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EVALUATION

Mid-Term Performance Evaluation of the Pastoral Livelihoods Initiative Phase II (PLI II) 663-A-00-09-00413-00

August 30, 2012

This report was prepared for USAID/Ethiopia by Gilles Stockton, John McMillin, Solomon Desta, Mesfin Beyero, and Alemneh Tadele under Evaluation Services IQC task order AID-663-TO-12-00005 awarded to International Business and Technical Consultants, Inc. (IBTCI). The authors' views expressed in this report do not necessarily reflect the views of the United States Agency for International Development or the United States Government. .

Cover photo by Mesfin Beyero - Community Conversation Group, Miesso/Mullu Woreda

MID-TERM PERFORMANCE EVALUATION OF THE PASTORAL LIVELIHOODS INITIATIVE PHASE II (PLI II)

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FINAL REPORT

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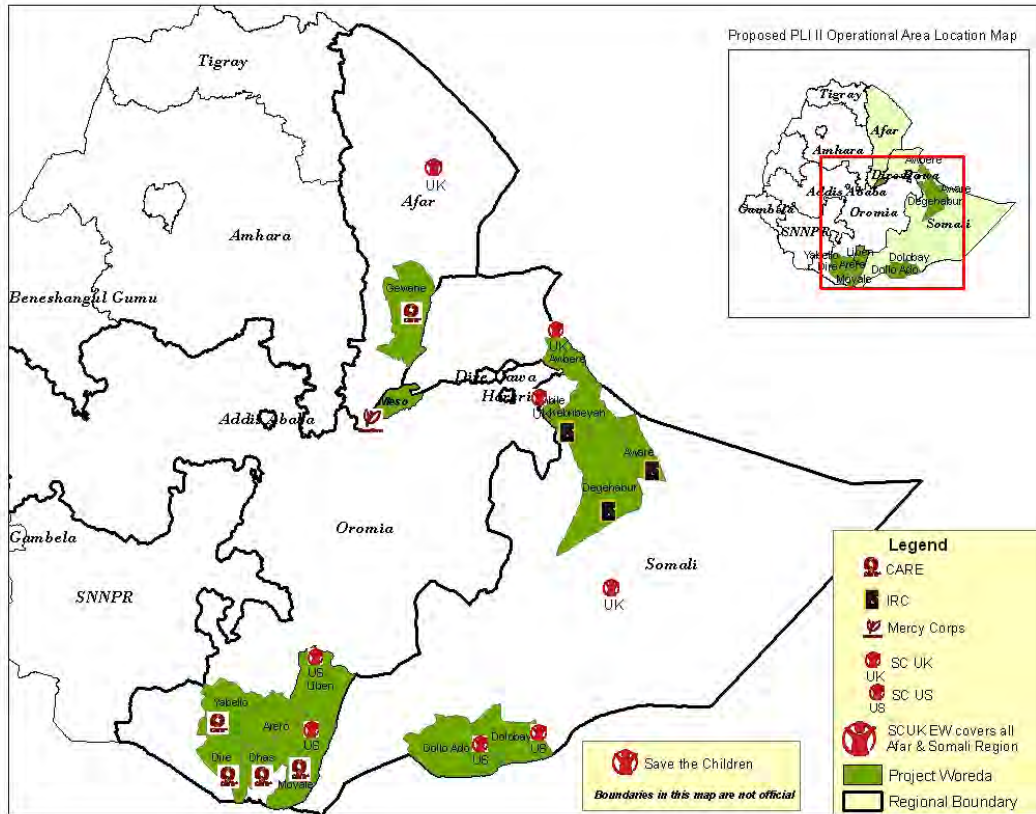
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MAP OF PLI II TARGET WOREDAS



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
DPFSCPCO	Afar Disaster Prevention and Food Security Programmes Coordination Office
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
PMTCT	Prevention of Mother-to-Child Transmission (of HIV)
PEPFAR	President's Emergency Plan for AIDS Relief
PLWHA	Person Living with HIV/AIDS
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 of livestock] 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 International Business and Technical Consultants, Inc. (IBTCI) to field a team of four professionals – two American (Gilles Stockton, Team Leader and John McMillin, Early Warning Specialist) and two Ethiopian (Solomon Desta, Natural Resource Management Specialist, and Alemneh Tadele, who had to withdraw for health reasons, and Mesfin Beyero, Health Specialist) – 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 through a referral system. Between March 24 and June 5, 2012, with some subsequent follow-up work, the team 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). 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 139 individuals. The team also conducted 30 focus group discussions (at least four 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 were: (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 findings of this evaluation are based primarily on the evidence-based observations and interviews/focus groups that the members of the evaluation team conducted during their time in-country informed by review of materials, most particularly the narrative Annual Project Reports for FY 2011 and the Semi-annual Project Report for the first half of FY 2012 and the quantitative Planned vs. Achieved tables for these periods.

