ethiopia and other east African countries.
- **CCN Logistics Coordinator** will have experience in managing complex evaluations within the development sector such as coordinating business travel, field visits, and meetings.

An illustrative table for Level of Effort (LOE)—Dates may be modified based on availability of consultants, key stakeholders and time for field work. Offerors are required to propose actual LOE matrix based on their technical approach. TO BE CORRECTED.

<b>Activity</b>	<b>Team Member(s)</b>	<b>LOE</b>	<b>Period of Performance</b>	<b>Justification</b>
Consultants recruitment	Washington	-		
Review of documents and begin drafting evaluation protocol and survey instruments; logistics coordinator prepares for survey	2IE, 2LE	TL-3 EWS-3 2LE-6	March 8-16	
Team planning conference call with USAID, modify protocol and tools according to discussion prior to team arrival, and logistics planning.	2IE	2IE-6 LLC -3	March 19-23	
Travel to Country	2IE	IE2	March 24-25	
In-briefing with USAID, team planning meetings and interviews with key stakeholders in Addis; finalize work plan, protocol, and survey tools; organize logistics for field work	2IE, 2LE, ILLC	TL-5 EWS-5 2LE-10 ILLC-3	March 26 - 30	
Fieldwork including travel days (Yabello and Liben)-4 days for round trip and 7 fieldwork days for each team member	2IE, 2LE, ILLC	TL-11 EWS-11 2LE-22 ILLC-11	March 31 – April 12	
Expatriate Team returns to U.S.			April 13-14	
Expatriate Team returns to Ethiopia			May 5-6	
Travel to Kebrebeayah through air to Jigjiga and field work	2IE, 2LE, ILLC	TL-6 EWS-6 2LE-12 ILLC-6	May 7-12	
Travel to Afar- Gewane and Somali-Mullo (Messo) and field work	2IE, 2LE, ILLC	TL-8 EWS-8 2LE-16 ILLC-8	May 13-22	
Preliminary data analysis and synthesis; preparation of PowerPoint and draft report submitted to USAID/Ethiopia	2IE, 2LE,	2IE-12 2LE-12	May 23-29	
Presentation on preliminary findings to	2IE, 2LE	2IE-2	May 30	

stakeholders		2LE-2		
Debriefing of Mission staff—draft report submitted and International specialists depart	2IE, 2LE	2IE-2 2LE-2	May 31	
Expatriate Travel to U.S.	2IE	1E2	June 1	
Mission sends technical feedback/comments on the draft report to the team leader	-	-	June 1 - 12	
Draft revised by the team leader and the evaluation contractor submits final report to Mission	2IE,2LE	TL-5 EWS- 2 2LE-4	June 29	
Mission approves report		-	June 30	
<b>Total LOE = External Consultants (2)</b>		<b>99</b>		
<b>Total LOE = Local Consultants (2)</b>		<b>86</b>		
<b>Total LOE = Local Logistics Consultant (1)</b>		<b>31</b>		
<b>Total LOE</b>		<b>216</b>		

Travel over weekends may be required during site visits.

#### C.7. LOGISTICS

The evaluation contractor will be responsible for all international travel and consultant logistics.

USAID/Ethiopia will be responsible for liaising with the local logistics consultant to arrange local travel and meetings in collaboration with SCUS.

#### C.8 DELIVERABLES AND PRODUCTS

Based on the above stated purpose, objectives, and key tasks, the evaluation team will submit the following deliverables:

- a) **Evaluation framework:** Including revised evaluation questions, detailed approach/methodology, survey protocol, data collection tools, and plans for analysis and dissemination of findings. The Team Leader will submit the evaluation framework to USAID/Ethiopia before the in-country TPM. USAID/Ethiopia will then review the proposed work plan/methodology and data collection tools and submit comments to the Team Leader prior to arrival in Ethiopia. The contractor will revise the work plan/methodology and data collection tools and send the final version to USAID/Ethiopia and to the contractor. The evaluation framework must be finalized and approved prior to the initiation of the interviews and site visits.
- b) **Interim Briefings including status reports:** The Team Leader will provide weekly status report on evaluation plan implementation to USAID/Ethiopia.

- c) **PowerPoint Presentation** (in MS PowerPoint) used during the stakeholder meeting and debriefing to USAID/Ethiopia staff on the preliminary findings and recommendations that address set of objectives and associated questions.
- d) **Draft report** in English no longer than thirty pages, excluding cover sheets and appendix. The report shall follow the general format indicated below:
  - (i) Coversheet indicating type of evaluation
  - (ii) Table of Contents
  - (iii) Acknowledgments
  - (iv) Acronyms
  - (v) Executive summary
  - (vi) Introduction
  - (vii) Background
  - (viii) Scope and Methodology
  - (ix) Body of the Report
  - (x) Summary of findings
  - (xi) Lessons learned
  - (xii) Recommendations
  - (xiii) References
  - (xiv) Appendix (includes, but not limited to, SOW, data collection instruments, Sources identified/people contacted or interviewed)

The findings and recommendations should address the set of project objectives and evaluation questions. All findings and recommendations should be linked to data gathered and referenced in the evaluation report. The Team Leader will submit the first draft report to USAID/Ethiopia at the end of the evaluation team’s visit. The Mission will provide consolidated, written comments to the evaluation team within 10 working days of receiving the draft report.

- e) **Raw Data:** The evaluation team will provide electronic files of all raw data to USAID/Ethiopia for future use and submission to a data warehouse.
- f) **Final report:** Will address the Mission’s comments. The Team Leader will submit the final unformatted report to USAID/Ethiopia within 10 working days after the team receives consolidated comments on the draft report from USAID/Ethiopia. The contractor will provide the edited and formatted final document approximately 30 days after USAID/Ethiopia provides final approval of the content. Procurement sensitive information will be removed from the final report and incorporated into an internal USAID Memo. The remaining report will then be released as a public document on the USAID Development Experience Clearinghouse (DEC) (<http://dec.usaid.gov>) and the evaluation contractor’s web site.
- g) **Case studies:** Number and content (e.g., specific interventions) to be mutually determined.

#### C.9. RELATIONSHIPS AND RESPONSIBILITIES

The contractor will coordinate and manage the evaluation team and will undertake the following specific responsibilities throughout the assignment:

- Make logistical arrangements for the consultants, including travel and transportation, country travel clearance, lodging, and communications.

- The USAID/Ethiopia BEAT office/Pastoral Unit will provide overall technical leadership and direction for the evaluation team throughout the assignment and will undertake the following specific roles and responsibilities:

#### **Before In-Country Work**

- **Respond to any queries about the SOW** and/or the assignment at large.
- **Consultant Conflict of Interest.** To avoid conflicts of interest or the appearance of a COI, review previous employers listed on the CV's for proposed consultants and provide additional information regarding potential COI with the project contractors or NGOs evaluated/assessed and information regarding their affiliates.
- **Documents.** Identify and prioritize background materials for the consultants and provide them, preferably in electronic form.
- **Site Visit Preparation.** Provide a list of site visit locations, key contacts, and suggested length of visit for use in planning in-country travel and accurate estimation of country travel line items costs.
- **Lodgings and Travel.** Provide guidance on recommended secure hotels and methods of in-country travel (i.e., car rental companies and other means of transportation) and identify a person to assist with logistics (i.e., visa letters of invitation etc.).

#### **During In-Country Work**

- **Mission Point of Contact.** Throughout the in-country work, ensure constant availability of the Point of Contact person and provide technical leadership and direction for the team's work.
- **Meeting Space.** Provide guidance on the team's selection of a meeting space for interviews and/or focus group discussions (i.e. USAID space if available, or other known office/hotel meeting space).
- **Meeting Arrangements.** While the Logistics Coordinator typically will arrange meetings, support Logistics Coordinator in coordinating meetings with stakeholders.
- **Other Meetings.** If appropriate, assist in identifying and helping to set up meetings with local professionals relevant to the assignment.
- **Facilitate Contact with Implementing Partners.** Introduce the evaluation team to implementing partners and other stakeholders, and where applicable and appropriate prepare and send out an introduction letter for team's arrival and/or anticipated meetings.

#### **After In-Country Work**

- **Timely Reviews.** Provide timely review of draft/final reports and approval of the deliverables.

#### C.10. MISSION CONTACT PERSONS

Dubale Admasu (Primary)  
Pastoralists and livestock programs coordinator  
dadmasu@usaid.gov

Mohamed Abdinoor  
Pastoral and Livestock programs Advisor  
Mabdinoor@usaid.gov

Awoke Tilahun,  
Mission M&E Specialist  
atilahun@usaid.gov

## C.II. REFERENCES

Project Documents will be sent to contractor immediately after task order award and will include:

- Agreement Program Description
- Annual Reports and most recent Quarterly Reports
- PLI I evaluation report
- Impact Assessment Reports
- M&E Plan and achievement toward targets
- GOE relevant documents and reports



## ANNEX B: KEY INFORMANTS INTERVIEWED AND FOCUS GROUPS

### Key Informants Interviewed

*Individuals from Dr. Solomon's trip to Semerra, Afar not yet included.*

#### USAID and U.S. Forest Service

Abdinoor, Mohamed. Team Leader-Livestock/Pastoralist Programs, Economic Growth and Transformation Office. 251 11 130 6002. Mbl 251 91 150 0413. [mabdinnor@usaid.gov](mailto:mabdinnor@usaid.gov)  
Admasu, Dubale. Coordinator-Pastoral Program, BEAT. 251 11 130 6579, mbl. 251 911 1773, [DAdmasu@usaid.gov](mailto:DAdmasu@usaid.gov)  
Graham, John. Sr. Policy & Strategic Analysis Advisor. 251 11 130 6763. Mbl. 251 91 120 3705 [johngraham@usaid.gov](mailto:johngraham@usaid.gov)  
Tilahun, Awoke, M&E Specialist, ATilahun@usaid.gov  
Ward, Sherry. Project Development Officer. 251 11 130 6746. Mbl. 251 91 120 2866,  
Ko, Jason. Africa Program Specialist, International Programs. US Forest Service, 1099 14th St. NW, Washington DC. 202 203 0450. Mbl. 202 273 4730. [jmko@fs.fed.us](mailto:jmko@fs.fed.us)

#### Ethiopian Government Officials

Shitaye, Edemealem, Deputy Director, Agricultural Extension Directorate, Ministry of Agriculture. 251913165021  
Tewodros, Assefa. Project Coordinator. Pastoral Community Development Project. 251 115 50 45 49. Mbl. 251 911 50 96 22. [asseftew@yahoo.com](mailto:asseftew@yahoo.com)  
Dinka, Alemayehu Sambi. Manager – NGOs Affairs Core Work Process Department, Bureau of Finance and Economic Development. Oromia, Finfine  
W/ro Emebet Kabede, Acting National Technical Manager, FEWS

#### Borana Zone

Aiema, Lemma. Trade and Market Development Office. Livestock and Market Expert. 251 911 75 84 37  
Bizuneh Gudisa Yabello Woreda Health Office 0913470782  
Buttee, Waariyoo. Borana Zone Finance and Economic Office. Office Head.  
Datmu, Tulu. Woreda W/che/of. 251 913 34 32 76  
Dera, Roba. District Land and Environment Protection Office, Head of land use Dept. 251 911 03 04 59  
Getamesay Ejigu, Borena Zone Health Office 0911709938  
Gudiisa, Bizunel. Yabello District Health Office. 251 913 47 07 82  
Guyo, Gayo. Borana Zone DPPO. 251 911 39 43 78  
Guyo, Nura. Borana Zone Finance and Economic Office. Vice Head. 251 926 66 01 50.  
Hailu, Shimeles. PSNP head, Yabello. 251 911 80 83 23  
Halake, Llario. Borana Zone Finance and Economic Office. NGO Affairs Coordinator 251 911 71 96 83  
Itana, Endrias. Borana Zone Cooperative Promotion Office. 251 910 21 92 03 [endriasitana@gmail.com](mailto:endriasitana@gmail.com)  
Menyesha. Bula. PBDO. 251 911 55 88 03. [bulamy@gmail.com](mailto:bulamy@gmail.com)  
Tadesse, Gezahegn. District DPPO. 251 910 92 65 89  
Tiru Dermo, Yabello Woreda Women, Children and Youth Affairs Office

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##### *Yabello*

Galgalo Guyo – pastoralist  
Kusie Liben - pastoralist  
Jaba Nura – pastoralist  
Shoba Boru – elder  
Mollu Kampe – elder

##### *Liban*

Malicha Guyo – Community Leader and pastoralist  
Galgelo Malicha – CAHW  
Hussein Yusif - CAHW for Koobadie  
Three Koobadie teachers

##### *Kebri Beyeh*

Fatuma Abdi Arab – CAHW  
Aden Mohammed Farah – CAHW  
Nur Abdi – Veterinary Pharmacist and CAHW  
Ibrahim Farah – pastoralist

##### *Mullu*

Mussa Roble – Community leader health advocate  
Momina Abdi Sei – women’s health advocate  
Harwa Aden – women’s health advocate and traditional birth attendant.

Mohamed Libah – CAHW  
 Awale Aden – CAHW  
 Mekia Oumer, Health Advocate  
 Aden Mualim, midwife

Gewane  
 Asiya Mohammed – women’s health advocate.  
 Dahan Duba - agropastoralist  
 Hassan Nuhe – agropastoralist  
 Mohammed Guro – agropastoralist

## Focus Groups

<b>1. Libaan Woreda</b>		
<b>Focus Group Discussions</b>		<b>Total 8</b>
<ol style="list-style-type: none"> <li>1. Income Generating – Aloe Soap Manufacturing, Kovali Village (10 members)                      Momuno Adan is the chair of the group</li> <li>2. Crisis Modifier Supplementary Feeding of Livestock at Fuldawa Village</li> <li>3. Traditional Leaders and Participatory Natural Resource Management</li> <li>4. Cereal Banking at Dambi Tutfe</li> <li>5. Koobadie. Ipsa Livestock Marketing Cooperative</li> <li>6. Koobadie Fodder Cooperative</li> <li>7. Oda Yabi Drought Reserve enclosure/fire group</li> </ol>		
HEALTH		
<ol style="list-style-type: none"> <li>1. Youths at Koba Adi Village</li> </ol>		
<b>2. Yabello</b>		
<b>Focus Group Discussions</b>		<b>Total 5</b>
<ol style="list-style-type: none"> <li>1. Focus Group: NRM at Dembelaseden Community Enclosure in Yabello</li> <li>2. Dembeleseden IGA</li> </ol>		
HEALTH		
<ol style="list-style-type: none"> <li>1. Focus Group Discussion PLHIV Association Income Generation Group (Dado Association) Yabello</li> <li>2. Focus Group Discussion, PLHIV, site visit (1 health post) and</li> <li>3. Focus Group Discussion (FGD) – Mothers’ groups 8 participants, HEWs, CHVs, TBAs and paralegals)</li> </ol>		
<b>3. Kebri Beyeh</b>		
<b>Focus Group Discussions</b>		<b>Total 5</b>
<ol style="list-style-type: none"> <li>1. Focus Group: Gilo Supplementary Feeding,</li> <li>2. FGD with fodder production in Garbile, Kebri Beyahe (IRC)</li> <li>3. FGD with Fatuma Abdi Arab (Gilo Kebele) and Aden Mohammed Farah (Gilo kebele)</li> <li>4. Nur Abdi (CAHW, and Ibrahim Farah (recipient of voucher)</li> </ol>		
HIV YOUTH CLUB		
<ol style="list-style-type: none"> <li>1. Gilo Health Club</li> </ol>		

<b>4. Gewane</b>	
<p><b>Focus Group Discussions</b></p> <ol style="list-style-type: none"> <li>1. CDC Gelila-dura, (Aden Seid is the chairman)</li> <li>2. CDC Yigile</li> <li>3. Dahwu Women’s Income Generating Group: chaired by Zaineb Wari</li> </ol> <p>HEALTH</p> <ol style="list-style-type: none"> <li>1. FGD with mother-to-mother discussion group</li> <li>2. FGD Community Conversation</li> <li>3. FGD from the Mateka PLHIV Group</li> </ol>	<b>Total 6</b>
<b>5. Miesso/ Mullu</b>	
<p><b>Focus Group Discussions</b></p> <ol style="list-style-type: none"> <li>1. Musteqbal Livestock Marketing Group.</li> <li>1. Hawlwedag Women Micro and Small business Cooperative (Merian Mawi, chairlady, and Arab Isie, secretary)</li> <li>2. Two Women’s Self-Help, Savings, and Credit – Mullu. Mumina Said, chair, and Halwoo Mohamed, chair:</li> <li>3. Mencha Women’s Income Generating or Hadan Cooperative. (Marriam Ali, Chair)</li> </ol> <p>HEALTH &amp; HIV</p> <ol style="list-style-type: none"> <li>1. “Ifteen” community-based HIV/AIDS association committee members (Gedamaytu)</li> <li>2. FGD with community conversation group in Gedamaytu</li> </ol>	<b>Total 6</b>

## ANNEX C: DETAILED DISCUSSION OF SELECTED PLI II COMPONENTS

PLI II incorporates scores of activities, and it was not possible for the PLI II evaluation team to review each of them. This annex presents discussion of activities about which team members gained first-hand knowledge, augmented by statements from various reports. Not infrequently, the content and structure of an activity can fall into more than one strategy; we have tried to minimize duplication of narration.

### Livelihoods Component

#### **SOI: Protect the lives and livelihoods of pastoralists and ex-pastoralists**

#### **IRI.1. Strengthened Early Warning**

##### **Strategy I.1.1: Improve early warning data analysis**

###### *Early Warning Definition*

With appropriate forewarning of threats of environmental changes that will impact negatively upon essential food and water supplies, governments, civil authorities, regions, villages and individuals could marshal coping strategies for the negative changes approaching. This theory finds expression in myriad mechanisms that vary broadly across cultures, peoples and technologies. Some wax and wane in usefulness, but to acquire long-term validity they must generate accurate and broadly applicable forewarning's. In addition, the early warning product establishes its utility and measurements best when directly linked to ease in distribution to end-users, its freedom in data collection, and its continual re-validation through feedback.

The varieties of EW mechanisms include so-called “traditional” tools, from star-reading and feather-displays, animal gut formations, plant coloring, animal noises and migrations, root arrays, and bird flights, or songs, dances, art, and memories. A few of the traditional measures generate useful information, most do not, while those that do so often becoming parts of local lore and history. More recent, so-called “scientific” EW tools have emerged since the late 1800's, if not in distant history, and many of those tools have proven their value over past half-century. In more recent decades, the sciences within the EW tool-box have evolved dramatically in both variety and validity. Communities around the globe have benefitted spectacularly from clever, validated, continuously tested and updated tools in early warning. Approaching environmental changes, when sensed in advance through reliable early warning systems, have meant the difference between disastrous financial and human loss, or limited environmental disruptions and modest slow-downs in economic activity.

Considering the historical records building and centered upon Ethiopia's experiences with large and small “droughts,” the potential value in adequate means of Early Warning approaches monumental levels in need and opportunity. Federal and Regional levels of the GOE give lip service to this value and need, but fail in the acquisition and execution of Early Warning tools available to them. Information and other documents on Early Warning may get to government offices at different levels. But the data seldom, if ever, reach the end users - pastoralists and ex-pastoralists - who would and could use the data within – IF they had access and tools to find, open, read, understand, and apply the early warning data now available, even though in its infant stages.

The recent cuts in support for Early Warning Systems was thoroughly dismaying and distressing, and we were glad to learn that at least some USAID support will be restored. We understand, however, that

associated with this restoration of partial USAID support will be accompanied by an expectation that GOE will increase its own level of support, and this might not happen.

A few jewels in EW performance and service stand out vividly. Examples include the miniscule staff at FEWS – Addis Ababa and SC-UK’s efforts centered at its Jijiga operations office.

### **Strategy I.1.1: Improve early warning data analysis**

Historically, the PLI I and II Early Warning function has focused upon the identification of data from any source that would yield the earliest possible warning of approaching severe distortions in food supplies and water, anywhere within the reach of PLI policies. During the earlier phases of PLI I, great strides had been made in bringing into decision-making some of the benefits of scientific weather and environmental forecasting. Regular reports flowed into government at all levels, fulfilling the intention for its re-distribution to one set of end-users. At that point, the picture turns fuzzy.

One can debate endlessly the utility and desire for greater EW data by particular end-users or some other set. The bottom line, however, rests upon systems set up to generate, receive, process and re-distribute the information. Minor trip-points pop up here and there such as language, age and profession of users, etc. But the focus should be the overall system to use this valuable stream of environmental information to the benefit of pastoralists, farmers, local and federal-level planning, and general distribution to the entire citizenry. One can never predict the use and importance of environmental information since an informed citizenry will always find a self-benefitting application for the data. That unforeseen benefit soon enters the wider marketplace in new streams of economic improvement, many of which cannot be predicted at the beginning. The “key” to EW data creation lies in its validity and distribution.

The more obvious shortcomings in the usability of EW data collection at this point in the Ethiopian settings include:

- Data collected so far is largely limited to rainfall;
- Distribution of that raw data bogs down at collection points, then further lessened in value by internal delays and lack of trained interpretation after its transmission into GOE levels;
- Rainfall data, such as it is, endures innate/rapid aging and lack of interpretation prompts before it finds its way to all end-users;
- Lack of valuable feedback from end-users at all levels, in and out of government;
- No means available for semi-weekly updates of fast moving environmental conditions to planning offices and pastoralists.

Conversations held with EW data sources left the team with the impression that these early professionals urgently wanted advanced training and tools of collection. Too frequently EW workers expressed dismay at apparent evaporation of their data and feedback. Additional discussions with current and would-be EW data users indicated a general disappointment with the extent of EW data, its lack of variety in data sources, and the loss of data once it entered GOE portals.

A few print-media EW data sources exist, such as the Food Security Updates issued regularly by the Somali Regional State Disaster Prevention and Preparedness Bureau (DPPB). The evaluation team did not get a useful reading on the extent of its distribution. The information therein appeared accurate and possibly timely, but reported in a narrative/summary fashion, concentrating on rainfall, some pattern forecasts, and a selection of ground water recharge rates thought useful. Peculiarly, the document also reported the results of a Therapeutic Feeding Program (TFP) giving the number of “severely



malnourished children” (2016), closing with the observation that the TFP, reporting from 82+% of its reporting sources, had “cured” 85.8% of the malnutrition cases, stabilized 7.7%, and had a death rate of 0.2%. The six-page Update included a short paragraph reporting staple food prices – declining slightly due to “...food aid...”. Then closed with a summary of prices for 50kg bags of “Relief Food” in six areas; one at 170 birr had now declined to 100 birr in March, while in Jijiga and Shinile, a 50kg bag which sold for 350 birr in March 2012 had now increased to 400 birr within a month due to “...crop failures, delay in food distribution, reduced supply, and high demand”.

### *Key Informants*

W/ro Emebet Kabede, Acting National Technical Manager, FEWS

FEWS functions under the many constraints imposed by both the Ethiopian Federal Government, largely concerned with matters that may be perceived as compromising “security,” and USAID, largely financial support. FEWS had now lost all of its field staff collecting environmental data that constitute the FEWS Reports; now it relies largely upon raw data collected via field workers within the World Food Programme. Distribution of FEWS data depends virtually exclusively on electronic means. The general feedback from Report recipients indicates an enthusiastic and positive feedback. W/zo Emebet acknowledged that she did not have a clear understanding of how far towards the intended end-users, pastoralists, ex-pastoralists, farmers, food markets, and capacity planners at all levels, the flow of EW data penetrated.

Delivery of FEWS-type data has to be timely, rapid, and frequent, ideally short and concise, and data-rich in all the field aspects that impact its clientele. The FEWS data gatherers at SC-UK have generated and continue to create a rich trove of data and attempts to deliver it. So far they have not found the most efficient and effective strategy. We recommend a trial of a twice-weekly “Morning Farm Report” variation of information distribution found routinely in highly organized agricultural – pastoral settings; it is our understanding that PLI II is not doing this because something analogous is being done by a different project.

## **IRI.2. Strengthened Protective Livelihoods-based Responses**

### **Strategy I.2.1: Strengthen livestock-based response**

#### **Crisis Modifier**

The crisis modifier mechanism was implemented in each of the Woredas visited by the evaluation team, but at different times and utilizing different aspects. In general, from the point of view of the beneficiaries interviewed, the interventions were very well received and appreciated. What the team was not able to determine was the costs as measured against the proposed and actual benefits.

According to the Drought Cycle Management principles that guide the utilization of the crisis modifier mechanisms, the timing of the intervention determines which of the intervention is to be implemented. Commercial de-stocking comes early in the drought cycle in order to salvage whatever market value the livestock have before they become too emaciated to be sold. The concept of commercial de-stocking is often linked to cereal banking/marketing because the family can use the income from the livestock sales to purchase cereal grains, which can in turn feed the household for many months.

Supplementary feeding of core livestock is a measure to preserve a nucleus of the family livestock through the worst of the drought period. Slaughter de-stocking is a last effort to salvage whatever

minimal value the animals have before they perish. In this last scenario of the crisis modifier, the owner of the livestock is paid a small amount for the animal. He is sometimes also paid to assist in the slaughter of the animal, and receives a portion of the salvaged meat.

The CM interventions are primarily determined by timing, but they should also be subject to economic analysis. Market prices for livestock, costs associated with accessing the market, costs of livestock feed, costs of water, costs of moving livestock to alternative pastures, cost of cereals and other food staples, and costs of replacing lost livestock should all have a bearing when faced with the decision of what to do when faced by drought conditions. The team was presented with no evidence that any of these calculations were made in anything but an ad hoc manner before intervening with one or more of the CM mechanisms.

The CM was used by Mercy Corps (MC) in their work in Miesso/Mullu to further their broader development goals of promoting peace between the various ethnic clans. Other than that instance, the other crisis modifier interventions were primarily targeted to assisting some of the most severely drought affected households as defined by the community elders. This selection process has the obvious potential of being somewhat arbitrary and subject to potential abuse.

What we did not see evidence of is a dialogue with the affected/recipient community as to what *they* would prefer to do as a priority intervention or whether they were willing to contribute financially or otherwise to the effort. However, we did note from reports that in some instances, such as improving access to water, communities did provide “sweat equity.” In other words, the crisis modifier, except for the case of MC, was implemented as a “gift” to the recipients. This is unfortunate because it could have been an occasion to advance economic development goals, primarily reinforcing the community and the individuals within that community to take actions to preserve and protect their livelihoods in a timely manner.

The evaluation team was also not presented with evidence that cost/ benefit analyses was carried following the crisis modifier interventions. Such analyses could assist the learning process for both the NGO staff and the recipient communities.

It is clear that the livestock/livelihood savings mechanisms of the crisis modifier work even though the cost/benefit analyses have yet to be attempted. This has already been shown to be the case in the evaluation of previous pastoral areas development projects. The germane questions are:

- What should be the guiding policy for future pastoral areas development projects?
- Are these always to be in the “tool kit” for response to drought by outside organizations to be implemented in a hit or miss manner?

In the opinion of the evaluation team, it would be preferable if the pastoral/agro-pastoral communities mainstream these interventions on their own as their individual responses to drought emergencies. In this regard, the NGO implementers should look upon CM situations as opportunities to promote “development” goals and resiliency rather than “emergency relief” goals and dependence.

### **Strategy I.2.2: Establish and protect key drought reserves, fodder production, Prosopis land reclamation**

Natural resource/rangeland is the foundation of livelihood for herders, agro pastoralists, and even for “ex-pastoralists” in arid and semi-arid areas. It is one of the major pillars as identified in the PLI II

cooperative agreement that contributes towards the protection and strengthening of the lives and livelihoods of pastoral people.

Key PLI II NRM activities include:

- Establishment, rehabilitation of drought reserve areas or enclosures
- Bush thinning, prescribed use of fire and reseeded to improve productivity of enclosed land
- Hay making to store fodder for future use
- Reclamation of land infested with *Prosopis* and use it for crop production
- Nursery establishment and fodder production
- Drip Irrigation
- Water development which focused on rehabilitation
- Strengthening of Customary Institution to play their rightful role to manage the natural resources

Establishment and rehabilitation of drought reserves/enclosures were the major NRM activities dominantly implemented in Borana and Guji zones of Oromia by SC-US and CARE. This has now been expanded elsewhere in Somali region by SC-US in Dolo Ado and Dolo Bay and MC in Mullu. IRC's NRM in Somali region has been more concentrated on supporting fodder production in small enclosed area and nursery establishment. Reportedly it also provided several community training and awareness raising in rangeland management. This was done in partnership with SoRPARI. In Gewane CARE has been engaged in *Prosopis* land reclamation for crop production. Drip irrigation for vegetable production has been implemented by MC in Mullu wereda.

With regard to drought reserves, the plan according to the Cooperative Agreement was to identify, map, and establish and protect two pilot key 'wet patches'/strategic drought reserves in Oromia and Somali regions and develop a comprehensive grazing plan on the management and utilization of the reserves. This was supposed to be done in collaboration with regional agencies and with assistance from a rangeland scientist. This was meant to produce fodder in large amount locally to reduce the need/dependence for purchased supplementary feed often transported from outside the rangeland area during times of drought which is being used to reduce livestock mortality. However, the two so called pilot key/strategic drought reserve areas presumably very large in size were not established as such. Nevertheless, SC-US and other consortium members in particular CARE rehabilitated and established thousands of hectares of several community enclosures in their respective operation areas distributed across the rangeland which served the purpose of increasing production and availability of fodder reserve during drought times to deal with shortage of forage. It is reported that thousands of ha of drought reserve areas which were established by PLI I and other previous USAID projects were rehabilitated and strengthened. It was the intentions in PLI II to build on the experience and development gains of PLI I. Thousands of hectares of new drought reserves/enclosures were also established. Fencing, selective bush thinning, planting of fodder trees, soil and water conservation measures, and reseeded where appropriate were carried out in both rehabilitated and newly established reserves. Prescribed fire and haymaking practices were implemented inside some of the drought reserves/enclosures.

The bush thinning helped to open up the herbaceous layer and improved pasture production. The question of sustainability of this NGO supported thinning activity remains questionable. Most trees in East Africa such as *Acacia drepanolobium* have the ability to regenerate after cutting. If bushes are recurring every other year or season and communities are looking for NGO or PSNP support to thin or clear them out then its sustainability would be uncertain. That is the trend we observed from the NRM FGD and KI. Of course bush thinning using human labor is laborious and often ineffective. There is a need for more research on effective community led bush management practices so that bushes won't

recur. However, the responsibility to monitor and control bush encroachment should be that of the community, the users and the owners of the rangeland not the NGOs or PSNP. Cutting, debarking and splitting seems to be a more effective mechanism to manage some of the bush species. It may not work for all kinds of species. More research and monitoring is needed.

The prescribed fire which was implemented in a very small limited area also improved grass production. Prescribed fire as a range management tool to increase pasture production is a valuable technique which was once part of the Borana savanna pastoral rangeland management system. Borana used fire to control ticks and to enhance growth of new lush fresh grass. However, given increasing settlements, human and livestock population which put growing demand for forage to put aside to build the fuel load for a prescribed burn, the unpredictability of rainy seasons, and the expansion of well established invasive bush/woodlands in a large section of the rangeland, full scale burning is less likely to be possible. There is need to conduct community participatory assessment to find out if full scale burning will work in Borana and Guji before more resources are invested to promote prescribed burns. Key informants and elders interviewed in Liban and Yabello did not think large scale prescribed burn is possible in the current Borana rangelands.

Hay-making helped to store feed for drought times. We observed that the herders could benefit from other forms of hay making tools such as scythe, pitch fork, and hay rack for better transport by donkey carts.

Although it is unclear as to who has been benefited by how much it was clear the enclosures which were annexed from the common pasture were beneficial in various ways and for various groups or wealth class of pastoralists (see Napier and Desta 2012). In some areas in particular SC-US intervention areas attempt have been made to address partially the issue of equity in which case harvested hay is being shared equally among beneficiaries regardless of livestock owned. Each member gets an equal share of hay. Even members with disabilities who “can’t work” receive their allotment of grass, although they do not participate in labor. Members who do not have enough animals to utilize their share can sell to other members. However, in some cases it is not allowed to sell the fodder outside of the community. It is advisable to introduce such distribution mechanisms in other areas where enclosures are proliferating, in particular CARE area. The same principle of equity should be applied on the use of standing hay where animals are let into the enclosure for direct grazing. The inequity issue in terms of access and control of drought reserves/enclosures could result in contentious situation, competition and conflict and breaking down of the social fabric which is based on equality and cooperation. Pasturelands which are productive are often sources of conflict among different groups and different but non complementary land use systems. Enclosures are evolving to play that role of productive resources that attract competitions and risks of conflict (Napier and Desta) unless the equity issue is dealt properly.

According to the NRM FGD and KIs, the drought reserves/enclosures obviously rescued 10s of thousands of animals owned by thousands of pastoralist from the last drought which hit the area and enhanced survival of those more vulnerable herd classes. It further protected the nucleus herd, implying contribution to natural herd growth and household milk production. According to a focus group discussion conducted with community, trends of results have been observed. These trends of results will serve as basis to further explore the actual impact/change the intervention brought in the lives of community and household (see case study 1).

It was also visible from the enclosures visited by the evaluation team that pasture production within enclosures/reserved areas was much higher than that outside the enclosure and the same holds true with status of soil nutrient (See NRM case study 1), vegetation cover. Bare lands and bush encroached areas are widely visible outside the enclosures or drought reserves.

The vast rangeland outside the enclosures which is being used communally and supports all categories and species of animals seems to be ignored of development for the last three decades. It is high time to consider the development of the rangeland in its entirety to have a meaningful and lasting impact. The NGOs seem taken away with enclosure development without giving due attention to the vast grazing land or the common pasture that supports millions of livestock. The piecemeal approach of NRM does not work at all. It requires a comprehensive approach that takes the variability of the whole rangeland and its specific development needs in to consideration (see case study 1). Otherwise the investment in enclosures alone is doing a disservice to the health of the natural resource by benefiting some areas of land, and some people, at the expense of others. The potential impact of the continuing expansion of enclosures on the fragmentation of the rangelands, the restriction of mobility and the optimal management of variable, patchy water and vegetation resources needs to be thoroughly assessed in the context of the management of the whole rangeland (see Napier and Desta).

PNRM which is being introduced and promoted by SC-US that gives the CI the leadership role in managing the NR is a good beginning that worth adaptation by others working in similar environment. Its focus on landscape level management approach could be one way to address the development need of the vast open rangeland. PNRM involves CI and government which is key to ensure enforceability of decisions made through the PNRM process. Government should be on board for enforcement.

Fodder production in enclosed land using both rain and irrigation was a recent experience promoted by NGOs to support livestock and enhance livelihoods in pastoral areas. The evaluation team conducted FGD with fodder production unit in Garbile PA IRC site Kebri Beyah. The pilot is being implemented in a 1 ha land carved out of the individual plots of the FPU members. They began the fodder program last year but lost it due to the drought. This year they moved the fodder site closer to IRC sunk borehole to have better and regular access to water for irrigation. They planted elephant grass which is doing very well. They received assistance from IRC in terms of material and equipment and seeds. SoRPARI (Somali Regional Pastoral and Agricultural Research Institute) funded by IRC-trained FPU members in production, management and utilization of fodder. They are expecting their first harvest soon. Once they harvest the fodder they plan to share it among members equally.

The group has little experience in irrigated fodder production. However their background experience in maize and sorghum production and conservation of sorghum and maize stalks for animal feed would help them to catch up with the skill quickly. They need more training in new technologies to produce and utilize the different types of fodder. The production and utilization of fodder should be prioritized based on cost benefit analysis. They can even produce for markets

CARE Gewane through the PLI II project worked with the Kebele Development Associations (KDA) and Community Development Committees (CDC) in Gelela-dura and Yigile kebles, which are CARE PLI II operation sites, and established 7 groups with membership size of 180 households in which 47 were female headed households, to reclaim lost land to Prosopis and to convert it to farmlands. Since 2010, the groups through the leadership of the CDC and KDA cleared 300 ha of Prosopis invaded land in the two kebeles by cutting under the trunk (15-20 cm below the ground), pulling out the root and covered it with crops and vegetables. The trees were converted into fuel wood for household consumption and charcoal for sales. Individual group members were clearing land for individual use. Hence size of land ownership could vary among group members. The strong and committed individuals cleared as large as 2.5 ha and planted it. According to Aden Seid, the Gelela-dura CDC chair man, it takes 3 to 4 month for one person to clear and prepare a hectare of land for cultivation. Oumer Beri deputy chair man of Yigile CDC agreed with Aden and he further noted that reclaiming the lost land is a huge task and requires hard work. They both mentioned that what they have achieved so far in clearing and planting 300 ha

would not have been possible without the material and technical support from CARE and its partner the pastoral and agricultural office.

Reclaiming the lost land and getting rid of *Prosopis* (though it does not go away) is a huge benefit, said Aden and Oumer. Techniques the community learnt to control *Prosopis* invasion through cutting and pulling out the root, (though tiresome) and the knowledge shared and used on how to manage or control *Prosopis* through utilization or through changing the land use and the training in agronomic practices seem to be taking root among the beneficiaries and the larger community in the two kebeles. The benefit obtained from cultivation to improve the household food security was substantial.

They all worried about the drying up of the Awash River in their area. They requested support for alternative source of water for both household consumption and irrigation. Without the Awash River or alternative water sources what is already invested by CARE and the beneficiaries in reclamation and crop cultivation will be just a complete loss of what has been gained so far.

There is a need for careful and continuous monitoring of the reclaimed land to avoid reinvasion. As *Prosopis* is too aggressive and invasive it requires regular clearing of the seedlings and intensive use of the reclaimed land by goats when it is fallowed to suppress the growth of the seedlings. Reclaimed land could be lost if not properly managed.

There must be an agronomic package to deliver to the beneficiaries to gain the maximum production and economic benefits from the reclaimed land.

There is also a need to do economic analysis on the cost benefit of alternative use of *Prosopis* and alternative use of land reclaimed.

### **Strategy 1.2.3: Improve the availability and access to cereal during droughts**

#### **Activity: Support to cereal bank groups**

Support to cereal bank groups is another area of interventions that confuse “relief” goals with “development” goals. Below under SO2, Strategy 2.1.3: Improved sales and value of non-livestock products and services are a set of activities that purport to foster “development” goals with cereal marketing groups. The distinction between the two types of groups (banking versus marketing) and whether they exist to pursue different purposes in their activities are not clear to the evaluation team. We suspect that differentiating between purposes is also not clear to the recipient community groups. Do they exist to supply commodities to their communities at cheaper prices than would be incurred in the “market” or do they exist to build the capacity of the group (and the individual members) to earn income through commercial activities?

In the opinion of the evaluation team, these banking/marketing groups can meet both of these goals if the implementing NGO carefully designs the intervention to meet these dual roles. However, we have observed little evidence that this has been the case. In the International Rescue Committee’s (IRC) M&E plan, we find that one of the Long Term Results Indicators for measuring success in cereal banking is “fairer cereal prices for communities and co-operatives.”

This indicator pre-supposes that the “market” prices for cereals are not fair - neither in the costs for purchasing cereals nor in the prices received upon selling cereals. None of the indicators for this activity in the IRC M&E plan measures the strength of the marketing group as a business entity. If cereal banking/marketing is to be a sustainable self-generating activity in these target communities, they must

function on sound economic/business principles. Presumably, if there is sufficient, transparent, and bona fide market competition, “fair” prices for cereals will result.

This deficiency observed by the evaluation team probably stems from the contradiction of the design and the pre-disposition of the PLI II implementers to approach activities from a “relief” mindset that has been adequately discussed in previous sections. What is not clear to the team is why so little emphasis has been put on “income generating” as a key activity. Organizing “new” income-generating groups is not one of the listed “activities” to be implemented, although refresher training for already existing groups is, and from listening to participants in focus groups and from reports, it is apparent that providing members of cereal banking groups and other income-generating groups with relevant skills appears to be *ad hoc*, even across woredas served by the same IP, and unsystematic.

In the above sections we make the argument that for sustainable economic development to occur in the pastoral areas two things must happen:

1. The available natural resources must be preserved and sustainably utilized
2. Economic activities should flourish, creating a multiplier effect that benefits all members of the pastoral community.

It is in this second category that cereal banking/marketing fits and as an entry point for fostering economic growth and resiliency it is an ideal activity. We note that in the Cooperative Agreement, the consortium made this statement:

Under PLI II, consortium partners will support pastoral and ex-pastoral women to establish saving and credit groups, train women in basic business skills (using a training model developed by partners under ELMT/ELSE) and, if possible, link them to emerging micro-finance institutions or other market providers of capital. Two functions are critical to the execution of this methodology: the continuous formation and strengthening of new groups; and deepening the services provided to existing groups. The consortium will build on CARE’s documented experience and best practices under PLI I to establish viable women’s saving and credit groups, and their ability to set up viable group and individual Income Generating Activities (IGAs). Further, the team will support the women’s groups to access basic literacy classes in order that they are better able to keep records and gain access to other business skills training provided by other stakeholders including government.