The Overarching Findings were:

- Until late 2011 and to some extent until the time of the evaluation, PLI II has functioned more as an association of implementers doing similar activities than a consortium implementing an integrated program. While the senior management of PLI II and of its IPs have been holding project meetings and have also been participating in the periodic implementer roundtables convened by the governments of the Oromia and the Somali regional states, the partners have mostly conducted PLI II activities using the same approaches as they conducted activities for their other projects. The team found little evidence of 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 most partners delivered most services at a satisfactory level. However, with the exception of the skills development for the Community Animal Health Workers and transformation of some income-generating groups into cooperatives, relatively little formal institutionalization appears to have taken place. Furthermore, although valuable work in the area of Natural Resource Management is being done through a participatory approach with clan elders and government officials, an extremely important aspect of the strengthening of customary institutions (CI), which may become institutionalized, it is highly unlikely that important final stages can be accomplished before the end of the project.
- Some health-related activities did not begin until 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. Nonetheless, it is probable that most of the major targets for this area of intervention will be missed.
- 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 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. Residents of almost all communities that the team visited were agro-pastoralists rather than strict pastoralists or ex-pastoralist, a factor which reflects, we believe, changes in lifestyles much more than a possible sampling artifact. Therefore, USAID/Ethiopia should consider whether its programming adequately and appropriately reflects the evolving 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 SOW's three specific evaluation questions, with multiple sub-questions, were:

- 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?**

- 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, some aspects of EWS capacity-building, and prescribed burning off of pastures were targets exceeded. With respect to cereal banking, 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 in business skills, marketing, and related activities for cereal banks, women’s income-generating groups, and Livestock Marketing Groups (LMGs), are well below targets, which with respect to the women’s groups are too low for the need.
- If one ignores double-counting from the reality that some beneficiaries received support under more than one Crisis Modifier (CM), then based on our assessment approximately 30% of the PLI II target population of 205,000 persons have received assistance under the CM to date. PLI II estimates that by the end of the project at least half of the target groups will have received CM assistance. (It should be kept in mind that CM assistance is provided only when a crisis has been declared.)

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 (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 peace-building among different groups in the Mullu/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. The apparent benefits of the CM compared to the apparent costs seem in general to be positive.

As a mechanism to deliver services to vulnerable communities, the CM has definitely been used effectively and appropriately. It can, indeed, be said that the CM has also served to protect “development gains” to a number of communities beyond those initially targeted.

A particularly noteworthy example of a development-oriented use of the CM 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/Mullu and surrounding areas.

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. From discussions with IP staff at various sites and with others familiar with woreda-level implementation, it appears that each partner is implementing various types of PLI II activities in isolation from the ways that other partners are implementing similar activities.

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. As just one example, income-generating groups for People Living with HIV/AIDS (PLWHA) in Miesso/Mullu and Gewane could benefit from information-sharing.

From project reports and interviews, it appears 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 most Technical Working Groups, had their effective beginnings less than a year ago. From discussions with management staff of the implementing partners (IPs), credible plans are now in place to make up as much ground as possible, and, based on data provided, in a number of areas tangible results have been accomplished.

Work in Natural Resource Management has not gone as quickly as planned. This is due in part to delays in the ability to get government engaged in Participatory Natural Resource Management and in part by changes in management staff and the need for newly assigned personnel to get up to speed. Also, various 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 heads of households constituted about 20 percent of the beneficiaries of the livestock supplementary feeding programs. Women are by definition the primary beneficiaries of Maternal, Newborn, and Child Health (MNCH) interventions, and women are well represented among the HIV/AIDS groupings receiving PLI II sponsored services. 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. In addition to these activities, PLI II has also been implementing supports for physical infrastructure (e.g., water) and human and animal health. However, the evaluation team concludes that the overall level of actual impact of these efforts may be rather limited, and 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.

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 because 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 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 while PLI II has been providing financial support to some groups, such as the Dado PLWHA group in Yabello, which plans to provide individual members with loans at 5% interest for their own income-generating activities, credit mechanisms are not yet a realistically 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 ?