So the team remains puzzled that these activities were not more central in the implementation of the PLI II and that there appears to be little commonality of approach in organizing, training, funding, and goal setting for these Income Generating Groups, not only across IPs but even by the same IP across woredas being served. This deficiency is primarily in the “rigor” of the approach than in a failure to organize and work with income generating groups.

## **SO2: Strengthen the lives and livelihoods of pastoralists and ex-pastoralist**

### **IR2.1: Strengthened Economic Opportunities for Pastoralists and Ex-pastoralists**

#### **Strategy2.1.1: Improved rangeland and water resources management**

Activity: Training agro-pastoralists in fodder production

Activity: Rangeland enclosure workshop

## **Strategy 2.1.2: Improved sales and values of livestock products and services**

### **Activity: Assessment on performance of CAHWs**

The team is complimentary as to the PLI II implementation activities in the animal health delivery sector. Best practices and a commonality of approach was adopted in order to train “new” CAHWs; provide refresher training to existing CAHWs; organize private veterinary pharmacies; link CAHWs to those pharmacies; link the CAHW/pharmacy network to government animal health systems; and utilize “vouchers” in order to not undermine gains in the process of “privatization” of the animal health delivery system.

It was in 1994 that the first CAHWs were trained in Ethiopia. Although initially controversial among trained veterinarians, the need and utility of CAHWs in the pastoral settings has been proven countless times. The government of Ethiopia now recognizes CAHWs as part of the animal health delivery team and there is an approved training curriculum.

The model that has been adopted and implemented by PLI II includes:

- The newly trained CAHW is expected to be a private entrepreneur, earning his/her income through the delivery of services to their community.
- The CAHW is linked to a private veterinary pharmacy who in turn earns the bulk of their income by selling to a number of CAHWs.
- The viability of the private enterprise model of CAHWs and Veterinary Pharmacies is respected by outside organizations by utilizing a “voucher system” to deliver emergency animal health services to targeted populations.
- The CAHWs and Veterinary Pharmacists function as an integral part of Ethiopia’s animal health surveillance system, reporting disease outbreaks back to the veterinary authorities.
- The entire system is clinically supervised by the responsible local veterinary authority.

The evaluation team notes that more CAHWs need to be trained. In most areas current CAHWs acknowledge that there is a need for twice the number currently trained and working. Attrition is an issue as it is in any profession. Therefore, there is a need to institutionalize the training process in order to meet the demand for the future.

Besides training new CAHWs, it is important that the existing CAHWs have access to continuing education. Refresher course modules have been developed, but a systematic process of continuing education for CAHWs needs to be instituted. Higher levels of CAHW training also need to be offered as service demands evolve, livestock feeding and dairy operations will require trained health practitioners to maintain the health of their livestock.

As with CAHWs, the establishment of a functional network of veterinary pharmacies was a slow process to develop. Initially veterinary pharmacists were in competition with government and NGO deliveries of free drugs. In addition there were few wholesalers of veterinary pharmaceuticals, making the procurement of drugs for resale difficult. This is all changing, and in the coming years, and for a relatively small investment, the network of veterinary pharmacies can be spread across the pastoral areas of Ethiopia.

Finally the public sector veterinary services require the resources necessary to properly supervise the network of private veterinary practitioners, veterinary pharmacies, and CAHWs.



## ANNEX D: FIELD VISIT SUMMARIES

### **YABELLO WOREDA, OROMIA, CARE, APRIL 1-4, 2012**

*Meeting at Zonal Pastoral Development Office, Yabello, April 2, 2012*

Participants at the meeting were from the Pastoral Development Office, Land use and Environmental Protection Office, Cooperative, Disaster Risk Reduction and Food Security, Trade and Marketing, Women Affairs, and Zonal Administration. Representatives of the Zonal Government praised CARE's work during the 2010/11 drought in providing logistic support and implementing livelihood responses through destocking and supplementary feeding. Another key activity appreciated by the participants is CARE's contribution in Natural Resource Management (NRM), particularly in establishing community enclosures. CARE also participated in the resettlement of villages from within the common range areas to designated settlement areas on the periphery of the common grazing land.

*Meeting at Finance and Economy Office, Yabello, April 2, 2012*

The Zonal Finance and Economy Planning Office has a mandate to monitor the physical and financial performances of projects implemented by NGOs and government. The office sees that PLI II project is a well-designed project to address the needs of herders. In terms of CARE PLI II, the project has been perceived as good, but not to the desired level or needs of the Zone. Performance was slightly below the plan, but this was attributed to the disruption of the development activity due to the 2010/11 drought which caused a major diversion of human and financial resources to deal with the emergency situation. Wario Bute, Head of the Office, Wario Halake NGO Focal Person, and Nura Guyo Deputy Head, applauded the role CARE played in saving lives and livelihoods during the 2010/11 drought. CARE has been an active member of the Zonal Emergency Task Force, the body that is responsible for coordinating and directing efforts to deal with the impacts of the drought in the Zone. CARE participated in providing logistic support and in sharing experiences with the task force and in implementing livelihood-based responses through the crisis modifier. Communication between CARE and the office was ranked high and it was maintained through periodic performance reporting and meetings.

### **Livelihoods Component**

*Strategy 1.2.2: Establish and protect key drought reserves*

Key Informant Discussion on Resettlement of Villages. Yabello, April 2, 2012

G. Guyo, K. Liben and J. Nura are herders from Yabello woreda who were moved from Olla (village) Doyo Shune and Olla Selessa Sora and settled in Dembelaseden. This was part of the Gada and the government plan to remove controversial villages established in the middle of the common grazing areas.

The new settlement pattern provides all herders equal access to grazing resources. The new villages were put on the periphery of the open grazing land which is supposed to be grazed by the main herd. Enclosures for village(s) exclusive use were built close to the homesteads. NGOs including CARE and SOS Sahel participated in providing logistics to facilitate community gatherings to discuss on the rearrangement of villages. The NGOs' support mainly went to the government experts and officials. The Gada leaders and the community used community contributions to participate in the gatherings.

## Focus Group: NRM at Dembelaseden Community Enclosure in Yabello, April 2, 2012

The Focus Group Discussion members for the NRM at Dembelaseden, which is one of the kebeles assisted by CARE PLI II, was formed from traditional grazing land managers, water managers, beneficiaries from all wealth classes and women. Participants were active and interactive in the discussion. The discussion was held inside the CARE-supported enclosure (*kallo*).

There are 10 enclosures in Dembelaseden kebele. The largest village has 80 households, the smallest has 20 households, and each one of these enclosures is owned jointly by two or more villages who have harnessed their labor and other resource for thinning and fencing. According to the FGD participants, all the enclosures in Dembelaseden were initiated and established by the community themselves and almost all have received some level of assistance from NGOs or the government through Productive Safety Net Program (PSNP) to do thinning and strengthening the fencing. In most cases assistance from NGOs was limited to logistic support.

The enclosure supported by CARE at Dembelaseden is owned by and serves five villages. It was a land infested with *Acacia drepanolobium*. The community, with support from CARE, thinned out the *Acacia drypanalobium* and other unpalatable species such as the *Commiphora sp.* through cutting to a knee height, followed by debarking and splitting as suggested by CARE experts to reduce the probability of re-growth. The enclosure was fenced with thorn bush.

The enclosure is managed by a committee of elders who are also responsible for managing the grazing resources outside the enclosure. The users have bylaws that govern usage, labor mobilization for fencing and thinning. A fine of 300 birr/cattle is levied on trespassers.

Rules for utilization of the enclosure include cut and carry to feed young calves and milking cows and hay making for a small scale fattening and to save for future use, direct feeding by calves, milking cows and weak livestock. Participants indicated that the enclosures were useful and to a certain extent effective to make more fodder available to calves and milking cows during the drought and dry periods. They also helped to improve the vegetation cover on the bare land. The women participants claimed that the enclosures saved them more time to do other things than traveling, sometimes a day long distance to collect hay for the calves and milking cows.

CARE provided technical support, tools, and 30,000 birr as a Community Development Fund (CDF) to finance the village's priority needs, which was identified to be the construction of a water cistern. Although excavation of the cistern has begun, rise in cost of materials and their limited resources threaten completion.

**Activity: Identify Natural Resource management units and institution (dheeda) Strengthening CI institution to define unit managers.**

Discussion with Gada leaders on Dheeda level NRM

Key Informant: Nura Dida, Chairperson, Oromia Pastoralist Association, April 6, 2012

Nura Dida is the chairman of the Oromia Pastoral Association (OPA), a community-based organization (CBO) which operates in 33 pastoral Woredas across six zones in the Oromia regional state. OPA was established in 2005/6 by elders represented from pastoral areas in Oromia region. The CBO works on

policy advocacy and empowerment of pastoralists, conflict management and peace building within the region, cross regional and cross border across the Ethiopia-Kenya border.

OPA received \$10,000 funding support from PLI II CARE to facilitate community dialogues to mobilize and link customary institutions around CARE development and emergency interventions to ensure success and sustainability. Two community gatherings that involved 125 pastoral elders, men and women were conducted in Yabello and Teltele Woredas and discussed on how to link CARE interventions such as bush thinning and enclosure establishment, livestock marketing and livestock health interventions, women income generating, and water point activities to Customary Institutions. The gathering came up with several recommendations that require follow up for effective implementation.

On January 2011 OPA facilitated CARE and SCUS organized awareness meeting in Borana Zone with pastoralists to enhance livestock off take and to share information on the impact of the 2011 drought. The meeting came up with several recommendations to accelerate livestock destocking, initiate supplementary feeding of livestock, vouchers for veterinary care and water provision. Some of the recommendations were implemented during the 2011 drought.

Nura stressed the importance of livestock marketing to improve the livelihood of herders, and he asserted that herders are now more willing to sell than ever. The need for money to pay for their children's education and a growing interest in diversifying their livelihood to other income and asset options that would complement livestock keeping have become the biggest push factors to sell livestock. Nura said that projects such as PLI II are useful but need to work more closely with the existing traditional and government structure to ensure continuity and effectiveness.

## **IR2.1: Strengthened Economic Opportunities for Pastoralists and Ex-pastoralists**

Income Generation Focus Group. Denbeta Seden, Village 2, April, 2012

Approximately 30 women took part in this interview. The group had been functioning as an economic income generating cooperative for about 28 months. The first successful effort was in "cereal banking" of their own production in cereals, with that venture recouping costs and an uncertain return on investment, but generated confidence in leadership. Currently, they have 10-15 quintals of cereals in storage after having traded a total of about 35 quintals. The request will be forwarded soon to CARE, if not already, for assistance in establishing a "better" storage facility.

The group expressed sharp concern for literacy as their primary desire, followed by training in calculation skills. They intend to move into livestock trading. The women's group now has 8 cattle. They generally profit 1,000 birr per cow and generally keep the cow for 6 months using stored grass to feed the cows before selling. CARE gave awareness on how to feed cattle and how to do well construction. They have accumulated an investment fund of about 90,000 Birr.

This women's group and the (mostly) men working on the *kallo* enclosure and bush clearing project discussed above are working together to construct a cistern that will hold ~ 16,000 gallons of water. The women plan to sell water and to improve the engineering with the addition of rainwater catchment devices as soon as possible. The current stage of 80% completion is debt-free with first catchment of water planned at earliest rains.

## **PEPFAR Wrap-around**

Focus Group Discussion, PLHIV, site visit (1 health post) and KII with CARE staff, Zonal officer of health, woreda health office and woreda Women, Children and Youth Affairs and HEWs (2)

KAP assessment has been done but was not deep enough to identify the communities' need. OVC programming design did not take the lessons learnt from previous projects like PC3 [Positive Change 3: Children, Communities and Care], where OVCs are supported through community-based mechanisms, and PLI II also did not make use of customary institutions like the 'Gada' system. (PC3 support includes scholastic materials to school children, blankets and linen.) The partnership with the WoHO, local NGOs and CBOs is weak, and it is difficult to ensure sustainability. Some staff are not familiar with the cooperative agreement and do not know what are the expectations.

Information Education Communication/Behavior Change Communication (IEC/BCC) materials, e.g., billboards, posters and leaflets, have been developed with specific messages in the local language and context. Community Action Cycling (CAC), a tool which enables the community to build partnerships with the program from planning to evaluation, has not been utilized. The peer educators are all females, while the PMTCT promoters are all males.

People are being tested for HIV including couples before marriage as a result of the awareness raising campaign. Mobile testing services are also available but the number of people tested does not correspond to the number of CHVs in place. This might be due to the ineffectiveness of the BCC models. Moreover, the program did not include the transitional populations in urban and peri-urban centers.

The condom distribution outlets are not well designed, and are restricted to health facilities and CHVs, and did not give free access to the community without feeling ashamed.

## **MNCH**

Focus Group Discussion (FGD) – Mothers' groups, site observation (1 health post) and KII

There were eight participants in the Mothers group. The Health Extension Workers (HEWs), Community Health Volunteers (CHVs), Traditional Birth Attendants (TBAs), and paralegals, all have been trained by CARE and are engaged in various MNCH activities including prevention of harmful traditional practices (HTP) and family planning (FP). The CHVs report to the HEWs twice a month. The use of referral coupon for sending mothers for ANC, PMTCT or FP services is widely used in CARE operational areas. Having each community facilitator being responsible to 30 volunteers is one of the drawbacks in the implementation of the health component. They are supposed to provide all the necessary mentorship, but this has been practically impossible considering the remoteness and size of a Kebele.

As a result of the IEC/BCC efforts, the knowledge has generally increased but has not been translated into practice to the required level. HTPs such as early/child marriage, with combined efforts from the community and school, is being reduced. Other practices like wife inheritance and multiple sexual partnerships have not decreased significantly. Use of FP is also threatened by various societal norms.

### **Focus Group Discussion PLHIV Association Income Generation Group (Dado Association) Yabello Town, April 2, 2012**

The Dado association was established with the help of CARE under the HIWOT program which phased out six years ago. The association has 42 members, of whom 27 are women. The association started the business of selling logs with the 50,000 birr seed money received from the PLI II project but the financial support was not coupled with training which keeps them engaged in specific income generation activity. They have 170,000 birr in capital. They plan to provide loans for individual members to initiate their own business with 5% interest. They want to expand their business and build a store of their own use and an office with it.

### **IR 2: Improved availability and quality of FP and MNCH health services, products and information**

#### **Clean and safe delivery training**

The HEWs have been trained on clean and safe delivery, but this has not been given to the TBAs.

### **LIBAN WOREDA, OROMIA, SAVE THE CHILDREN U.S., APRIL 5-8, 2012**

Meeting at Zonal Pastoral Development Office (PDO) in Negele

The participants of the meeting were officials from PDO, Cooperative, Disaster Risk Reduction and Food Security. The participants were well informed about the Save the Children US (SC-US) emergency activities and SC-US is considered to be a key development partner for the Zonal governmental development offices. It was also noted that SC-US experiences in enclosure and hay making received recognition as best practice by Oromia regional government and there are plans to scale it up in Saba Boru, a pastoral woreda in the zone and other pastoral areas in the region. The zonal officials reiterated the fact that the partnership between SC-US and zonal offices is weak and requires effort to make it stronger and effective. There are experts of different fields in the zone which are under-utilized due to lack of material and financial resources. SC-US can make best use of this expertise to help communities.

### **Livelihoods Component**

#### **SOI: Protect the lives and livelihoods of pastoralists and ex-pastoralists**

Focus Group Discussion Income Generating – Aloe Soap Manufacturing, Kovalu Village 06-04-2012

Following basic training of formation strategies and how to make aloe soap ten women formed the group in January 2012 with each contributing 1500 Birr. Local soap is often substandard, expensive and caustic. These ladies have designated a hut in which they experiment and perfect the process of soap making. Following the recommendations from SC-US, all ten members can perform any portion of sequences required. Momuno Adan is the chair of the group. They are now registered as an official group with the micro-trade office.

The quality of product utilizes locally harvested wild aloe and is a better quality than the competition. The same women participate in fodder production enclosure efforts of the larger community and are dedicating some fraction of that revenue into the soap production. The group is waiting for GOE certification as to the soap's safety for retail purposes. There are about 10 kilos of soap blocks ready for retail. The remainder of about 20 kilos of training quality product is suitable only for laundry purposes.

Their plan is to retail locally at about 8 Birr per 350 gram block. The competitive product of 250 gram, wrapped bars sells for about 12 Birr. They will need continuing support for another three months, particularly with the marketing component.

As soon as the soap is approved by GOE authorities, which they hope will happen within the month, they will make a new production run of 20-50 kilos of soap. The women have extended themselves and stand to lose unless they receive continuing training in business and marketing issues.

The ladies plan to ask SC-US for literacy, marketing, mathematic and credit-loan training.

NOTE: Save the Children US plans to link them with micro-trade office training on financial management to help build their business skills. They will also provide training to help ensure quality of the soap.

### **IRI.1. Strengthened Early Warning**

Key Informant: Interview with a traditional practitioner of early warning.

Fuldaha Community Early Warning, April 5, 2012

This man is the leading traditional practitioner of EW for about 4-5 communities, and the techniques he uses were learned as an apprentice of two years to a senior. He takes his role very seriously with regular star readings and interpreting goat intestines. He went into some detail, has a distinct ability to identify liver flukes, homunculus, and what may be *fasciolosis*. When combined with the readings of intestinal arteries, veins, and folds, the results were viewed with endorsement by pastoralists.

The translator strongly suggested that she detected the tendency to avoid disclosing certain key EW indicators to us and she suspected that the informant's key concern was that by disclosing everything, the information might be used not in the pastoralists' best interests. The PLI II consortium appears not to offer any EW alternative to that of the traditional practitioners.

Key Informant: Early Warning Kovali Village, April 6

Following analysis of the aloe soap enterprise, team members interviewed the village's traditional EW advisor. He expressed hesitation about revealing his methodology, limiting it to their acknowledgement of the crucial role star positions play in predicting EW needs. The women in the soap group commented during an aside that they were in great need of EW but do not find value in the predictions of the traditional advisor and that neither GOE nor PLI II's NGO sources offered trustworthy EW assistance, either.

In one form or another, the opinion of this village largely reflects the most common judgments of the villages interviewed.

### **IRI.2. Strengthened Protective Livelihoods-based Responses**

Strategy I.2.1: Strengthen livestock-based response

Crises Modifier

*Activity: Supplementary feeding*

Focus Group: Crisis Modifier Supplementary Feeding of Livestock at Fuldawa Village, April 5, 2012

The village of Fuldawa participated in supplementary feeding of cattle from February to May 2011. Fifty households were selected by the communities (total of 666 households) as having lost so many livestock that they could not afford to lose even one. Two cows were selected from each of the 50 households and brought to a central feeding spot where each cow received 2 kg of feed per day for a total of 240 kg of supplementary feeds.

Participants were very supportive of the supplementary feeding program and told us how, in some cases, the cow's milk production increased and how important this was for the nutrition of their children. Commercial de-stocking of at risk livestock was not offered to this group. SC-US staff explained that they targeted communities that had organized livestock marketing groups for the commercial de-stocking program.

When asked to rank the relative importance of supplementary feeding, commercial de-stocking, and slaughter de-stocking, the community ranked them in that order. There was some discussion that a number of households that were not selected for the supplementary feeding lost their livestock and are now poorer than those whose cattle received feed.

The issue of poverty and who has fewer livestock than others is rather nebulous. One older man whom we interviewed for a case study has very few surviving livestock but has two wives and a number of children. One of the older sons is a CAHW. There are obviously resources within that family that cannot be measured by how many heads of livestock that someone physically owns.

Key Informant: Malicha Guyo. Recipient of supplementary feeding of Livestock, Fuldawa Village April 5, 2012

The 75-year-old man, Malicha Guyo, is the head of one of the 50 households who benefited from the supplementary feeding intervention. The respected elder has 15 children from two wives and like most residents in Fuldawa, Malicha keeps livestock and has a small farm. In addition, one of his wives has a small shop in the kebele along the Yabello- Arero main gravel road which provides them some support to feed the family. Malicha had eight cows and a few goats, but by the time the supplementary feeding program started, he had only two cows and five goats left alive. The drought claimed four of his cows and to salvage some money to buy food for the family he sold two others which were on the verge of dying. The other two cows were pregnant and gave birth during the worst of the drought period. Malicha had to cull the calves immediately to save the mothers, but the cows were not giving any milk.

“Fortunately,” Malicha said, “I was chosen by my community to take my two cows to the SC-US feeding station.” Supplementary feeding saved his two remaining cows. After they were fed concentrate and fodder for a week, they began to give milk.

All seven of Malicha's school-age children go to school. The last children, born from his second wife, are one-year-old twins. It is the two cows, Malicha said, that kept the twin babies alive through the drought. As the cows continued feeding on the hay and concentrate, their milk yield improved from 1 liter/day to 3.5 liters, which eventually allowed for all the family members to have some milk with their cup of tea.

Thanks to the Supplemental Feeding intervention, my cows and my kids, in particular the twins, survived the drought. The cows are now pregnant. I am expecting two calves in September, right at the onset of

the short rain [i.e., the Hagaya rain], which is a perfect time to have calves.” Though not yielding as much, the cows are still milked at a rate which is adequate to support the twins.

### **Activity: Livestock treatment and vaccination**

Key Informant: Galgelo Malicha, Community Animal Health Worker (CAHW). Fuldawa, April 5, 2012

In this same village of Fuldawa 136 households were offered veterinary health support for their livestock. Each of these households was given a voucher valued at about 40 birr (approximately \$2.30) to be used for the treatment of their choice. The villages have four CAHWs who performed the treatments which seemed to include tablets for internal parasites, *ivormectin* infection for external parasites (but also for internal parasites since *ivormectin* targets round worms too) and a prophylaxis injection of 20% oxi-tetracycline. This last injection was on the recommendation of the government veterinary office (Non-therapeutic use of oxi-tetracycline tends to create resistant bacteria).

The CAHW at the meeting was content with the voucher system and indicates that he is continually busy. He prefers to be resupplied with drugs by the government since he feels that these drugs are of better quality and less expensive. However, the government drugs are not always available. The nearest private supplier of veterinary pharmaceuticals is in Yabello (70 km). He also participates in the annual vaccination campaigns implemented by the government. His main complaint is that he does not have a place suitable to store drugs that require to be kept cool. His initial training was received from an NGO different than SC-US

### **Strategy I.2.2: Establish and protect key drought reserves**

Key Observation: Kerra Gutu. April 5, 2012 - Soils analysis of fodder and pasture enclosure.

During team observation of hay production enclosure, I analyzed soils and found the nutrients approximately 3-5 times greater within the contoured water revetments circling the fodder enclosure. I also took samples from eight random sites for more exacting analysis later to determine specific ionic aggregations.

*Activity: Selective bush thinning*

*Activity: Prescribed fire*

Focus Group Discussion, Oda Yabi Drought Reserve April 7, 2012

The herding community in Oda Yabi PA put up an enclosure with an intention of preserving a section of the rangeland for use in drought or feed shortage times and to increase pasture production. The total area of the enclosed land was claimed as 600 ha. (Note: The lot did not seem that large.) It was first established during the previous livelihood project PLI I and communities kept on expanding the enclosure even during the ELMT/ELSE project. Recently, they enclosed an additional 200 ha from the common pasture making the total enclosed land 600 ha. Selective bush thinning was carried out in the 600 ha and prescribed fire was applied on 65 ha. The bush thinning helped to open up the herbaceous layer and improved pasture production. The prescribed fire also improved grass production. The bush thinning was done by the community with technical and logistic support from SC-US. The prescribed fire was applied by the United States Forest Service (USFS) and SC-US. Two burns were carried out. The first burn was applied in February 2011 just before the onset of the main rain season and the second burn was done early this year. The burn sites were selected by the USFS in consultation with the community and the land rested for one year so that there would be fuel to carry the fire. The land will



remain closed for additional one year before being used by livestock. In total the site will be kept off grazing for two years. The enclosure is managed by a committee of elders. There are 300 households who are using the enclosure through direct feeding, cut and carry and hay making. Six PAs surrounding the enclosure are also allowed to use it during times of severe drought. Member households share hay from the enclosure equitably. Those households who want to sell their share can do so but only to members of the same community.

FGD participants believe that the use of prescribed fire as a range management tool to increase pasture production is a valuable technique which was once was part of the Borana pastoral rangeland management system. However, given that settlements, human and livestock population are increasing with the result that the herbaceous layer is too low to fuel a prescribed burn, the unpredictability of rainy seasons, and the expansion of invasive brush in a large section of the rangeland, full-scale burning is less likely to be possible.

NOTE: SC-US needs to conduct community participatory assessment to find out if full-scale burning will work in Borana before more resources are invested to promote prescribed burns.

### **Activity: Hay making**

Focus Group: Kerra Gutu, April 5, 2012. This hay-producing cooperative (480 households with 200 ha) was formed in 2009. This group became interested in producing its own fodder when the ELMT/ELSE project provided supplementary feeding for some of their livestock in 2008. From this experience, they came to understand the potential that producing their own fodder would have on surviving through future scarcities of forage for their livestock. These people settled in this area just east of Negelle a number of years ago and survived by herding a few head of livestock and agro-pastoralist type farming.

The area that they decided to enclose for fodder production was degraded farmland that was almost devoid of grass. They held a pastoralist meeting with the Gada to reserve this place and grow their own grass. Five pastoralist associations (PAs) came together for this discussion. Within a year of enclosing, the grass had recovered. They collected seeds and spread them to the bare areas and to areas outside of the enclosure that were also bare and eroded. This process of seeding bare areas outside of the enclosure is on-going.

They share equally in the labor and the produce. When the time comes to distribute the fodder, they mark off a small area with ropes and fill it with fodder. Each member gets an equal share. There are 17 members with disabilities, seven of whom are women; they also receive their allotment of grass, although they cannot participate in labor. Members who do not have enough animals to utilize their share can sell to other members. However, fodder cannot be sold outside of the community. SC-US gave the group the basic tools and advice. The fodder is to be used for calves, lactating women, and sick animals. They do not allow grazing inside the enclosure. According to one spokesperson, before this fodder enclosure, women and children were traveling for grass in bad times. Now their children go to school. Before, they had a lack of food and their cattle were dying. Now they have milk for the women to sell.

NEEDS: The groups could benefit from other forms of hay making tools such as scythe, pitch fork, and hay rack for better transport by donkey carts. A cost-benefit analysis is needed to determine how much labor is required to harvest and transport fodder. How many tons are produced and what is the theoretical market value and how many livestock are being supplemented over what period of time?

**Activity: Identify Natural Resource management units and institution (dheeda)  
Strengthening CI institution to define unit managers And Discussion with Gada leaders on  
Dheeda level NRM**

Focus Group, Traditional Leaders and Participatory Natural Resource Management. SC-US offices April 8, 2012.

SC-US brought together eight traditional leaders to meet with the team. Two of the leaders were women. They explained that the traditional leaders were slowly losing influence. Settlements were being built anywhere that the people wanted, near water points and in favorable areas for access to the common rangeland. They were also building enclosures on the common rangeland. The sequence of events was not fully clear from the discussion, but with the assistance of SC-US the traditional leaders began to discuss this issue and decide to take action.

The entire Gada of the Boran was engaged along with the appropriate government offices and the rangeland resources were mapped. Through this process it was decided which settlements were not sanctioned and would have to move. Permission was given for the placement of enclosures and those enclosures in areas not sanctioned were abandoned. With the food for work assistance and materials provided by SC-US, a number of traditional wells were upgraded with the addition of concrete troughs to prevent flood waters from carrying silt in the wells.

We also discussed what they expect to be the future of the Boran rangelands. They acknowledge that the enclosures, while being very productive, actually aggravate the grazing pressure on the common rangelands. As a solution, they suggested their livestock be sold to raise money for investment in other types of livelihoods. Two of the men said that they had done that and built shops. However, they admitted that the livestock they have taken out of the common rangelands have been replaced by other people. They understood fully that adding more and more livestock to overused rangelands is not sustainable but could offer no solution. The women explained that educating the children is the key for the future so that the children can eventually find jobs. However, some of the young who have already finished school are jobless.

**Strategy I.2.3: Improve the availability and access to cereal during droughts**

Focus Group on Cereal Banking at Dambi Tutfe. April 7, 2012

The group first established three years ago and formed into a cooperative five months ago by joining with four other groups. The initial group has 15 members, all women. At this time in their store room they have nearly 50 sacks of white maize (50 kg = 2.5 Mt and 9.6 birr/kg). This load cost them 24,000 birr (approximately \$1,365), and within two weeks they expect it to be all sold for a total profit of 1000 BIRR. This is the 29<sup>th</sup> load of maize that they have sold. They are selling the maize for less than competitive local traders.

They established their group with a contribution of 80 birr each (1,200 birr, or about \$68) and did petty trading. SF-US gave them a grant of 17,500 birr (about \$995) for their initial purchase of maize. They have now invested 14,000 birr (about \$796) in a shop and storehouse. They also have a 15,000 birr (about \$853) revolving loan fund for the members.

They are expecting that a small amount of relief food (wheat) will soon be distributed in the kebele. Therefore, they will not restock their maize supply immediately. They may buy some of the wheat.

According to one lady, “At first our husbands opposed our getting involved in a savings group. Now we hire them and pay them to unload the trucks.”

Some members have done a little livestock trading (seven cattle and 35 goats/sheep) but it is difficult for them to do because it requires traveling. They feel that purchasing and marketing cereals and running the shop is more profitable. In the future they plan to purchase a truck load of salt from Meggado. Both white salt for people and the lower grade salt for livestock. The white salt will cost them 7 birr/kg and the lower grade costs 5.2 birr/kg. They plan a mark-up of 1 birr/kg. They have already purchased and sold two loads of salt.

They are paying the husband of one member who is literate to teach them to read, write, and enumerate. SC-US pays the teacher 150 birr and the group matches with 150 birr. They suspended classes during because of the 2011 drought but plan to resume after the spring rains.

A group from the village of Bitata came to explain how to form a savings income generating group. Now other women come to them to learn how to form groups.

NOTE: SC-US should do a thorough business analysis and “lessons learned” and continue to support literacy training.

### **Strategy 2.1.2: Improved sales and values of livestock products and services**

Key Informant: Hussein Yusif, CAHW for Koobadie. April 7, 2012.

Hussein is one of four CAHWs in his area. He feels that there are not enough CAHWs to meet the need. Women CAHWs are alright but they cannot travel with the herds. But now that they all have a home base with livestock for household needs, it is good that there are women trained to look after those animals. There are 33 CAHWs in the Liben Woreda and they have formed a cooperative. In his bag he had oxytetracycline, ivormectin injectable, and albenzadol tablets.

Focus Group: Koobadie. Ipsa Livestock Marketing Cooperative. April 7, 2012

This cooperative has 21 members including five men. Four of the men participated in the focus group discussion plus one woman, who had to leave to look after children. They started as a group in 2006 under PLI I with 25 members who contributed 100 birr each (2,500 birr). Monthly they contribute an additional 10 birr, which is reduced to 5 birr in bad times. Three years ago they were given a grant of 12,500 birr (about \$710).

Last year SC-US provided 41,000 birr (about \$2,331) under the Crisis Modifier to buy livestock to implement the commercial destocking concept. The group bought 21 emaciated cattle at a fixed price of 800 birr each for a total of 16,800 birr (about \$955). They purchased 21 bags of wheat bran at 290 birr/50 kg and 15 donkey cart loads of fodder locally for a total of 6,000 birr plus eight donkey cart loads of teff straw for an additional 3,000 birr. Total feed costs 25,800 birr (about \$1,467). They fed these animals for two months before it began to rain and 15 days later sold them. Most were sold in Negelle but some members bought a few. Total profits were 1000 birr.

At the moment they have re-invested in six bulls. The group has also built a sales shop and is in the process of finishing an attached storage room. They have 5,000 birr invested in stock for the shop and retain 60,340 birr in cash. There have been, over the years, two dividend distributions of 8,000 birr and 12,000 birr back in 2010.

The group commented that they are discouraged by the income from livestock trading and think that they will try buying cereal grains and operate their shop. However they were content that they were able to keep the 21 cattle from dying of starvation.

NOTE: A cost/benefit analysis of livestock market outcomes and economic projection of future investments they are planning is needed.

**Recommendation:** Train a small number of the Community Livestock Marketing Agents. Teach how to calculate marketing costs and take them to visit major markets in Moyale, Nazaret, Addis Ababa, Dire Dawa, and Jijiga. Set up meetings/seminars with major traders both to explain how the market functions and to give them personal contacts. Include women in the training.

Draft preliminary analysis –Save the Children US’s PLI II Health and HIV

Data sources: Key Informants Interview (SC-US staffs at AA, SC-US staffs at Liben, Woreda health officials and Health extension workers), Focus group Discussions (Women 15-49 and youth), site observation (Boba health post) and interviewing individuals (Community health volunteers, TBAs, youth peer educators and individual beneficiaries for maternal and child health services)

- Save the Children US has a well qualified and structured staffing for health and PEPFAR wrap around activities. This has also been done timely, both at Addis Ababa and in the field. The staffs are adapted to the area and contributing greatly to program facilitation.
- Government described the SCUS partnership as “Invaluable” in terms of logistics support, linkages in condom access, outreach services for PMTCT and HCT, and capacity building training in clinical and non clinical health staffs in the woreda and supporting health facilities.
- Save the Children US has worked somewhat less adequately in terms of strengthening economic opportunities for OVCs and PLHIVs. There was a plan to reach 120 targets for IGA and 40 have been reached so far. Nevertheless, one sub-group achieved its target of improvement. The explanation from SCUS was that the money provided was insufficient. We did not see well organized evidence to achieve reach the rest of the 80 IGA targets.
- Institutional delivery in the SC-US target area appears minimal. However, they recently reported seven deliveries at a health facilities resulting from the continuous and combined efforts of TBAs, CHVs and HEWs. We also observed that many TBAs assist births at home, due to, again, the great distances required for travel to health facilities. The lack of water, updated delivery kits and space in the health posts worsen the situation. SC US is reducing water shortages with tank installations
- ANC and immunization was generally better, from focus group discussion and interviews with volunteers, but remains inadequate due to issues discussed above.
- The referral linkage between volunteers and health extension systems remains weak. CAN, FP and other service seekers should not be required to present referral slips. Nevertheless,
- FP awareness is good, everyone knows the importance of birth spacing, and women take the services seriously.
- Outreach activities within HCT served people in the rural and scattered populations.
- PC3 model contributed to community based OVC support in its earliest interventions. Delays in Community Action Cycling trouble SCUS efforts, although corrections are pending.

## HIV/OVC

Focus Group Discussion with Youth. Kovali Village, April 6, 2012.

Meeting in the village school, our interview was conducted via two translators with the interviewees being three male and three female students ranging from the fourth to the eighth years of schooling.

The students were intense and gave every signal of being not only devoted to their school, but to the teachers as well. The youth spoke candidly and knowledgeably of the assistance provided by SC-US. In particular they noted the value and centrality of the health components. The male students clearly wanted additional services, the tone of which acknowledged the greatest good to them would be through empowering their teachers with the necessary educational tools. The students also evidenced their sense of being “left-behind” in some form from current resources that could be theirs if only “someone” would trigger the flow to their school.

In a stream of dialog on many subjects, the role of traditional EW person in the village was freely analyzed – and largely ignored in value - by the youth, and about equally so by both the boys and the girls. The sum of the requests noted the strongly held and accurate estimate of the value of their education, the faith their parents and family entrusted to them to excell, and to acquire from their teachers, every morsel of education possible.

In a pointed series of questions with the girls, both inside and outside of the presence of their male counterparts, the women clearly rejected female circumcision, child-marriage, and understood the concepts of the entire HIV/AIDS sequences. The girls particularly challenged any attempt by fathers, mothers, and the greater family unit to marry them off. One reported that she had already firmly rejected attempts by her father to enter into an arranged marriage, and had taken aggressive steps to end the matter with her parents.

Key Informant Discussion with teachers of the Kovali school of the previously interviewed students.  
April 6, 2012

Separate interviews with the three teachers, held away from any villagers or translators, revealed not only a workable knowledge of English, but clear awareness of what they miss in updated tools and opportunities. They spoke well of the services being provided to them via SC-US, but remained unaware of any particular facilitating origin such as the title PLI II.

Each teacher indicated his clear and accurate understanding of key environmental factors such as contour farming, cattle enclosures, etc. Their primary focus centered on a desire to improve themselves so they could offer more to their students and their community. One teacher was undertaking a small side-venture in order to earn enough cash to purchase chalk for the blackboard. (Apparently the chalk-allocation from whatever resource was measured out regardless of use-rate, and unrealistically proportioned to all users.)

These teachers wanted tools of their trade, such as reference library, publications from all disciplines, dictionaries, language and artistic materials, and such things as magnifying lenses, thermometers, and record-keeping materials. They would devote whatever time they possibly could to training efforts, but feel they are at the far end of the knowledge pipeline and often bypassed by instructional seminars.

Teachers had recently devoted an entire month to local and regional environmental natural resources and the conservation thereof, but had no tools to measure, record, or analyze findings – although clearly able to articulate the inherent concepts and strategies.

Life-skill trainings for youth from 15-24 has started. As has training of trainers through two tested packages for youth life skills education (Sport for Life and BEACON school). Delays had plagued the program for a year. The capacity and overall commitment of youths nevertheless survive.

- Draws upon CARE training materials in the Borena area. Despite its lead position, SC US has not contributed much to IEC/BCC materials production. Manuals being used by volunteers are duplicated and distributed sufficiently. The Community Conversation manual in Oromifa has greatly assisted efforts by community level volunteers.

#### Preliminary analysis –Save the Children US’s PLI-II Health and HIV

Data sources: Key Informants Interview (SC-US staffs at AA, SC-US staffs at Liben, woreda health officials and Health Extension Workers), Focus group Discussions (Women 15-49 and youth), site observation (Boba health post) and interviewing individuals (Community Health Volunteers, TBAs, youth peer educators and individual beneficiaries for maternal and child health services)

- Save the Children US has a well qualified and structured staffing for health and PEPFAR wrap-around activities. This has also been done timely, both at Addis Ababa and in the field. The staffs are adapted to the area and this has put its own contribution in program facilitation.
- Their relation and partnerships with governmental organizations were very good. The partnership were stated from the government office of health as an “Invaluable” in terms of logistics support, linkages in condom access, outreach services for PMTCT and HCT, capacity building trainings both for clinical and non clinical health staffs in the woreda and supporting health facilities
- Save the Children US has not worked very well in terms of supporting strengthening economic opportunities for OVCs and PLHIVs. There was a plan to reach 120 targets for IGA and 40 have been reached so far, which are again grouped in to two. One group among them was better, but the other was not successful. The explanation from staffs of SC-US was that the money provided for one group was not sufficient. But, I rather generalize that the need and market assessment before the training, the training itself and the follow up has brought a failure. I also didn’t see well organized evidence that can prove that they have planned to reach the rest of 80 IGA targets.
- Institutional delivery in the SC-US target area is very much minimal, although they have reported recently that seven people has delivered at a health facility as a result of the continuous and combined efforts of TBAs, CHVs and HEWs. I have also collected evidences from HEWs that there are so many TBAs which are still assisting births at home, as it is impossible for some women to bring to health facilities for many KMs. The HEWs in this case rather support TBAs to attend births in a better way. I was able to learn from the sources that different other problems apart from distance, has contributed for women to remain at home during child bearing. The lack of water and other delivery kits and space in the health post was among the shortages. SCUS has a bit acted to reduce water shortage through building water tanks
- ANC and immunization was generally better and both focus group discussion and interviews with volunteers, TBAs, HEWs and individual beneficiaries has proved that women are highly aware on the importance of ANC and child health, but are not highly encouraged to deliver at a health facility
- The referral linkage between volunteers and health extension systems is also weaker. Many more CAN, FP and other service seekers have directly gotten the services without referral slips.
- FP awareness is good, everyone knows the importance of birth spacing from different angles; such as maternal and child health, economy and environment and many women started to take the service
- Outreach activities for HCT was a good venue for people in the rural and scattered populations

- PC3 model have been considered to deliver community-based OVC support, although activities till not yet started. Training on Community Action Cycling has still to be provided for partners and staffs of SC-US. There is a delay to do it, but it is included in their future plans.

### **Meeting with Save US staff, Negelle April 6, 2012**

(In this narrative, “we” refers to SC US staff.)

#### *PEPFAR Wrap-Around*

Few people knew about PMTCT issues. We focus on getting all pregnant women testing and counseling. 9,992 community members provided awareness on HIV PMTCT.

Counseling and testing is hard to provide for rural and mobile communities – we organized mobile counseling and testing. Mobile VCT resulted in 7,788 individuals tested and the 25 individuals who are positive HIV were linked to health facility. 1,449 pregnant women were tested, one was positive and was linked to health facility.