From interviews and from the minutes of the periodic partners meetings convened by the governments of Oromia and Somali, PLI II and its partners have effective working relationships with other stakeholder entities. 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 woredas visited (Miesso/Mullu and Gewane) the PLI II partners were virtually the only NGOs 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.

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 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 not clear what the resource planning process actually was since each of the partners would have been allocated its own budgets and responsibilities as part of the proposal development process and the subsequent overall cooperative agreement. Aside from other drawbacks, the use of the consortium mechanism does allow for the rapid deployment of CM funds to localities within the three target regional states where they might be needed.

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.

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. The M&E system is adequate and appropriate, but, except for MNCH, it will be hampered by the lack of project baseline information. The main concern is in having partners make use of a harmonized M&E system, in which, for example, the same activities use the same language for indicators, regardless of which IP happens to be implementing them. This last issue is related to the whole coordination problem stated above.

MAJOR 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 consortium structure as a USAID administrative style for a project such as PLI II, in which different IPs are implementing highly similar, if not identical, interventions but in different areas, should be reconsidered. Many of 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 or the inter-partner periodic meetings convened by the regional state governments. 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.
- Much more sharing of information as to technical approaches is needed.
- 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.
- IPs should continue efforts to support Participatory Natural Resource Management (PNRM) because it 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.
- 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, the use of controlled burning for rangeland management in the Borana should be periodically re-examined.
- 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.
- While inherently livestock marketing and retail trade are likely to be the dominant forms of income-generating activities, PLI II should augment its toolkit of proposed income-generating activities to include additional types of activities.
- PLI II partners should increase the level of training to members of Income Generating Groups in literacy, numeracy, and marketing/management skills and establish clear goals to measure success in capacity growth.
- PLI II partners need to explore ways to provide Income Generating Groups access to credit.
- The system of fee-for-service Community Animal Health Workers (CAHWs) and private sector vendors of veterinary pharmaceuticals should be continued and expanded.

- 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 continued and the capacity of the GOE to collect, analyze, and disseminate data and forecasts should be strengthened.
- The current method of disseminating early warning notices by e-mail is not working. GOE and PLI II should develop and implement methods to disseminate print versions of early warning notices that are in Amharic, Afar, Oromifa, and Somali. (Because of the differences in audiences, perceived urgencies, and content, use of print to disseminate Early Warning Notices would not likely be subject to the same concerns as to literacy as other public information campaigns might be.) A possible approach is to send updates designed for use by pastoralists and agro-pastoralists to woreda early warning committees and the Community Development Committees in each woreda (in Afar, the cluster Community Data Collectors). This can be done in conjunction with obtaining the community-level early warning information now being collected.
- 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 PLWHA, both as a means of providing economic and psycho-social support to PLWHA and also because they have proven to be a stigma-free modality for condom distribution.
- For health promotion, PLI II should consider reallocating resources more to modalities that do not assume literacy because, given the high rate of illiteracy among pastoralists and agro-pastoralists, especially women, 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 can stay prior to giving birth in order to reduce the risk of complications and 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 for women with high-risk pregnancies.

I. INTRODUCTION AND BACKGROUND

Ethiopia's estimated 9 million pastoralists and agro-pastoralists¹ 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.² 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.

¹ "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.

² 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 the selected interventions. 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-methods³ 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 group discussions, and d) case studies of specific interventions, villages and families.

Initial interviews with consortium members and USAID/Ethiopia 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

Site visits were made to five of the fifteen woredas across the three regions that PLI II targets; these

³ 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.

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 group discussions with community-level “end-user” beneficiaries and conducted interviews with some 139 individuals. At least four focus group discussions 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 group discussions. Narratives on each of the key informant interviews and on the focus group discussions have been submitted separately.

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: Kobadi, 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

Dr. Mesfin made follow-up visits on health-related activities in the kebeles of Kebri Beyah and Gilo in Kebri Beyah Woreda on June 14 and 15, and Dr. Solomon travelled to Semera, the capital of Afar, between July 14 and July 19 for meetings with Afar government officials and SC UK on early warning systems.

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 minimum for each focus group discussion 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 group discussions 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.

METHODS OF DATA ANALYSIS

The primary sources of data used were observation and interviews/focus group discussions, complemented by written documentation, primarily the project narrative and quantitative reports for the year preceding and including the time of the evaluation. The written documentation was used as secondary sources: to provide background information, information to provide guidance in the field, and “triangulation” for tentative findings within a woreda and across the project. In addition to providing primary data for the evaluation, the field observations and interviews were also used to “ground-truth” information provided in the reports and other secondary sources. These materials also provided the team with perspectives on PLI II activities that had been taking place in locales other than those that the team visited and was very useful for internal comparative purposes. Throughout the field activities and

preparation of the draft and final evaluation reports, the team made particular use of the Planned vs. Achievement table first for October-December 2011 and then for January-March 2012 in guiding field work and analysis.