We are promoting couples HIV testing. In many cases, the pregnant women are willing to be tested, but it is difficult to get men to get tested (don't want to pay or say don't have time). Men-to-men discussion groups were formed to get their help in encouraging PMTCT and couple testing. These discussions are facilitated by community health volunteers and the men themselves. The community health volunteers provide the technical information.

61 condom outlets were established, 28,365 condoms distributed. Before you could only get condoms inside health posts. Many of the health extension workers travel around the area, and health posts are often closed, so access to condoms was very limited in rural areas. The condom outlets have really improved access and distribution of condoms in the rural areas.

CCI.2: Strengthen community based response structures for care and support of OVCS, caregivers and PLHIV

1,400 OVCS have been identified; 41 OVC guardians; PLHIVs were trained on income generation activities.

It is difficult to address OVCS in these areas. One or two OVCS in a village will be supported by customary institutions or with other families. They don't want to feel that children are helpless. Most of the OVCS may be in towns. The OVC situation here is different from the highland areas. Orphans are automatically taken in by community. We teach them (guardians) psychosocial support. Like PC3 we will do CAP cycle. CBOs in the community have been selected, and we will give them another training so they can be owners of these children and follow up with their support, education, and social support. We are strategizing on how to sustain these supports (through income generation activities).

CCI.3: Ensure links to comprehensive health services for HIV/AIDS affect pastoralist groups

Health action teams refer to health post or health center or community structures for education, depending on the type of service needed.

*FP/RH/MNCH*

CC IR2 (MNCH) Improved practices of FP and MNCH, and decreased HTP at the household and community level

CC2.1: Improved availability and quality of FP and MNC health services, products and information  
We focus on family planning awareness raising, institutional delivery, antenatal care, and harmful traditional practices.

We held discussion group forums with influential community leaders (Gada leaders).

Awareness raising uses community-wide events, and women to women conversations for female genital mutilation (FGM). FGM is very prevalent in some of the communities in this region. It can be more than 80%. (The baseline for MNCH activities in this area has exact figures.) We work with elders and customary institutions on FGM. It helps us to build trust and get results.

We found that women wanted to space births, so we are working with idirs and leaders. In order to move past awareness and get results for increasing family planning use, we first try to discuss what family planning is – it is not promotion of not having children, but it is about planning. This was needed in particular in Muslim communities, where they said that it is part of their religious beliefs to have many children.

CC2.2: Key elements of health and community system strengthened to support MNC health services and decrease HTP.

Child vaccinations – established mobile services around water points or other gathering places. Work on refrigerator maintenance to ensure cold chain.

Institutional delivery is very low in this area. The institutions don't have capacity for delivery, and they lack dedication of the health professionals and lack infrastructure (like water). We have had continuous dialogue inviting woreda officials and women to address these institutional issues. We are beginning to see some increase in institutional delivery but it is still limited (from 0 to 7). We have helped with rehabilitating water sources, training, and awareness. Each time they say there is a problem of why people are not using institutional delivery, then we work to address them, directly and with government officials.

CC2.3: Systematic program learning to inform policy and program investment

b) How effective is the project in linking the livelihoods to other sectors such as HIV/AIDS, conflict and health activities?

i) Addis Ababa Meetings

The integration of health activities is not smooth. Health programming was not part of PLI I. Health is a good addition because of the benefits to the community. Some consortium partners didn't have health technical advisors, and this needed to be constructed from scratch. Consortium partners didn't include budgets for health technical staff; they wanted to use staff from other projects. This led to a big delay in implementing PEPFAR component. These issues were worked out once MCH funds were added. It took 1.5 years to get on good footing. One lesson learned is that shared salary costs are not good; you need a dedicated senior level staff and 100% of the budget from the specific project (not shared position with another project). The first proposal was not clear. HIV and OVC were in there, but it was not clear that you would need a person to do this. (Save US meeting, Addis, 3/31/12)



**KIBRI BEYAH, SOMALI, IRC, MAY 8-11, 2012****Government Meetings:**

Abdikadir Mohamed Farah. Deputy Bureau Head

The Somali Regional Government's official policy is to encourage settlement of pastoralists in agro-pastoralist systems where people can access critical government services and participate in economic opportunities. Because of increased levels of agro-pastoral farming, sufficient cereal has been produced to sell WFP 1,000 MT. A study is in progress to inventory the entire land-use system of the Somali Region. There are plans underway to build nine quarantine stations from which livestock will be directly exported to the Middle East. Investors, primarily Ethiopian investors, have been in discussion about partnerships in the building and operation of these quarantine stations. There are also plans to tap ground water sources in most areas of the Somali Region. In one locality, there is a plan to build a 300 km long water pipeline to supply households, livestock and irrigation. Deforestation is big problem and the Regional Government is establishing tree nurseries. However, on the river systems, Prosopis is rapidly invading the best irrigated farmland. There is no clear solution for this problem.

**Abdulkadir Mohamed, Veterinary Department:**

There are 136 CAWHs in four districts and five health posts. The government provides vaccination and teams to administer the vaccinations. IRC supplies operational costs. CAHW training needs to be supervised by government. They plan to implement mobile animal health teams with diagnostic capabilities in two zones. Surveillance and response for trans-boundary animal diseases (TAD) is a priority.

**Abdifatah Ahmed Ismael, Regional Aid Coordinator and Advisor to the President, and former SC-UK employee under PLI-I:**

He appreciates PLI I & II for its long-term timeframe and that it integrates livelihoods and emergency activities. The Crisis Modifier is an especially important aspect. Believes that drought used to come on a 10 year cycle and now every two years. For the pastoralists it is about survival and fostering resiliency is important. Using indigenous knowledge for NRM is important. Important grazing plants are disappearing from the environment. PLI-II commercial de-stocking assistance very useful in supporting livestock prices which in turn is important to keep ratio of the goat prices to cereal prices. Important that PLI helped by linking the livestock market to outside buyers. Local livestock traders tend to become discouraged during drought periods because they are also affected by the lack of forage. Supports livelihood-based early warning and sharing of early warning information with the pastoralist community. Previously, there was a project that set up a satellite download system in communities for early warning, but technology improvements, particularly mobile phones, has replaced that. Natural resource degradation has different causes: increased population, deforestation, increased numbers of settlements, and rainfall events less frequent but more intense causing flooding.

**Strategy 1.2.1: Strengthen livestock-based response****Crisis Modifier****Activity: Supplementary feeding****Focus Group: Gilo Supplementary Feeding.**

There are about 6,000 households in the six kebeles chosen for the supplementary feeding program. Approximately 100 households were chosen for supplementary feeding program in Gilo along with about 500 others in five other communities. The reason for choosing Gilo is that it was one of the most affected by inadequate rainfall, both in the spring and fall rains of 2011. Of the 100 recipients in Gilo, about 20 were female heads of households. In the IRC program, households were given supplementary food directly to care for their own animals. The amount of supplementary feed was calculated to give 2kg per day to two cows. Most of the recipients gave the feed to milking cows but some chose to feed goats. There was a discussion about feeding goats versus cows. Those who had the milk breed of goats were of the opinion that the goats gave proportionally more milk. Everyone agreed that the supplement greatly improved the amount of milk produced.

The ration supplied by IRC was purchased in Nazaret and consists of a mixture of milling bran, some protein source, and a little bit of minerals. The company supplying the ration does not list actual percentages of ingredients. Price per MT was uncertain but somewhere between USD 300 to USD 400 per MT delivered to Gilo. IRC did not do an analysis of alternative feed as to nutritive value per cost. Some of the recipients supplemented the ration with purchased maize. Perhaps some of the maize came through WFP distributions, but that was not certain from the conversation. Recipients said that they were not aware that they could supplement livestock with maize and other rations and that the milk yields would increase from between 1 to 1.5 liters per day.

#### **Activity: Livestock treatment and vaccination**

In addition to supplementary feed, the recipients were supplied with vouchers for veterinary services. Each voucher was worth 55 Birr. Of the voucher 35 Birr were for the drug and 20 Birr was for the service. In Gilo a total of 200 vouchers were distributed. The community is very supportive of the CAHWs. Of the 12 persons at the meeting, 10 would like to be trained as CAHWs.

We were reminded by the community that a number of persons who have lost all or most of their livestock are surviving by producing charcoal. Also, because there was no money in the community, the 30 businesses in Gilo have gone bankrupt.

#### **Strategy 1.2.2: Establish and protect key drought reserves**

##### **Activity: Hay making**

##### **FGD with fodder production in Garbile, Kebri Beyah (IRC)**

Fodder production in enclosed land using both rain and irrigation was a recent experience promoted by NGOs to support livestock and enhance livelihoods in pastoral areas. IRC has been implementing this intervention in its operational areas in Kebri Beyah.

The FGD for fodder production was conducted in Garbile PA with the Fodder Production Unit which has been receiving technical and material support from IRC since 2010. There were 10 FGD participants and all were male.

Garbile PA is one of the IRC operation sites in Kebri Beyah woreda where a pilot fodder production has been implemented in a 1 ha land carved out of the individual plots of the FPU members. The Garbile community used to be a pastoralist community, but has now converted into agro-pastoralists. This happened over the last 40 years as they lost their herds to recurrent droughts that hit their area and devastated their pastoral livelihood. As agro-pastoralists, they grow maize and sorghum. The sorghum

has problem with birds so their main crop is maize. They also keep different livestock species. The dominant ones are cattle, both for draught power and milk, followed by camels and sheep and goats.

They began the fodder program last year but lost it due to the drought. This year they moved the fodder site closer to the borehole sunk by IRC to have better and regular access to water for irrigation. The land for the fodder production is owned by the ten people who formed the fodder production unit. This was done in agreement with local administration and the local elders. They planted elephant grass, which is doing very well. They received assistance from IRC in terms of material and equipment and seeds. SoRPARI (Somali Regional Pastoral and Agricultural Research Institute) funded by IRC trained FPU members in production, management and utilization of fodder. They are expecting their first harvest soon. Once they harvest the fodder they plan to share it among members equally.

The group has little experience in irrigated fodder production. However, their background experience in maize and sorghum production and conservation of sorghum and maize stalks for animal feed would help them to catch up with the skill quickly. They need more training in new technologies to produce and utilize the different types of fodder. The production and utilization of fodder should be prioritized based on cost benefit analysis. They can even produce for markets.

The Garbille community benefited from other interventions supported by IRC such as the borehole which was sunk and powered by hydro electricity from Jijiga, a major support the community received from IRC. Other services include animal health services, veterinary vouchers during the emergency period, cereal banking (group). The FGD participants rated water and animal health top and cereal banking last. The borehole is being used for human, livestock and fodder irrigation, but during the dry period the water yield drops substantially and won't be enough for irrigating the fodder.

The fodder production is at too early a stage to tell about its sustainability. A careful biological and economical analysis should be made before expanding the site for more fodder production. It looks like the water is not adequate during the dry period as the pressure from human and livestock increases; hence there is a need to look for options or varieties to introduce.

**Discussion with Ahmed Ibrahim (KI), the IRC staff in charge of Economy Recovery Officer, a rural development graduate, in charge of rangeland management:**

IRC works closely with SoRPARI in the fodder production development. They are giving training to the beneficiaries, and assisted them in site selection and identification of appropriate varieties. IRC works with SoRPARI to raise community awareness and knowledge in rangeland management, in area of managing herd composition, protect land degradation, land enclosures for rehabilitation and fodder production, etc. IRC also works with the government LCRDB on soil and water conservation, nursery development and seedling production for power.

IRC NRM is not strong and well organized. No staff on animal production, NRM or RLM to lead the NRM, Fodder, Nursery activities.

No clearly defined NRM program.

It is commendable that IRC is working in close collaboration with SoRPARI and the Livestock, Crop, and Rural Development Office (LCRDO) and good that they are using resources available in government and research, but it is crucial to have their own staff and a clear technical package and organizational set up if they are expanding and aimed at sustainable impact.

The nursery activity is also just taking off the ground and needs to work hard in the remaining one year period to show impacts.

The awareness-raising on RLM should be clearly defined in terms of what new things IRC is bringing which are not known by the herders themselves. Herd composition, dispersal is not new to Somali herders.

## **SO2: Strengthen the lives and livelihoods of pastoralists and ex-pastoralist**

### **IR2.1: Strengthened Economic Opportunities for Pastoralists and Ex-pastoralists**

#### **Strategy 2.1.2: Improved sales and values of livestock products and services**

IRC Veterinary Program in Kebri Beyah Protected and Strengthened Pastoral Livelihood

Provision of animal health services is a huge problem in pastoral areas. It gets worse during the drought times when it is needed most by herders to save and protect their livestock which are hit by lack of pasture and water and remained too sensitive to diseases and easily succumb. Herders need more support by government and NGOs during this period than normal times to survive with as many livestock as possible and save and protect their livelihoods

Fatuma Abdi Arab, 40, a married woman with 2 children, lives in Gilo Kebele, Kebri Beyah woreda. Similarly, a married man Aden Mohammed Farah, 42, makes his home in the same kebele. In consultation with the community and the government these two were selected by IRC for training as CAHW's (Community Animal Health Workers) in 2010. The community elders identified the two as reliable individuals in whom they could put their trust for best services.

Fatuma and Aden are among the 22 CAHWs trained by IRC PLI II in 2010. After the training they both participated in vaccination campaigns, treatment of internal and external parasites and livestock health education to herders. They are both pleased with the training they received and the services they are rendering to their own community as well as closely monitoring the health of their own livestock.

Fatuma also has strong support from her husband and trained him on how to spray animals against external parasites. When there is a large herd to be sprayed, it is his job to use his strength to spray them, said Fatuma. Her husband is also happy about the income she receives that improves the household food security. IRC also provided Fatuma with a shelf in her hut to keep her drugs clean, dry and away from children.

Both Fatuma and Aden agreed that they make a reasonable income for their services. They are both happy to continue with it. Both suggested an average of at least eight CAHWs is needed per kebele to provide efficient services. Fatuma acknowledged that traveling to remote areas to provide the service is a challenge, both as a female alone as well as the time away from her children and home. Both think the strains will remain but can be managed as long they have support from their spouses.

Nur Abdi, 36, is a married man with two wives and 10 children. He was trained as a CAHW in 2005 by SoRPARI and received refresher training in 2010 by FAO. Nur owns a private veterinary pharmacy with a working capital of 200,000 birr.

Nur started his pharmacy in 2008 with a total capital of 10,000 birr. IRC provided him with furniture including a refrigerator worth 16,000 birr. He also received some drug support of 10,000 birr from FAO

and gets his supplies from Tropical Pharmacy in Addis, traveling every 15 days to replenish his stock. At times, he places his order on telephone and deposits the money in the bank account of the Tropical Pharmacy.

In the 2010 drought that hit the Somali region and other pastoral areas in Ethiopia, IRC responded with various livelihood-based responses that included a veterinary voucher scheme to protect the pastoral livelihood in its PLI II operating areas. Gilo community in Kebri Beyah woreda was one of the beneficiaries of the voucher scheme.

Elders and community view animal health as a huge problem in pastoral areas. They think it gets worse during the drought times which require more support by government and NGOs than in normal times.

IRC used a business model that connected the CAHWs at both the demand and supply sides. At the demand side the CAHWS were linked to the community and at the supply side they were linked to private pharmacies.

IRC provided 200 vouchers each with a value of 55-60 birr to the most needy community members in Gilo. This was done in consultation with the community. IRC made an arrangement with Nur Abdi, the owner of the private vet pharmacy, to supply the CAHWs, including Fatuma and Aden in Gilo, with drugs when they present the vouchers. Fatuma and Aden began providing the service using the drugs in their own kits and collected additional vouchers which they then submit to Nur Abdi for replenishment.

From each voucher Fatuma and Aden were getting 20 birr for their services and a 10% margin from the sale of the drug. Nur Abdi was supplying the drugs with a reasonable margin that kept him profitable.

Ibrahim Farah is one of the needy herders selected to benefit from the veterinary voucher scheme. He received a 60 birr value voucher to treat 25 of his sheep and goats. Without this support, he said, he would have lost most, if not all, of his shoats for diseases that were aggravated by drought.

All parties benefited from the scheme. Fatuma and Aden made about 2,000 birr each. Ibrahim, the herder, also benefited as he received timely service that saved some of his livestock, and Nur made a reasonable profit. Nur, through IRC, is directly linked to 22 CAHWs, though serving more than 50 CAHWs indirectly. He has one employee who is an Animal Health Assistant who is required to have a veterinarian or an AHA to manage the technical aspect of the pharmacy in order to use his license.

In four years of practice, Nur's capital grew to 200,000 birr. It was during the last two years, since he started working with IRC, his business crossed the breakeven point and began to become profitable, explained Nur.

Nur has become the major supplier for four private pharmacies in the region. He supplies vet drug stores in Degahabur, Aware, Hartishek and Kebri Beyah and is also involved in livestock trading. He is a member of the Hilac, the livestock marketing cooperative which was established and supported by PLI II IRC. He has two retail shops in Kebri Beyah, one of which he has expanded with an electronics retail line. Both Fatuma and Aden continue to flourish with their CAHW's training and business.

The business model to provide veterinary health service works well. It should be strengthened and used in all situations, in particular during normal, non-emergency situations. The existing private pharmacies could be linked with big agro veterinarians in Addis such as Tropical Pharmacy. PLI II could assist in forging the linkages. There may be also a need for training more CAHWs, but this should be confirmed with an inventory of the CAHWS who are active or dormant in the target area. We strongly endorse

training in entrepreneurship and business skill development to private pharmacy owners like Nur and CAHWs like Fatuma and Aden, people who are committed to help their communities as well as themselves.

### **KEBRI BEYAH WOREDA, SOMALI, IRC, JUNE 14-15, 2012**

Because he was not able to take part in the team visit to Kebri Beyah Woreda in May, Dr. Mesfin Beyero made a follow-up visit in June.

### **FGD – Gilo Health Club, Kebri Beyah Woreda, June 14, 2012**

IRC is implementing the PLI II program in 10 of the 29 Kebeles in Kebri Beyah Woreda. Gilo is one of the 10 Kebeles and is located 27 km South of Kebri Beyah town along the main road to Degahabur. Around 15,000 people are estimated to live in the Kebele, and they are predominantly pastoralist. Because of the repeated drought, some people have started small agriculture activities but the majority of the Kebele inhabitants are purely pastoralist. The Gilo Health Club has been established by IRC as part of the PLI II health component in December 2011. The club has a total of 34 members, and 12 of them participated in the group discussion (five females and seven males). The chairman of the group is Abdiel Ahmed (a man) and the secretary is Leyila Ali (a woman).

Twenty of the group members were given initial training by IRC, and later the group members themselves recruited 14 other members and trained them. The club's main task was to raise awareness of the people on the prevention and ways of transmission of HIV/AIDS. The different key messages are posted on the wall of the club's office to refresh them before they go out and teach the community. The messages include:

- The ABC prevention principles,
- The relationship between HIV/AIDS and harmful traditional practices (HTPs),
- Secretions of the body in which the virus is found in an infected person,
- Opportunistic infections,
- Signs and symptoms of HIV/AIDS, and
- People at risk of acquiring HIV/AIDS.

IRC is providing refresher trainings to the club members, stationeries every quarter, but the tables & chairs are reportedly mobilized from the elementary school nearby.

The FGD participants reported that the community knew nothing about HIV/AIDS before the project, and the following are the changes observed since the club became operational:

- Decrease in HTPs like FGM, uvulectomy, milk teeth extraction and burning of skin,
- People are no more sharing sharp materials, and
- People have become aware of the ways of prevention and means of transmission of the disease.

The health club is working on both HIV/AIDS and HTPs. There is only a health post in Gilo and there is no facility for HIV testing. Around 20 people from the Kebele are reported to have visited Kebri Beyah health center and get tested. Two of the members also get tested after the joined the club.

Challenges faced by the group include:

- There are deeply rooted cultural practices and changes are very gradual,

- Lack of appropriate teaching aids are another challenge. The group reported that so far, they are using only lecture methods and people are getting bored and losing interest. There is a need for other methods like visual aids, music or drama which will be of interest.
- The club is also looking for megaphones with speakers and IRC has communicated the regional health bureau but they have not received any response.

The group is not involved in any income generation activities, and is mainly dependant on members' monthly fee contribution which is used for office maintenance, and there was no mobilization of resources from the community.

The FGD participants said that they are determined to continue the work even if the project phases out. There is nothing they are getting from IRC in terms of remuneration; that they are benefiting their own families in fighting the disease and are happy to do it.