Given that the Scope of Work stated that “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,” the team emphasized qualitative analysis more than quantitative and used heuristic approaches, based on the combined expertise of the team members, in developing findings and making recommendations for Mission consideration. While each team member had a discrete domain of expertise, all have extensive personal knowledge, developed over time, of the contexts within which pastoralists in Ethiopia live, familiarity with the domains of expertise of the other team members, and experienced in the principles of program evaluation. Information, including the respective field notes prepared by each team member, was shared and discussed at the conclusion of the site visits to each woreda, if not earlier, and areas for more extensive subsequent exploration were identified. Versions of the iterations of the evaluation report and of the case studies were circulated, with perspectives and comments of each team member taken into consideration in preparation of the next version. PLI II is a complex, multi-faceted project; all team members collaborated in developing the findings, conclusions, and recommendations for the report, with each person reviewing drafts and providing their own perspectives on the evolving whole in an iterative manner.

EVALUATION LIMITATION

The major limitation on the evaluation was time. The sample size, five of the fifteen woredas in PLI II, was appropriate to ensure that the team could make site visits to each of the regions and to woredas where each of the implementing partners was working; however, inherently, it takes time to get to locales where pastoralists and agro-pastoralists are located – between a day and a day and a half in each direction. In part as a result of time constraints, the team was able to meet with members of only one group practicing traditional pastoralism. Given the extent to which households shift between pastoralism and agro-pastoralism and the numbers of beneficiaries whom we met and consistency in responses, we do not feel, however, that the fact that the team met with only one group of traditional pastoralists diminishes the content or import of our findings and recommendations.

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.” 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 PLWHA 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 changes.

Although not a finding per se, our description of the changing pastoral and agro-pastoral systems explains the context in which the PLI II project is being 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.⁴ 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 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

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

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?

In general, to date the PLI II program has failed to meet the full terms of their commitments as stated in the Cooperative Agreement with USAID. Primarily, this failure has been in terms of “quantity” of targets reached (e.g., in cereal banking, maintenance of water points, livestock marketing, training in business skills) rather than in terms of “quality” of interventions achieved. The Evaluation Team's perception, though, was that while the quality of interventions was satisfactory, with a couple of exceptions – important exceptions – the implementers had not sought to explore new or innovative approaches. The noteworthy exceptions are efforts to develop a participatory approach to natural resource management in the Borana Zone of Oromia, an approach which also serves to strengthen the capacity of customary institutions to represent their communities more effectively *via-à-vis* government officials, and the use of Crisis Modifier (CM) interventions involving different aspects of marketing to promote inter-group conflict prevention/mitigation in Miesso/Mullu woredas in Somali.

SO I Intermediate Result I relates to the institutionalization of early warning systems. The work by the implementing partner, SCUK, was perceived by the evaluation team to be highly competent with useful outputs. However, we are concerned that the Somali and Afar Regional governments, whose early warning capacities are being augmented by PLI II, continue to be highly dependent upon outside financing and expertise. Without continued support, the team feels that it is likely that the early warning system will, in effect, stop working.

There is considerable interest on the part of the PLI II partners and on the part of regional level government officials to create a system that better integrates community-level early warning with the regional and national level early warning systems, especially with respect to dissemination of information in local languages and in a timely basis. Current methods, e.g., sending warnings and information via e-mail, simply typically do not get to “end-users,” i.e., beneficiary pastoralists, let alone in a format that they can use. Past efforts to receive information from traditional early warning practitioners and provide early warning information to recipient communities have proven to be expensive and not particularly effective. This does not mean that further attempts would not be successful, but costs and level of effort must be commensurate with the usefulness of the effort.

Intermediate Result 2 relates to strengthened protective livelihoods-based responses through the establishment and protection of key drought reserves, improved availability and access to cereals during drought through community-led cereal banks and improved maintenance of water points. This IR is also the home for the Crisis Modifier mechanism that incorporates a phased approach to protect pastoralist livelihoods by early market de-stocking of livestock, the supplemental feeding of key livestock, slaughter de-stocking of livestock as drought conditions worsen, and finally re-stocking of livestock for those households that lost all of their livestock.

It was this set of activities that was most appreciated by government authorities, and by the recipient communities themselves. In the woredas visited by the evaluation team, drought conditions were declared twice, first in the south of Ethiopia in 2010 and again in the northeast in 2011. That the recipients valued these interventions highly is natural since under these activities the PLI II partners unambiguously transferring tangible assets to the recipient communities in a time of obvious need. The evaluation team, however, cautions USAID and the PLI II partners that there is fine line between protecting “development gains” and fostering a “dependency” upon outside assistance.

Intermediate Result 3 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. In general, this set of activities has not been pursued by PLI II on the grounds that other agencies were better situated to achieve these results.

SO 2 Intermediate Result 2.1 calls for strengthened economic opportunities for pastoralists and ex-pastoralists through:

- Increasing value and sales of livestock and non-livestock products
- Improving natural resources management
- Maximizing project and policy impact through quality assessment, documentation and coordination

There are a lot of cross-ties between livelihoods “protecting” and “strengthening” activities. For instance, what is termed “cereal banking” under SO-1 and “cereal marketing” under SO-2 have many similarities and requires essentially the same approaches in organizing, training, and supporting community groups. As such, it was not easy for either the evaluation team or the recipient community to distinguish between them. In the case of cereal banking/marketing groups and income generating groups in general, the evaluation team feels that PLI II would benefit with a more systematic approach and the creation of a policy of “best practices” that includes formalized targets to be met by income-generating groups.

Animal health related targets were generally exceeded by the PLI II partners. This may reflect that there are very well understood “best practice” guidelines as to the training of CAHWs. PLI II partners seem

to have a clear vision as to how to approach the establishment of the veterinary pharmacies and how to use a voucher system under times of crisis to subsidize livestock treatment without undermining the privatization of animal health delivery.

The term “Natural Resource Management” (NRM) covers a variety of activities implemented by PLI II partners. The majority of NRM interventions observed by the evaluation team were being implemented by CARE and SC US in the Oromia Region. Work was underway in creating a participatory approach to NRM, establishing drought reserves within communal rangelands, the relocation of inappropriately established villages, the mapping of structures within the rangelands, the testing of fire as a management tool, the clearing of rangeland of invasive acacia species, and establishing communal fodder enclosures. It is the latter, communal fodder enclosures, that are being spontaneously adopted by communities. Pastoral peoples who are experimenting with a more sedentary form of livestock raising are interested in community (and private) enclosures as a method to preserve a source of feed and fodder for livestock used at the household level. Although there are many benefits to this movement towards enclosures, there are also potential dangers and drawbacks. Therefore, PLI II partners need to understand the potential negatives and establish a set of guidelines and policies to guide future enclosure development.

Outside of the Oromia Region, enclosures and fodder production are also being supported by PLI II; some of these, such as in the Afar Region, are more tied to farming activities. The evaluation team could not come to a clear conclusion about the effectiveness and sustainability of these efforts in that activities were not far enough advanced to fully assess. The clearing of *Prosopis* in order to support farming and the use of drip irrigation to support gardening in areas with limited water seemed promising. However, the evaluation team was not provided with cost/benefit analyses that showed that these activities were economically sustainable. The team was generally concerned that neither the *Prosopis* clearing nor the drip irrigation interventions were packaged with a full set of proven agronomic practices that insured that economic returns were maximized and risks of crop failure reduced.

In terms of the project requirement to “protect pastoral livelihoods through developing policy for the early warning system; rolling-out of National Guidelines; and strengthening pastoral areas’ social protection policy initiatives,” the evaluation team observed a mixed level of implementation. Certainly, SC UK, which is the only partner focused on early warning support to government, was involved in national policy discussions. Otherwise, the team was not made aware of activities in a national dialogue on social protection policy initiatives.

The evaluation team did not believe that PLI II had conducted adequate economic analyses of proposed interventions. Given that the core of PLI II is to promote economic growth and resiliency in pastoral areas, the calculation of the costs and benefits accrued should be an on-going process.

SO 2 IR 2 is to support policy initiatives to strengthen pastoral lives and livelihoods. Except for the effort to support a participatory approach to NRM and to institutionalize the early warning system, the evaluation team was not made aware of any major efforts of the PLI II project to influence the national dialogue as to 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. We understand that part of the reason for this is that PLI II wants to be able to provide documentation of its actual experience.