### **Recommendation:**

- Lessons learned from Behavior Change Communications (BBC) indicated that visual techniques are superior over lecturing, and there needs to be an improvement in the way the messages are communicated to the community to achieve the desired level of change.
- The Health Club is based on pure voluntarism which is more likely to sustain after the project phases out. I have observed that the three main principles of motivation 3.0 for voluntary community workers i.e. autonomy, mastery and purpose have been applied.

### **FGD – Gilo women's group, Kebri Beyah Woreda**

The FGD participants were three TBAs and three women beneficiaries from the community, June 14, 2012.

The MNCH program implementation began in October 2011. There are a total of 25 TBAs in the 10 operational kebeles, and three of them are found in Gilo Kebele. The TBAs described that they have been trained by IRC on the following topics:

- The importance of ANC attendance for pregnant woman,
- The importance of institutional delivery so as to bring laboring mother to the health post,
- The importance of postnatal care both for the woman and the baby,
- The importance of child immunization, the nine vaccine preventable diseases and on how to mobilize the community for immunization services, and
- HTPs.

They are involved in awareness raising efforts on the above issues, and described some of the changes as follows:

- They are bringing laboring women to the health post, and so far have brought 15 of them who gave birth at the facility. The TBAs reported that they usually bring the mothers to the health post but sometimes conduct the delivery at home for it is difficult for the women in labor to travel long distances.
- They bring pregnant women to the health post to receive vaccination and iron supplements. The participants described that iron tablet was widely believed to cause fatness of the fetus with

subsequent difficulty at birth. This is now being changed as more and more women are seeing the benefits that they are getting better after the tablets.

- More mothers are bringing their children to the health post for immunization and have seen the benefits on their children.
- Family planning is reported to be a challenge, and so far only about ten mothers are using the modern contraception (Depo provera) in the Kebele. The misconception that modern family planning methods like Depo provera will make them infertile and contraceptive pills will cause holes in the uterus is wide spread and is the greatest obstacles. The FGD participants reported that men in general strongly oppose the use of modern family planning methods for they want to have more children. They also reported that there is no men group organized in the Kebele to deal with the husbands.
- FGM is reported to be decreasing a lot. All the FGD participants reported that the achievement so far is a shift from the severest form (infibulations) to the less severe form “sunna” [“traditional”] for, they said, is recommended in the religion.

### **Recommendations:**

- There is a need to establish men-to-men groups to deal with the problem of family planning. Religious and clan leaders so far are not involved and their participation in the facilitating the use of family planning and in the fight against HTPs is very crucial.
- All the TBAs agreed on the idea of a waiting house near the health post especially for high risk pregnant women which they said is very acceptable by the community.

### **KII with Firdosa Tahir, HEW, Gilo Health post, June 15, 2012**

Firdosa described the changes in her Kebele as follows: After the TBAs have been trained by IRC, more pregnant women are coming for ANC and delivery but few are coming for family planning services. The HEW also said that the youth has been trained on HIV/AIDS and are carrying out preventive work. The WoHO has supplied the health post with a refrigerator for storing vaccines and IRC is regularly supplying them with the fuel (kerosene) needed to run it. IRC occasionally supports them with transportation of medical supplies to the facility. She has not been trained on safe and clean delivery.

### **KII with Degu Girma, Head, Kebri Beyah Health Center, June 15, 2012**

The health center head described the changes after IRC has become operational as follows:

- Previously, there was no link between the TBAs and the Health Center. IRC has provided training to the TBAs and there is a dramatic increase in the number of ANC attendance & institutional deliveries but the change in immunization is not as strong as the earlier. He remembers that there were times where the health center conducts only one or two deliveries a month which now, in the month of May alone, have conducted 14 deliveries. He mentioned that TBAs are being paid 50.00 birr if they bring a laboring mother as an incentive, and it is the Woreda Health office that is paying them. Family planning is still low and there is no change that he observed after the start of the PLI II program.
- He mentioned that he is totally unaware about the HIV/AIDS work that IRC is doing in Kebri Beyah. He acknowledged that he heard about condom promotion but not more than that.
- The head of the Health Centre strongly suggested that IRC needs to coordinate better in terms of regular and scheduled community mobilization activities involving the MoH staffs for better outcomes.
- He also mentioned that if IRC provides them with simple materials like blankets & bed sheets for the MNCH, the post natal care services would greatly improve and attract more women. For all this, he said, we need to work closely.



**KII with Aden Abdic, Head of Woreda Health office, Kebri Beyah**

Aden had been the head of the WoHO in Miesso/Mullu Woreda and has been transferred to Kebri Beyah since November 2011. He is well aware of the PLI II project and compares the program implementation by IRC with that of Mercy Corps in Miesso/Mullu.

- Mercy Corps has communicated with us and the government is fully involved in the planning process but has not seen anything similar to that with IRC.
- There is one officer in charge of the MNCH work but there is no one at the community level to follow the work regularly (he mentioned the community facilitator in Mercy Corps in addition to the MNCH officer). IRC is implementing PLI II in three Woredas in Somali region i.e. Kebri Beyah, Degahabur and Aware but there are only two MNCH officers based at Kebri Beyah and Degahabur who alternatively make visits to Aware to coordinate the work there. This, according to the WoHO, will create lots of gaps at the time of their absence.
- The WoHO also described the absence of OVCs support and IGAs for PLHIV in Woreda as part of the PLI II, as opposed to what he has seen in Miesso Mullu. The IRC health coordinator, at a later discussion, explained that providing OVCs support and IGAs for PLHIV is not part of their plan, and that different PLI II partners are not implementing similar activities across the board.
- Aden described the HIV work by IRC as totally disconnected from the WoHO. He heard about the community conversation but has not seen plans submitted to them.

At the time of the visit, IRC was providing training on Health Management Information System (HMIS) to health workers from the three health centers, and on recording, reporting and filing system to HEWs from the seven health posts of the ten implementation Kebeles of Kebri Beyah Woreda.

**Recommendation (KII with HEW, Health Centre and WoHO):**

- There is a disconnect between the government and the NGO at the Health Centre and WoHO levels in the planning as well as implementation of health programs. Working closely with the government will help to ensure sustainability, and replicate best practices to other non-implementation Kebeles of the PLI II program.
- Poor staffing has overburdened the field officers and will make them ineffective both at their site of assignment and where they are expected to provide additional technical support (Aware). This need to be considered by IRC.

**Debriefing with Abdulhamid Ousman, IRC Health Manager, Jijiga office, June 15, 2012**

- He acknowledged the shortage of staff within the IRC structure where they have three Community Conversation assistants in each of the Woredas but only two health officers coordinating the MNCH work, which, he said, do not have budget to employ an additional staff.
- He explained OVC support and IGAs for PLHIV is not part of their implementation plan.
- There is a high turnover of staff in government especially at the regional level. This has caused a break in the continuity of monitoring and supervision from the government side.
- He acknowledged the communication gap between the WoHO and the NGO. He said that IRC has not submitted the plan to the WoHO and this is something that he will be working on.
- Some activities have been revised to address the specific needs of the WoHOs but the approval process from the prime (SC-US) and USAID took very long time and Abdulhamid has not heard anything.
- Some of the government facilities are non-functional and are not able to utilize the trained TBAs and CHVs for proper implementation of the program.
- There has not been any experience sharing among PLI II partners working in Somali region.

### **Recommendation:**

- The NGO needs to closely work with the government counterparts from the time of planning, implementation and monitoring of the project activities. They need to be transparent to avoid mistrust and win confidence of the government.
- Experience sharing among PLI II partners working in the same context (within Somali region for example) is vital for the staff to get introduced to better ways of implementing similar programs. The involvement of WoHO in Miesso/Mullu and the staffing structure which facilitates implementation at the community level by Mercy Corps is something that could be learnt by IRC.

## **MIESSO/MULLO, SOMALI, MERCY CORPS, MAY 14-16, 2012**

### **Government Meetings**

Sara Abdi: Acting Head of Woreda Agriculture Department (0915754153)

Mohamed Osman: Desk Officer for Natural Resource Management. (0915420781)

Ibrahim Ayo Issa: Cooperative Officer (0915671247)

Abdinasser Ahmed: MC, PLI II Assistant Project Officer (0915755307)

They have an annual planning process broken into quarterly meetings and reporting. MC, SC-UK, HCS, and WFP/Safety Net currently operate in the woreda.

3000 cattle belonging to 1500 selected beneficiaries were given supplementary feeding for 60 days. This was split equally between the ten kebeles, 150 of the most in needy were designated by the elders in each kebele. 1450 shoats were sold through commercial destocking using market chain developed among three cooperatives from Issa and Hawiya communities in Mullu woreda and an Oromo cooperative in Miesso/Oromia.

There are not enough trained CAHWs, and in the woreda there is only one assistant veterinarian.

### **Livelihoods Component**

#### **SOI: Protect the lives and livelihoods of Pastoralists and ex-pastoralists**

#### **IRI.2. Strengthened Protective Livelihoods-based Responses**

##### **Strategy 1.2.1: Strengthen livestock-based response**

##### **Crisis Modifier**

Focus Group: Musteqbal Livestock Marketing Group.

Started in 2010 with 20 members, 10 male and 10 females. At the time they were all in their late teens and early 20's in age, and selected by the community elders to be included in the group. Abdilahi Gadi is chair. Their first endeavor was "Commercial De-stocking." Because of the conflict with the Hawiya community to the south, this was organized by Mercy Corps to work through the Hadan Women's cooperative in Mencha.

Through this process they moved 1450 sheep and goats and 19 cattle to market before they were too weak to be sold. The final buyers in Miesso, which included the ELFORA company, purchased on a weight basis of 21birr/kg. The Hadan women's group took a markup of 10 birr/shoat and 50 birr/cattle for handling the marketing.

Since that first effort they have engaged in various livestock trades including 90 camels and 30 cattle. They have also purchased and resold sugar and other consumer goods. The initial grant from Mercy Corps was 46,000 birr. The group received an additional 145,000 birr for commercial destocking. Moreover the group contracted and purchased 150 shoats that were distributed to OVC beneficiaries. It obtained a 50 birr margin from each purchased goat or sheep.

The future plan is to do more individual trading. One woman stated that they have an obligation to the community to establish a retail store. In general the men were primarily interested in further developing the livestock trading – including trading overland to Dire Dawa and Djibouti. Three of their members had been to Djibouti. The women were more interested in commodity and consumer goods trading.

This group being younger had 10 members that can read and do arithmetic. Three of these are women. They would like more business skills training.

### **Strategy 1.2.2: Establish and protect key drought reserves**

**Key informant:** Belachew Kassaye is a contact person from Mullu LCRDO for the implementation of area closure in Mencha kebele. He indicated that this activity is implemented in partnership with Mercy Corps and LCRDO through its Productive Safety Net Program (PSNP). PSNP provides support for the construction of the soil and water conservation physical structures while Mercy Corps pays for the construction of a pond adjacent to the enclosure from the CDF money. The enclosure is protected through social fencing. 137 ha has been delineated and protected.

The enclosure was established recently after going through a long and frustrating process to get the go-ahead from local administration and to convince the community.

Dr. Ermias, Mercy Corps Livelihood officer, indicated that the Mencha enclosure is the first in Mullu woreda.

#### **Activity: Drip Irrigation**

Key Informant: Arab Isie

According to Dr. Ermias, MC established and supported 10 drip irrigation users in three kebeles, providing fully functioning drip irrigation (DI) kits. Arab Isie is the only DI user in Hradim Kebele. He prepared a 20x25 or 500 sq mt area plot for the DI. He also constructed a pond for water harvesting. MC provided him with 11,000 birr value DI kits and a water pump, training in horticulture production and drip irrigation. Arab has had one harvest since he began the DI. He planted tomatoes and chili/pepper and obtained 27,00 birr from sales. He still has a sack of chili, using some for household consumption. Arab is a beginner in DI and in the learning process. He agreed that he needs more training in water management to reduce evaporation from his pond and techniques to minimize the rate of pond siltation from both wind and rain water, and more training on better and economical agronomic practices.

### **Strategy 2.1.2: Improved sales and values of livestock products and services**

#### **Activity: Assessment on performance of CAHWs**

Key Informant: Mohamed Libah, trained as CAHW two years ago. Ato Mohamed receives drugs from the government vet office when available. Otherwise he buys from private pharmacies in Miesso.

Monthly he treats about 200 cattle, 100 camels, and 1500 shoats. When the government conducts vaccination campaigns, he participates. The Kebele could use three more CAHWs (currently there are three). Women CAHWs would be helpful to look after homestead-based livestock. During the dry season there is less demand for services so he buys a few head of livestock, which he resells when it is time to stock up on drugs.

Key Informant: Awale Aden, trained as CAHW two years ago. In the last month Ato Awale treated 715 cattle, 81 camels, 1060 shoats with antibiotic injections, with treatments for internal and external parasites being the main requests. He also has requests for castration, but mainly for animals destined to the local market. He is skeptical about training women to be CAHWs and doubts that the community would be willing to accept women in that role. However the Kebele needs two additional CAHWs.

### **Activity: Cooperatives and self-help groups**

FGD: Hawlwedag Women Micro and Small Business Cooperative; Merian Mawi chair lady and Arab Isie secretary. Arab is the only male member of the cooperative. He is a very respected and trusted person, both literate and numerate, helping the group in record keeping.

The group members and the community in the area at large moved to the current location from Bordodi, now under the Oromia, due to regionalization in 2006. The group was established 14 months ago by bringing 10 women and Arab together. Each member saves 10 birr monthly, involving the group in distributing basic consumer goods they purchase from the government stores at subsidized prices. The group extends loans to its members. Five members received loans of 1000 birr each to do individual businesses. The preference of the group, however, is for group business until they accumulate adequate capital and experiences to go to doing business individually.

Strategy 2.1.3: Improved sales and value of non-livestock products and services

Focus Group: Two Women's Self-Help, Savings, and Credit – Mulo. Mumina Said chair and Halwo Mohamed, chair:

Group 1: Saved 2,000 Birr and 32,000 Birr, respectively from Mercy Corps. Group 2: saved 1,000 Birr and 20,800 Birr from MC. As groups they did trading in sorghum, vegetables, and a tea shop. Now that they are established and received some training, both groups prefer to use the money individually. Group 1 first lent each woman 2,000 birr but increased the level to 4,000 birr. They have used some of their profits to fence their property in the village of Mullu as the authorities require corrugated steel fence. Literacy and numeracy training was expressed as a need for both groups.

Focus Group: Mencha Women's Income Generating or Hadan Cooperative. Marriam Ali Chair: The group began about two years ago with 98 members. They had managed to save about 4,000 birr, but that amount was too small to be used effectively. As part of the Crisis Modifier program, MC provided training and 100,000 birr in capital. Since that time a number of members dropped out of the group and currently there are 64 members.

MC used the Crisis Modifier interventions not only to provide support during the drought but also to promote peace between the various communities inhabiting the Mieso/Mullu area. To the southern part of the old Woreda of Mieso is an Oromo community of farmers and agro-pastoralists. The northern part is inhabited by Somalis of the Issa and Hawiya clans. The woreda was divided with the south part in the Oromo Regional State and the north part in the Somali Regional State.

In this woreda there is conflict between all of the major ethnic groups: Oromo versus Somali, Issa versus Hawiya, and Somalis versus Afar. The main market is in Mieso town, which is controlled by the Oromo. The Hawiya community's territory lies immediately to the north of Mieso. The Issa territory is further to the north and they could not cross Hawiya territory to access the market, either for selling their livestock or to purchase needed supplies.

MC organized the Hadan Cooperative (Hawiya) to pass through livestock from the Issa livestock marketing cooperative and sell those animals in Mieso and then purchase food staples for the Issa group. The Issa group from the village of Musteqbal was also organized by MC as a livestock trading cooperative. This program was part of the Crisis Modifier commercial de-stocking effort. 1450 sheep and goats and 19 cattle were sold in this manner.

The effort has now resulted in the Issa community being allowed direct access to the Mieso market. Better relations exist now between the Hawiya and the Issas and between the Hawiya and the Oromos, although one does see evidence of tension, particularly between Hawiya and Issa, where the herders remain armed when grazing livestock near the border between the two clans.

Since that effort the Hadan co-op has evolved to using their capital more for trading on an individual basis than as a group.

### **PEPFAR Wrap-Around**

Focus group: "Ifteen" community-based HIV/AIDS association committee members (Gedamaytu, May 16, 2012)

Mercy Corps started implementing HIV/AIDS prevention, care and support in October 2009 and conducted different awareness-raising events including cascading "positive living" training for 29 people in the town. Following the event, 16 PLHIVs were registered for livelihood support. The PLHIVs and other community groups collaborate with Mercy Corps in fighting against HIV/AIDS. This has led to the establishment of "Ifteen," a community-based HIV/AIDS association. An MOU was signed between the association, Miesso/Mullu administration, district health office and Somali regional state, and Miesso/Mullu General Prosecution and Justice Bureau and responsibilities shared. Initially it was established by 50 members (32 males and 18 females). Among the members, 23 of them were PLHIV (13 females and 10 males).

The association received legal recognition on April 2011 from Somali Regional State General Prosecution and Justice Bureau. With the financial support for 81,600 Birr grant from Mercy Corps, in August 1, 2011 the IGA group started generating income from entrance fees to DSTV shows, and refreshments. Currently, the association has 25 members, of whom 12 are females. Out of the members, 12 of them are PLHIV.

Due to its strategic location on the Addis-Djibouti highway, the town hosts large numbers of truck drivers (up to 200 trucks) and traders who stay overnight. This has made the town one of the high-risk corridors for HIV transmission in the country. The level of awareness about HIV was very low and anyone who is slim was considered to have the infection. Following the establishment of the association, awareness-raising activities have been carried out through public campaigns. Condom distribution is being carried out through the two major outlets which have been established at the Health Centre and at the association's office with satellite distribution sites in the various bars and 'shisha' places in the town. Provision of financial and psychosocial support through home-based care was also provided by the association members to the PLHIV.

Committee members of the association attribute the following as direct results from these activities: increase in the number of people utilizing the VCT services; disclosure of their HIV status, decrease in the stigmatization and discrimination of PLHIV, and demonstration that PLHIV can live, work and socialize like any other individual. Prior to these awareness creating activities, although people died of HIV the cause of death was not identified. Increased access to ART drugs from the nearby towns has reduced mortality rates.

They attribute the success of the awareness raising activity to accurate targeting in intervention. They claim to be committed to all the interventions even if the NGO left the area, and said Mercy Corps has given them the knowledge and information they needed.

The members described the benefits of disclosing the HIV status in prevention and control of the transmission, requiring PLHIV to use condoms during every sexual contact. In addition, it will have a bearing on some of the traditional marriage practices such as wife inheritance.

The services, however, provided at the health facility are not comprehensive. A disclosure of one's status is not followed by proper care, treatment and follow-up, due to the unavailability of necessary drugs and laboratory facilities at the Health Centre. There is a need for ART drugs in the Health Centre. Currently, PLHIV travel long distances either to Awash or Gewane to get the services. Not only does the Health Center laboratory need critical equipment for PLHIV follow up, such as CD4 count but IGAs need more financial support to enable them to address the huge unmet needs. Moreover, there is a need for recreational centers since the youth spend most of their time in *Shisha* joints & *Khat* chewing houses, which contributes to spread of HIV.

FGD with community conversation group in Gedamaytu (May 16, 2012):

Established by Mercy Corps three months ago, the community conversation (CC) group has 45 all-female members including PLHIV. 22 members attended the discussion. Members are 18 years old and above. Mercy Corps facilitates all the resources needed for the CC. The group will eventually graduate and will cascade the discussion to other community members. Mekia Oumer, an urban HEW in Gedamaytu town, was trained by Mercy Corps (on PICT, community conversation and mobilization, and on MNCH) to facilitate a community conversation group every 15 days on HIV/AIDS prevention, care and support issues assisted by volunteer condom promotion and distribution committee members. The group members say they have received different trainings from Mercy Corps including community action cycle, condom promotion and distribution, AB promotion and linkage with other sectors including the legal institutions. Participants maintain the level of awareness on HIV/AIDS has significantly increased among the CC participants. As a result, there is an increase in the number of people utilizing the VCT services and are also supporting PLHIV. They also described the CC group as a means of sharing experiences, learning and socializing as well.

The fact that all the CC members are 18 years and above who might already have some kind of exposure, presents the problem of omission of a critical younger age group any work on primary prevention.

## **MNCH**

IR 2: Improved availability and quality of FP and MNCH health services, products and information

## Clean and safe delivery training

### **KII with Saad Abdi, Head, Communicable diseases prevention and control desk and MNCH focal person, Miesso Woreda, Shinile zone, Mullu town, and Abdulaziz Hussein, HEW supervisor, May 15, 2012:**

Mercy Corps is actively working with the health office, operating in six kebeles. The support from PLI II is in the area of MNCH including family planning and HTPs which has not been addressed by previous projects. Specific support given by the NGO include: establishment of MNCH committees in six Kebeles; training of HEW supervisors, Woreda Health office workers and Health Centre staff on supportive supervision; CHVs training, and development and provision of referral cards and reporting formats and registration book. Transportation of medical supplies from the regional office and distributing it further to the kebeles is also facilitated by the NGO.

The MNCH committee has 18 members which include the chairman of the kebele and the kebele's manager, religious leaders, clan leaders, women representatives, Traditional Birth Attendants (TBAs), Community Health Volunteers (CHVs) and Health Extension Workers (HEWs). The committee meets every two weeks and they have also succeeded to formulate bylaws on FGM and other MNCH issues, and is waiting for the final signatures from the respective government offices, i.e., women affairs office, the police, justice and the Woreda administration. Parents who get their female child circumcised face a fine of 1,000 birr while the circumciser will receive a 500 birr fine. If a woman delivers at home, she will receive a fine of 500 birr.

They report that the MNCH activities are effective and claim to have already seen results even before the bylaws are approved. HEWs are trained for one month on safe and clean delivery in Jijiga town and the TBAs were trained on institutional delivery for seven days. The training has helped to create demand for services and expecting mothers have begun coming to the health facility for ANC, delivery, and PNC. The key informants point out the government strategy for reducing maternal and child mortality also contributes to its success.

### **FGD with MNCH committee members**

The MNCH committees explained that among all the activities, abandoning the practice of FGM is challenging. Although girls and mothers are convinced about the negative consequences of FGM, the tradition that uncircumcised girls will not get married is one of the challenges still faced by the women. They maintain this long standing tradition with perceived roots in religion make positive outcomes in the short-run a challenge. The Imams and Sheiks are now teaching that this practice has nothing to do with religion. They also reported that there are 168 uncircumcised girls, 5 years and above, who are being followed by the committee.

MNCH is another area of intervention for the committee requiring expecting mothers to visit the health facility at least four times for ANC, and to deliver there. The continuum of care starting from onset of pregnancy until delivery and even beyond into the postnatal period has increased acceptance of the MNCH program. There are 73 users of ANC so far.

Misconceptions about family planning prevents women from using the services offered, making the program unsuccessful. FM is erroneously perceived to cause infertility, and bleeding which will prevent women from participating in religious rituals. FM is also believed to be against their religion. There are 10 users of the services so far, which is insignificant compared to the total population size of the woreda.

Religious leaders at different levels can use their influence in changing the attitudes of the community towards FGM. There is a need for more awareness-raising efforts among the population in general and among the influential religion and clan leaders in particular.

The widespread misconception on the use of family planning services needs to be dealt with. Religious leaders could also play their share by teaching the community that family planning is not against Islam. Involving men, who are influential figures at the household level, through awareness raising campaigns, and establishment of man-to-man support groups are crucial in the success towards family planning programs.

**KII with Abdi Ali, Head, Health Centre Mullu town, and Aden Mualim, midwife, May 15, 2012**

The head of the Health Centre reported that they were getting lots of support from Mercy Corps which include trainings on HCT/PICHT, PMTCT, supportive supervision, and community conversation; development and printing of referral cards, and transportation medical supplies from the region to the Woreda and various Kebeles.

The training is described to be the most valuable of all the support as it builds the capacity of the technical staff in the facility. The number of women coming for ANC, delivery, PNC and immunization is reported to have increased significantly.

**KII with Mihret Getachew, HIV/AIDS project officer and Nima Mohammed, MNCH community facilitator, Mercy Corps**

Mihret and Nima pointed out the linkages with other programs as MNCH and HIV/AIDS being cross-cutting issues and all members of the NRM committees, various cooperatives or CAHWs are acquainted with HIV/AIDS and health issues including HTPs. Moreover, there is an overlap among members of the different committee members.

Gender issues remain a challenge with men generally being against the use of family planning. In the case of FGM, a woman will not get married unless she is circumcised. Heavy workloads like fetching water or walking long distances to reach the market have caused ante-partum hemorrhage (APH) on the pregnant women.

Raising the awareness of the male partners in combating all these gender issues is critical.

Nima recalls her experience as a midwife in the health centre before she joined Mercy Corps. when no one was coming for ANC follow up, delivery and postnatal care. With the introduction of the PLI II project in the Woreda, the number of women coming to the health centre has significantly increased.

FGM is widely practiced in the communities during school breaks. During the last semester break of two weeks, no girl was circumcised, and the committee is also working hard to ensure compliance during the upcoming two-month summer break. This is attributed to involvement of religious leaders in teaching the community that FGM was not recommended by the Quran. A move from the more invasive type of circumcision to that of the less invasive, known as “Sunna”, is also reported. Although supportive supervision from the government is weak, they report demand for MNCH services are driven by increased awareness of the community.



Mihret added other than the HIV/AIDS activity initiated by Mercy Corps; none was planned by the Woreda Health Office.

The HIV/AIDS prevention and control program in the Woreda is mainly run by the NGO, and not by the government. More and more government involvement is crucial in sustaining the prevention effort. Experience sharing among the consortium members is something that needs to be encouraged. CARE is implementing PLI II 100 kms away from where Mercy Corps is and there is a lot to learn.

## **GEWANE, AFAR, CARE, MAY 17-19, 2012**

Gewane Woreda Office.

Yoje Mohamed, Woreda Administrator.

Asfaw Ayano: Disaster Prevention Preparedness Office (DPPO). 0921 11 64 64

Adnan Jemal: Gewane Woreda HAPCO, 0911 95 69 69

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CARE now works in 2 kebeles and will expand to a third soon, though their women's health program is small. The NGOs or International Agencies working in Gewane include: Afar Pastoralist Development Association (a local NGO), AMREF in the health field, FAO (a low-level presence, and Farm Africa (previously).

The DPPO gathers and sends rainfall information and livelihood conditions to the Afar Regional Disaster Office but receives no information in return. This office has had no contact with SC-UK in the last two years.

Prosopis causes many problems and clearing land of it for cultivation is highly laborious. Lacking a clear recommendation the infestation worsens. Prosopis invades the critical areas beside the river as well as the rangeland. Seven Kebeles are involved in charcoal production. Previously a cooperative collected various species of seed pods, buying them at 0.75 birr/kg and selling them to a feed factory in Nazaret for 1.5 birr/kg.

### **Strategy 1.2.2: Establish and protect key drought reserves**

#### **Activity: Create/ strengthen key drought reserve area**

Activity: Identify Natural Resource management units and institution (dheeda) Strengthening CI institution to define unit managers

and

Discussion with Gada leaders on Dheeda level NRM

#### **Activity: Control of Prosopis through clearing infested areas**

CARE Gewane works through the Community Development Committees (CDC) to implement Prosopis control and land reclamation for cultivation activities in Gelela-dura and Yigile kebeles. In some cases the CDCs had the CDF purchase required inputs for interventions and in another situation managed only the implementation of activities. CDC members come from local administration, government development offices such as DAs and HEWs, clan leaders and elders.

FGD: CDC Gelela-dura

Aden Seid is the chairman of Gelelea-dura CDC. The management committee of the CDC and beneficiaries participated in the FGD. The CDC, formed in 2009, has its own bank account.

According to the FGD participants Gelela-dura kebele is one of the kebeles in Gewane woreda infested by the invasive *Prosopis juliflora*. Herders and agropastoralists in this kebele lost their pastureland and farmland to *Prosopis* and they said the plant occupies their key grazing areas and prime farming land along the Awash River basin and the vast rangeland area away from the river. Every member of the kebele is directly affected by the *Prosopis* invasion.

The FGD indicated that the CDC worked with CARE to mobilize the community to clear and reclaim 200 ha of *Prosopis* along the Awash River basin to undertake irrigated crop and vegetable production. This was done through formation of groups of needy pastoralists selected using a participatory and transparent process involving the CDC, CARE and the community at large. For some of the groups, the CDC-developed community action plan (CAP) had funding from CARE, and from the Community Development Fund (CDF). The money was transferred to the CDC bank account and used to buy water pumps and fuel for irrigation. In this case it was the CDC that administered the fund and the implementation of the interventions i.e. *Prosopis* control and land reclamation. In another case the CDC worked directly with CARE to manage the implementations but did involve itself in the management of the fund that came from CARE or the NRM program. CARE did the purchasing of the irrigation equipments including the water pumps and the CDC monitored the beneficiaries/groups and implementation of the activity. The CDC received various trainings such as CAP development, *Prosopis* control/management, agronomic practices including post-harvest handling of crops, water pump maintenance, etc.

The FGD members indicated that it takes 3 to 4 months for one person to clear and prepare a hectare of land for cultivation. Reclaiming the lost land is a huge task requiring hard work. The FGD members mentioned that what they have achieved so far in clearing and planting 200 ha would not have been possible without the material and technical support from CARE and its partner LCRDO.

Dahan Duba, Hassan Nuhe and Mohammed Guro, all from Gelela-dura, were participants in the FGD who benefited from the intervention. They cleared and planted 2.5, 1.5 and 1.0 ha respectively and obtained substantial income that changed their food security situation. They also indicated that clearing and re-clearing *Prosopis* is excessively hard work, explaining that *Prosopis*, cleared in the morning visibly returns by evening. Though clearing may be tiresome and frustrating, that's forgotten when they see the fruit of your labor and their improved livelihood.

They, the CDC management, and the other FGD members are worried about the drying up of the Awash River area they had just reclaimed land and started cultivation. They indicated that they may lose what they gained from the intervention unless the issue of lost river water is addressed promptly.

The FGD members were asked their opinion regarding the size and location of *Prosopis* control and land reclamation activities and the impact on the overall management of *Prosopis* in their woreda. They indicated that clearing and reclamation of lost land to *Prosopis* was done along the Awash River in lands that are irrigable, and yet a small portion of the total land occupied by *Prosopis*. Unless more attention is given to the vast rangeland away from the river that has been taken over by *Prosopis* the current effort would not remain effective and sustainable management of *Prosopis* or its alternative uses. They suggested the development of permanent water points (boreholes) inside the vast rangeland to be used for irrigation of land that could be reclaimed.

The group was asked the economic benefit from their charcoal making. Below find the simple calculation they used with the help of the evaluation team, to find the cost-benefit of charcoal making:

- Charcoal obtained from a ha of land occupied by Prosopis = 1120 sack /ha
- Price of a sack of charcoal, in birr, during the wet season, 55 birr; dry season, 34 birr and an average of 45 birr.
- Total revenue obtained from a ha = 50,400 birr, from which they deducted labor cost, yielded about 15 birr/sack produced.
- Net profit 30 birr/ sack which is 33,600 birr/ha, on average.

With known but un-taught efficient and healthier charcoal technology they can make more money, perhaps by as much as 15% while reducing health risks generated by the traditional methods presently employed.

FGD: CDC Yigile

The outcomes of FGD at the Yigile CDC emerged essentially similar to the Gelela-dura CDC FGD. The deputy chairman of the Yigile CDC indicated they had cleared 100 ha over a two year period using support given by CARE through the CDF and the NRM program. The benefit obtained from this intervention, though positive, should encourage more beneficiaries to undertake clearing and cultivation.

## **SO2: Strengthen the lives and livelihoods of pastoralists and ex-pastoralist**

### **IR2.1: Strengthened Economic Opportunities for Pastoralists and Ex-pastoralists**

#### **Strategy 2.1.3: Improved sales and value of non-livestock products and services**

Activity: Mini- store Construction

Focus Group:

Dahwu Women's Income Generating Group: chaired by Zaineb Wari and started 2 years ago with 18 members. Prior to that, members had traded goats on an individual basis. After formation, they saved 150 birr each (at 10 birr per month). CARE's provided training and a direct grant of 30,000 birr to build and stock a shop which is now their main business. At one point they paid out a dividend of 220 birr each and still contribute 5 birr per month to the group. When they build up enough capital from operating the shop they will start using the money for individual trading without ending group business. The group also began haymaking by harvesting grasses from the open grazing land and from the Awash River basin. CARE provided them with tools and, in collaboration with the LCRDO, training in hay harvesting and conservation. Our meeting was cut short because one member had passed away this morning and the women needed to attend to arrangements.

## **IR 2: Improved availability and quality of FP and MNCH health services, products and information**

### **Clean and safe delivery training**

#### **FGD with mother-to-mother discussion group (May 18, 2012)**

Establishment of mother-to-mother discussion groups is one of the approaches used by CARE to raise awareness of women on MNCH including HTPs. There are ten such groups in the Woreda. The FGD was conducted in Yigile Kebele with ten participants. They are trained by CARE on the dangers of FGM. One of the women, a former circumciser, systematically described the consequences as follows: there

will be excessive bleeding followed by urinary retention problems; pain and difficulty during menstruation; pain during sexual intercourse following marriage, and difficulty of child birth. This clearly shows that the level of awareness is quite high. Circumcisers receive permission from the parents and would not be held responsible for any of the consequences that may follow, including possible deaths.

One of the changes in the Kebele following implementation of the PLI II health program is that the circumcisers who received the training have abandoned the practice. Although they had heard about FGM as “harmful” they did not understand the consequences prior to the training.

The fight against FGM is challenging because of its perceived religious backing and it is a deeply rooted long-standing tradition. The religious leaders at different levels have different levels of understanding on the harmfulness of FGM. Moreover, the tradition that girls who are uncircumcised will not be wanted by males who do not feel and actually experience the pain is another challenge. The significant achievement so far is mainly on changing the type of circumcision from the more invasive type to “Sunna,” which is less invasive, in lieu of abandoning the practice completely.

Involving the religious leaders at all levels will enhance the process of behavioral change and helps reach consensus to address the problem from its root. Men’s involvement is weak or non-existent. There is a felt need to establish men-to-men support groups to deal with the problem from a different angle.

#### **Discussion with Abdissa W/Yohannes, Team leader, CARE Gewane PLI II project**

Out of the ten Kebeles in Gewane Woreda, PLI II is being implemented in three Kebeles, namely Gelila Dura, Yigile and Bida.

CARE has trained 59 FP promoters of which 13 are males; trained health workers and conducted community-wide events in order to raise awareness. Men-to-men discussions have significant contribution in improving HH level decision making in FP use but the number of males trained and involved in promoting FP activities is few compared to their level of influence. As a result, following the mass campaign, out of the 799 who decided to use FP, only 69 have actually done so. Community-wide events require one-to-one counseling to reinforce the messaging.

Consultative meetings have been conducted with customary and religious leaders on the abolition of HTPs, and the leaders in turn facilitated anti-HTP campaigns. Working through the religious and customary leaders is a good approach in influencing adults. The project has also established anti-HTP clubs to influence the community through the youth. Involvement of the out-of-school youth is also important to increase coverage and bring about the desired level of change among the pastoralist community.

The project staff explained doing away with FGM has been the most successful. Seventeen circumcisers have abandoned the practice and hundred girls have been protected from being circumcised. Success is attributed to the coordinated efforts of Kebele administration, police, justice and the customary institutions.

HIV/AIDS prevention, care and support is another intervention within the health component. The IEC/BCC materials are well adapted to the local context, and posters (1,000), leaflets (10,000) and bill boards (2) have been posted, distributed or erected for the community. The posters and bill boards are designed for low literacy audiences. The leaflets, however, might not be a good way of addressing the pastoralist community considering their level of literacy, and might need to be limited to schools. More

investment is required on the audio-visual mass campaigns than leaflets. The CC groups make use of the traditional tea/coffee ceremonies which encourages participation with minimum cost.

The “Wegenihin Adin Association” in Meteka is an association of eight PLHIV. They own a shop with an initial capital of 30,000 birr provided from CARE but they have not been trained on new skills that will help them to add values. One of the members of the association remembers the time when people refused to drink the coffee she prepared, and would not eat or drink with them. Now, as the result of the awareness campaign, they have got social acceptance. The shop also serves as a condom distribution outlet.

## ANNEX G: DOCUMENTS REVIEWED

### USAID Documents

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PLI II Consortium. Semi-Annual Report: October 2011-March 2012. Activities accomplished through 2009-2011 and 2012 Plan Vs achievement

PLI II Consortium. Activities planned and accomplished 2009-March 2012 and remaining targets (Summary)

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## ANNEX H: DRAFT CASE STUDIES

*In preparation – being submitted separately.*

ANNEX I: STATEMENTS ON CONFLICT OF INTEREST

## ANNEX J: STATEMENT OF DIFFERENCES

*For this Draft Report, as requested, we have attached the Mission feedback on the Summary provided at the debriefing for the Mission.*

## EXECUTIVE SUMMARY

Phase II of the Pastoral Livelihoods Initiative (PLI II) is a four-year project, begun in May 2009, whose objective is to improve and strengthen the lives and livelihoods of approximately 205,000 pastoralists and ex-pastoralists living in 15 woredas [districts] in lowlands areas of Ethiopia's Oromia, Somali, and Afar Regional States. This \$15.9 million project is being implemented under a cooperative agreement by a consortium led by Save the Children U.S. and comprised also of CARE, Save the Children UK, Mercy Corps, and the International Rescue Committee. PLI II's interventions include: approaches to improved community-based natural resource management, improving the ability of pastoralists to gain more economic value from their livestock, helping pastoralists and ex-pastoralists expand their ability to generate income, improving the effectiveness of early warning systems, selected MNCH and HIV/AIDS interventions, improving the ability to provide food and water to people and animals during drought, and making use of "Crisis Modifiers" [CM, specific interventions such as destocking] to address household needs in time of drought. Each consortium member is responsible for implementing a range of interventions in assigned woredas.

In March 2012, USAID/Ethiopia contracted IBTCI via a task order through the Evaluation Services IQC to field a team of four professionals – two American and two Ethiopian – plus administrative support to evaluate the progress of PLI II towards achieving its goals and to make recommendations for consideration during the final year of the project. IBTCI ~~will was~~ also tasked to prepare household level case studies/success stories presenting examples of PLI II activities in key themes.

Between March 24 and June 5, 2012, Gilles Stockton, Team Leader, John McMillin, Early Warning Specialist, Solomon Desta, Natural Resource Management Specialist, and Alemneh Tadele and Mesfin Beyero, Health Specialists conducted a two-stage evaluation of PLI II activities in five of the 15 woredas supported by PLI II (March 25-April 15, Yabello and Liben woredas in Oromia and May 4-20, Kebrebeyah in Somali, Mullo/Miesso in Oromia, and Gewane in Afar). (Due to health reasons, Dr. Mesfin replaced Ato Alemneh after Phase I.) In addition to review of project documents and relevant literature on issues associated with Ethiopian pastoralists, agro-pastoralists, and ex-pastoralists, the major methods were interviews with USAID and PLI II staff; Government of Ethiopia (GOE) officials in relevant ministries and bureaus at the national, regional, and woredas level; traditional leaders, members of local and community-based organizations; beneficiaries; and other stakeholders. The team also conducted 26 focus groups with beneficiaries on themes of: Impact of the Crisis Modifiers, Natural Resource Management; Income Generation; and Maternal, Newborn, and Child Health (MNCH) and HIV. ---households level cases studies were also conducted on---, ----, ----- and----.

The main evaluation questions included (i) How effective is the project in achieving set objectives and anticipated results; (ii) How is the project's approach and methodology designed to achieve project objectives?; and (iii) How effective is PLI II's management structure, consortium relationships and staff composition? Refer to the SOW attached as Annex---- for details of the evaluation questions.

### MAJOR FINDINGS

#### Overarching Findings

- **Until recently, PLI II has functioned more as an association of implementers than as a true consortium. What does it mean by association?**

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**At least as seen in the woredas visited, the partners conducted PLI II activities using the same approaches as they conducted other activities, with VERY little sharing of information. Through out the implementation time of PLI II: 14 quarterly coordination meetings, 10 project technical staff steering meetings and 5 bi annual consortium partners meetings were organized. So, it is not clear if lack information sharing is the real reason for not learning from each other?**

- **PLI II as a whole and, to the extent that could be determined from site visits and records, most partners delivered most services at a satisfactory level although with the exception of the skills development for the Community Veterinary Health Workers it's not clear that much institutionalization is likely to have taken place. Ambiguous statement, not clear how the success of institutionalization is measured.**
- **The Implementing Partners (IPs) have strong and positive relationships with government officials, who were particularly complimentary of efforts implemented under the "crisis modifier" mechanism. What about their opinion on the other project components?**
- **The stated purpose of PLI-II: Pastoralists and ex-pastoralists in Somali, Oromia and Afar Regions demonstrate increased resilience to shocks and secure more sustainable livelihoods. All communities visited were agro-pastoralist with the exception of one community that was predominantly pastoralist. Only within the health-related programming were ex-pastoralists served. Does this mean that there were pastoralists in the areas who were supposed to be targeted and not targeted because of poor targeting or the objective it self was wrong because there are no pastoralists in the targeted areas? It would be good if the evaluators give their assessment as to how the project was successful in attaining the purpose?**

#### Specific Evaluation Questions

How effective is the project in achieving set objectives and anticipated results?

- How is the project progressing against planned objectives as embedded in the M&E plan?

First, we should mention that we realize that not all activities are equally important and also that we fully realize that changing circumstances can make some activities originally contemplated moot, irrelevant, and/or impossible to carry out for reasons beyond the implementer's control.

That said, while a significant number of activities met or exceeded their Life-of-Project (LOP) targets, as documented in the Quarterly Report for the period ending March 2012, about the same number of activities had satisfied 25% or less of their targets. (There are some 300+ activities. To avoid implying false equivalencies among planned activities, which, as noted, may be very different in significance, we are not presenting numeric values.) Nothing was said how the project was successful in attaining the planned objectives in M&E plan?

- How effective is the project in linking the livelihoods to other sectors such as HIV/AIDS, conflict and health activities?

Livelihoods (income-generating activities) have been helpful in providing support to people living with HIV/AIDS (PLWHA), both in terms of providing economic and psychosocial support; they also serve as a stigma-free locus for distribution of condoms. Work with livestock-related livelihoods, augmented by the CM, has played a critical role in long-term peacebuilding among different groups in the Mullo-Miesso area. It is not clear to what extent livelihoods has played a role in support of health, other than as a means of enabling households to obtain nutrition to prevent or mitigate the onset of health problems. [What approaches/methodologies were used by the project to integrate HIV/AIDS and health activities into PLI II livelihood activities is not explained, strength and weaknesses of the approach/methodologies not reviewed](#)

- How effective is the “crisis modifier” mechanism in protecting development gains from risks and/or localized crises?

The Crisis Modifier (CM) is the most appreciated aspect of the PLI II project. Even though the evaluation team has not been provided with actual “cost–benefit” analyses of the various “crisis modifier” interventions implemented by the PLI II partners, the apparent benefits compared to the apparent costs seem in general to be positive. [The evaluation team was provided with Impact assessment reports which had cost benefit analysis information, please refer the reports and revise your recommendations. Estimated Benefit-cost ratio for commercial destocking of 2006 drought response through crisis modifier was = 41:1](#)

HOWEVER, given that the team does have some questions as to how “development gains” are defined, it is not clear that in many instances there were development gains to be protected. The crisis modifier has been used as a mechanism to deliver services to vulnerable communities and has been used effectively and appropriately to do so, the communities benefitting from the CM are not necessarily the communities receiving economic/livelihoods or other development assistance, at least not by PLI II partners. [What proportion of the crisis modifier beneficiaries were non PLI II beneficiaries to reach into this conclusion?](#)

A noteworthy exception to this, however, was the use by Mercy Corps of the Crisis Modifier as a highly effective way of supporting its core activity of inter-group peacebuilding and conflict reduction/prevention in Afar and surrounding areas.

- **What has not been achieved and why?**

The most important element that has not been achieved has been the anticipated synergies that the PLI II partners were expected to bring to the project. Each partner has a strong track record of overall strengths plus strengths in particular thematic areas, but in general there has been little diffusion and cross-fertilization of skills and approaches across the PLI II consortium as a whole. To appearances, each partner seems to be implementing PLI II activities in the woredas assigned to it generally using their own organizational approaches and in isolation from the ways that its counterpart partners are implementing the same activities in their own woredas. [In the main report activities which were implemented with different approaches and weaknesses & strengthes of these different approaches needs to be discussed well for future learning.](#)



Associated with this overall issue is the lack of information sharing across partners, and sometimes it appears that a partner lacks information as to potential approaches to PLI II activities even from its own institutional memory. [Good to indicate examples](#)

We know that for quite a long time from the inception of the PLI II project there was weak or negligible project leadership and that many of the structures that would normally be associated with a complex project like PLI II, such as Technical Working Groups, only got started, realistically, less than a year ago. From discussions with management staff of the implementing partners (IPs), it appears that there is now solid intent plus plans to make up as much ground as possible.

- **How effective is the project in mainstreaming gender issues and addressing the needs of vulnerable households?**

Women appear to be the primary beneficiaries of the PLI II interventions. Most of the income generating groups visited were all or predominately women's organizations. Cereal banking efforts were predominately by women's groups. Household level enclosures and fodder production efforts are mainly for the benefit of the women and their household livestock. Women heads of households tended to constitute about 20 percent of the livestock supplementary feeding programs. In the health areas, women are by definition the primary beneficiaries of Maternal, Newborn, and Child Health (MNCH) interventions, and women are unfortunately well represented among the HIV/AIDS groupings receiving PLI II sponsored services. All and all, the evaluation team feels that gender equity is well represented by the PLI II partners. [Are their differences in mainstreaming gender among the IP which could be mentioned as lessons. What about gender mainstreaming in other core activities such as community based animal health service, water development, etc?](#)

Whether the program addresses the needs of the most vulnerable households is harder for the evaluation team to assess because the IPs did not have meaningful control over who was selected as beneficiaries. [So, how is targeting done and by whom?](#)

- **How sustainable are the project interventions?**

Pastoral communities are rapidly evolving in response to economic pressures and opportunities. Most of the interventions implemented by the PLI II partners fit very well into the range of activities the pastoralists are themselves attempting. Primarily this includes efforts at agro-pastoralism, reducing vulnerability by cutting and storing fodder, and engaging in market-type economic activities. PLI II is engaged in all of these broad areas of economic endeavors. However, the evaluation team in general is critical of the intellectual "rigor" of these efforts and concerned if PLI II is leading or simply following. [It is not clear what intellectual rigour means.](#)

Local "sustainability" will depend on the extent of future droughts or crises and the nature of the intervention. Most of the Natural Resource Management interventions should remain sustainable regardless of the extent of a drought, and assuming that they are able to remain on their current paths, the Community Animal Health Worker (CAHW) and veterinary pharmacies should remain sustainable (although subsidies for the drugs, paid for by someone, will still be needed). Income-generating activities and cereal banking should be able to be sustainable, although greater attention is needed to developing the skills of the incipient entrepreneurs. The sustainability of early warning

systems will depend to no small degree on the extent to which the Government of Ethiopia (GOE) is willing to support them([how?](#)). With respect to the livestock-related crisis modifiers, sustainability will likely depend on the ability of communities and/or government to support them, and this will depend greatly on the extent of the crisis. [What will be the role of the private sector? \(Traders, feed processors, banks, cooperative, etc\) to sustain the crisis modifier activities?.](#)

### **How is the project's approach and methodology designed to achieve project objectives?**

- How effective is the institutional arrangement and working relationship among implementing partners and between implementing partners and outside partners such as Government of Ethiopia (GOE), NGOs and the private sector?

The evaluation team received no negative feedback from any level of the government institutions consulted. Government offices were particularly complimentary of efforts implemented under the “crisis modifier” mechanism. In two of the Woredas visited (Meisso/Mulu and Gewane) the PLI II partners were virtually the only NGO present. In two other Woredas (Yabello and Liben) the PLI II partners had by far the greatest reach and capability of any of the NGOs working in the woreda. To our observation, PLI II staff were respected by government officials and in return showed respect for government's role in guiding and coordinating NGO activities.

Please see comments above as to working relationships among implementing partners.

- Are institutional arrangements, especially the innovative use of a “Learning Institution” between partners, effective, and did they accomplish the goals of program learning, quality, documentation and policy development? Why and how?

In general learning opportunities and the sharing of experience has been severely limited within the PLI II partnership. Even across different woredas being served by the same implementing partner, there often seems to be little sharing of information.

Only now, after nearly three years of operation, are the technical working groups convening, too late to materially affect the design of interventions. Best practices or common approaches to what should be well known implementation methodologies seem to be generally lacking. This failure to follow through on the “learning aspects” of the program is puzzling because in the Cooperative Agreement the consortium was very explicit as to how it proposed to address learning and knowledge sharing. We understand that at least in the area of income-generating activities, PLI II has already been making efforts to strengthen and harmonize its knowledge and skills base and to effect dissemination to its partners.

- What institutional arrangement did implementing partners make to ensure sustainability of the project's results/impacts?

Further analysis is needed to determine this. The training and fielding of CAHW and the series of Elders Council “Reflection Meetings” seem to have strong potential for becoming institutionalized. [What about the effort made to institutionalize the early warning system in the government bureaus in Somali and Afar? The report should give sufficient analysis of this effort to see readiness of the bureaus to take over the activities. This section should also look into other institutions sustainability e.g. marketing cooperatives, IGGs, etc](#)

## How effective is PLI II's management?

- How effective is PLI II's management structure, consortium relationships and staff composition in terms of (i) Resource planning process? (ii) Communication and coordination (iii) M&E procedures and standards; and (iv) The overall project management environment?

It is clear that the PLI II Consortium initially had considerable administrative difficulties. Consortium partners feel that those difficulties have been overcome and the flow of information and the coordination of necessary activities are now working well. However, it has taken nearly two years to smooth out the administrative procedures and PLI II has only one year left to its funding. This difficulty in establishing clear and smoothly operating administrative procedures is not unique to the PLI II consortium as its predecessor consortia (PLI I and ELMT/ELSE) had similar growing pains. [No observations on the resource planning and use including key personnel use across the consortium, M&E procedures and standards.](#)

## Findings by Thematic Area – “What Works and What Doesn’t”

### Crisis Modifiers

- While PLI II's Crisis Modifiers play a very valuable role in protecting livelihoods and, as a result, very often lives (e.g., through saving the lives of cows, which provided milk for infants), as implemented they very often diverted personnel from continuing project development activities in one community to starting new activities in new communities. [Crisis modifier budget use is triggered when emergency is declared. During emergency implementation of the regular development activities is less likely. That is why the project adopted the drought cycle management approach to shift focus of implementation to emergency response. The observation should be revised based on this concept.](#)
- It is not clear how communities were selected to receive one or more crisis modifiers. [There is clear selection criteria developed to target HHs for CM support jointly developed with the community members. Once the criteria are developed targeting will be done by community leader's in participatory manner?](#)
- Aside from humanitarian considerations, all of the interventions under the crisis modifier are essentially economic decisions that should have been entered into on the basis of economic cost/benefit analyses. [Refer to Tufts Impact Assessment reports which included indicative CBAs.](#)
- It's not clear whether community members were empowered to provide their own input as to which modifiers they felt were most appropriate for their needs. [Is there evidence that some CM activities were not community needs?](#)
- [Different approaches were used in the CM implementation: e.g. voucher based animal health service, supplementary feeding transportation subsidy, commercial destocking through cooperatives and traders, etc. the evaluation should compare these different approaches \(from reports & field level info\) and come up with lessons which once worked and which once doesn't?](#)

### Income Generation

- The PLI II cooperative agreement called for the consortium to draw on CARE's documented experience from PLI I to help establish viable income-generating groups and also to provide basic literacy as a precursor to helping beneficiaries gain access to other training. This did not happen regularly or systematically. However, we understand that PLI II has already taken steps to strengthen this.
- PLI II promoted the use of a highly limited toolbox of income-generating activities, even though several, at the least, of the implementing partners have or should have an institutional memory of the use of a range of income-generating activities to help communities in Ethiopia support highly disadvantaged populations.
- How many IGGs were established? How successful were the IGGs (level of profit and benefit obtained to communities and members)? Why some are successful and others not successful, lessons (weaknesses and strengths);

### Animal Health

- The model that PLI II is using to field CAWHs seems to be working and seems likely to be institutionalized.
- What are exiting challenges to be addressed to further strengthen CAHWs approach? How to address them?

### Natural Resource Management (NRM)

- Thousands of hectares of drought reserve areas have been rehabilitated, and thousands of hectares of new drought reserve areas are being established.
- Selective bush-thinning, prescribed use of fire, and hay-making provide both economic and ecological benefits.
- There has been little attention paid to the need to prevent or reverse the degradation of rangeland outside enclosures and reserves. The enclosure areas are being increased from time to time including additional areas from the communia grazing areas? The process should be gradual as these require resources. What new suggetions can be forwarded?
- Partners should identify and harmonize the most appropriate modalities for enclosures development defining: purpose, size, location, number/unit area, ownership, etc. and set criteria or guidelines. Were not these issues addressed in the PNRM plan done under SCUS as model for the consortium?
- 
- The effort so far made to promote and institutionalize Participatory Natural Resource Management (PNRM) approach is encouraging but PLI II may not have sufficient time to complete the Participatory NRM steps, let alone to institutionalize them.
- Working through Community-Based Organizations such as the Oromia Pastoral Association (OPA) to integrate NRM and other interventions into traditional structure/systems is innovative, but a key issue will be how to sustain funding support to the CBO.
- There are inconsistencies in the mechanisms used to obtain the participation of community members in performing the same types of activities, with "cash-for-work" being used sometimes and at other times an expectation that community members will volunteer their services. Will be good to mention weather the inconsistency is by partners in different places or implimantation time (regular and emergency/recovery time) in the same place?

- While CARE has been working to clear Prosopis-infested land and Mercy Corps has been piloting drip irrigation, the scale of the interventions is too small to have any major impact, and it is questionable how sustainable the current efforts would be after the end of PLI II. This is not clear? Land cleared from Prosopis is assumed to be sustainably managed by individuals who are cultivating the cleared land (which is the experience so far), individuals who benefited from the DI also assumed to continue the operation because they have the infrastructure. Will be good to elaborate why sustainability is questioned?

**Early Warning** This component lack information on what has worked and what has not, and why based on the PLI II plan of institutionalizing EWS into Afar and Somali regions Disaster Prevention and Food security Bureaus.

- The failure to support early warning systems adequately can readily lead to the inability of government agencies to forecast crises and make appropriate plans and to alert the public and humanitarian assistance groups to the status and timing of impending crises and to prognoses for ongoing ones. (this is general statement)
- The Government of Ethiopia has an increasing shortage of personnel with adequate training in early warning, but will have an increased need for such personnel. Kind of recommendation for future doesn't go under this topic-what worked and what hasn't worked.

### **Family Planning/Reproductive Health/Maternal, Newborn, and Child Health (FP/RH/MNCH)**

- The FP/RH sessions in the woredas that the team visited serve large populations.
- Greater efforts need to be made to reach out-of-school youth, who, by definition, are not reached by school clubs.
- Men-to-men and women-to-women conversation groups work effectively in promoting MNCH.
- Income-generating activities improve the potential of women to provide better nutrition for their children, thereby preventing or mitigating potential illnesses, and make it more possible for households to fund medical care if needed.

### **HIV/AIDS**

- The HIV/AIDS issues should come out clearly and inform the planning of the coming season.
- project progressing against planned objectives
- To what extent the HIV/AIDs activities particularly the PMTCT has played a role in what is intended for. One example may be the demand creation and referrals acted up on for ANC/PMTCT services at the nearby service delivery points.
- PLI II partners fail to adequately integrate “best practices” from previous projects such as the multifaceted PC3 program of support for OVC.
- A lack of strategies and effort hamper premarital testing for HIV/AIDS, particularly important for pastoralists who practice re-marriage of widows.
- Income-generating activities provide PLWHA with economic and psychosocial support; they also serve as a stigma-free locus for distribution of condoms.

### **MAJOR RECOMMENDATIONS**

A number of recommendations are inherent in the findings. Because of the number of major recommendations related to Natural Resource Management, we have separated them from the other recommendations.

## General

- While inherently relief (e.g., through the CM) is one aspect of PLI II, it is important for implementers of projects like PLI II to keep in mind that the key objective of similar projects is to create resiliency among its target audiences, a function of development, and to limit the potential for dependency. [Provide some suggestions how the relief interventions could be more development oriented?](#)
- While we understand that USAID did make early and ongoing efforts to get PLI II management functional (and while we have no knowledge of internal discussions), and while we understand the constraints of a cooperative agreement, perhaps earlier intensive efforts could have forestalled some of the issues of lack of direction and lack of coordination.
- In designing and implementing interventions, people should keep in mind that the categories of pastoralist, agro-pastoralist, and ex-pastoralist form a continuum, with people moving along it, in and out of different categories as circumstances and personal wishes dictate. [Was there evidence that the project neglected the need of the different occupation groups because of the design limitations?](#)
- MUCH more sharing of information about effective approaches to common situations needs to take place, and PLI II implementers should also look within their own organizations for suggestions. This applies to component and activity after component and activity.
- Even in a relief situation, where there are many people in need and limited resources, targeting is important, communities should be engaged in advising on their own priorities, and they should be encouraged to make tangible (even if not necessarily monetary) contributions to support their own relief and resiliency.
  - Partners should endeavor to determine why a particular community may have been recommended for support, especially if it is a community with which the partner has limited if any prior experience, and they should also endeavor to determine what criteria, if any, community leaders or comparable are using to select particular beneficiaries or types of beneficiaries. [The process of CM implementation follow the EW recommendation, approval of the consortium crisis modifier committee, and final approval of the USAID/OFDA technical staff to make sure there is real need and appropriate targeting?](#)
- For most types of PLI II-types of interventions, it would be highly desirable to conduct cost-benefit analyses prior to implementation and, at a minimum, afterwards.
- It would be useful for PLI II to develop and disseminate a toolkit for use in helping to establish and support income-generating groups and similar activities. We understand that work on this is now under way.
- [To improve the ability of the Government of Ethiopia and its partners to forecast and plan for crises, support for funding of early warning systems should be restored and the capacity of the GOE to collect, analyze, and disseminate data and forecasts should be strengthened. There is on going effort at the federal \(LIU\) and regional level \(PLI I and then II\) to build the capacity of government to institutionalize EWS. Would have been good if the recommendation is specific, critically reviewing the level of capacity building being carried out.](#)
- The allocation of resources to disseminate health-related information should take into account the fact that many people, particularly women, are illiterate.
- Special and added attention needs to be paid to getting accurate health-related information to out-of-school youth.
- While increasing number of women are making use of ante-natal care, their ability to have their babies in a health facility is limited by the possibility that a facility will not be adequately equipped

and/or will be overcrowded and/or by the fact that it may be too distant for her to travel to safely. In addition to upgrading facilities, it could be useful to establish guest houses or tukuls where women with high-risk pregnancies could stay for several days while waiting for their babies to be born.

## Natural Resource Management (NRM)

- While the creation of enclosures can be highly beneficial for the land inside, it is important also to keep in mind the importance of preventing or reversing the degradation of rangelands *outside* the enclosures. [How this could be done? Any suggestions-e.g. Continue expanding the enclosures, any new ideas?](#)
- Issues of equity must also be kept in mind in the creation and use of enclosures. [Under PLI II communities already addressing equity issue on range land enclosures. Harvesting hay and distributing to all HHs equally so that those who doesn't have large number of live stock will sell the hay \(refer to reports\)](#)
- Given changes in ecological and other conditions of rangeland, PLI II should reconsider how appropriate the use of controlled burn is currently.
- PLI II partners should support and implement the [regulation and](#) guidelines for Prosopis control issued by the Afar regional state.
- PLI II should develop strategies to inventory rangelands, including enclosures, for better NRM and broader development planning, making use of GIS, if possible, to document interventions. PLI II should also conduct or commission a socio-ecological assessment to identify the trends and implications of changes in NRM and land use in its target regions.
- PLI II should recommend appropriate technology and agronomic packages for Drip Irrigation and irrigated farming of Prosopis reclaimed land. [What about market linkage for inputs and outputs?](#)
- There is a need for continuous research to look for more options, including biological options, to control Prosopis invasion in Afar and other rangeland areas and invasion of *Acacia drypanalobium* in Borana rangeland and alternative but sustainable type of land use for reclaimed land.
- PLI II should encourage the adoption and institutionalization of the PNRM approach. In conjunction with this, it should study the Issa pastoral production system, including existing traditional institution/structures to manage natural resources to guide appropriate NRM intervention. [Is there peculiar observation about the Issa pastoral production system on NRM?](#)
- PLI II partners should support government initiatives to rearrange villages in the Borana and Guji zones of Oromia and the watershed-based development plans in the two zones.