Many of the **PEPFAR Wraparound** and **Health Activities** have been implemented only relatively recently and, therefore, the evaluation team did not have a long list of activities to observe. The activities that we did see in the various locales did indicate a high level of commitment on the part of

implementers and beneficiaries, but from observation and from the statement of a Woreda Health Officer who was familiar with PLI II activities implemented by different partners in Somali, there did not seem to be much, if any, sharing of information across partners. Given more time and increases in staffing levels, the other partners' programs will certainly have greater impact. It is clear that the need for HIV/AIDS prevention and provisions for better services for pregnant women and newborn children are important adjuncts to pastoral areas economic development, and interventions are already having positive impacts. The best overall health-related programming that the team observed was that of Mercy Corps in Mullu. From a programmatic point of view, the issue is how to integrate health-related activities within an economic development project without causing excessive administrative complexities.

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. Target information is, however, included in the consecutive Plan vs. Achieved reports.

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, aspects of EWS capacity building, 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 4,693 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 have received CM assistance to date.
2. The target was to establish 23 new cereal banking/marketing groups and to reinforce 15 existing cereal banking/marketing groups. Fourteen 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 CAHWs (131%) successfully received this training.
6. PLI II planned to train 60 government staff in HEA for livelihoods and trained 124 with another 30 to be trained. The project planned to train 50 government, partner and stakeholder staff in contingency planning and trained 175. It planned to conduct 12 seasonal community meetings over the life of the project and had already conducted 32. But this notwithstanding, there are a number of areas of EWS training that have barely been touched.
7. The goal of using prescribed fire on 585 hectares was exceeded by 118 hectares (703 hectares).
8. The goal is to clear Prosopis from 600 hectares. 316 hectares have been cleared to date.

9. PLI II planned to train and support 40 households for drip irrigation. Ten households have received drip irrigation kits.
10. 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.
11. 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, PLI II senior management indicated that the major areas where the project has not performed close to expectations are:

- Policy, because PLI II wanted to wait until there were achievements and a track record before making recommendations; we were told that work is currently under way in these areas,
- Exchange Visits, which PLI II management 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 has been assumed by a different project, LMISET, and has now been integrated into the Ministry of Agriculture.

According to PLI II management, some activities, 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; 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 many 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 (PLWHA), both in terms of providing economic and psychosocial support; they also serve as a stigma-free locus for distribution of condoms. This has been documented in part through FGDs with, e.g., the 42-member Dado association of PLWHA in Yabello, Oromia, which plans to offer loans to individual members for their own IGA as well as continuing the association’s own marketing of logs and the 25-member “Ifteen” community-based association for support of PLWHA in Gedamaytu, Somali. The majority of members of both of these associations are women. We should note that members of the Dado association, which had begun some six years ago, under the HIWOT project, commented that they had not received training to help their income-generating activities.

As a cross-cutting issue, health is integrated in most of the livelihood activities where people who come together for other reasons will discuss health issues. 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.

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. Please refer to Case Study 9.

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 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,” although it has meant that in some instances development work in some communities has had to be suspended, an issue that some woreda-level officials have commented on. 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. Normally, when there is an emergency that triggers the use of the CM, the shifting of project activities to address the crisis because implementation of regular development activities is, in any event, less likely to happen.

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 such as the destocking of livestock herds earlier rather than the implementation of the more expensive supplemental feeding program would have lessened the impact of the drought on some of 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 perceived 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 need shifted.

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,” slaughter de-stocking, “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 Pastoralist Associations (PAs).

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 *prior* to the selection of particular CM for particular communities. However, 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.⁵ 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. Whether these interventions can be implemented in a major drought situation to reach hundreds of thousands of households is questionable.⁶ 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. However, implementers of projects that involve CM-like mechanisms which come into play for crisis situations should try to incorporate them in ways that promote long-term resiliency as well as short-term relief.

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.

From project reports and interviews, it appears 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 most 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 both on the team’s observations and on data provided, in a number of areas tangible results have in fact been accomplished.

Participatory Natural Resource Management (PNRM). While important, vital steps have been taken and while PLI II has been successful in helping Customary Institutions (CI) to regain some of their authority vis-à-vis government, it is not likely that close-to-full implementation of the PNRM approaches

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

⁶ 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.

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 changes in management staff and the need for newly assigned personnel to get up to speed, there was a lag in senior NRM 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 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 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 information provided by SC US, 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 lists of beneficiaries are 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 feels that the overall level of actual impact of these efforts may be limited as there did not seem to be a systematic plan on how to “scale up” and offer the trainings and resources to a wider range of communities. 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, with the current level of funding realistically PLI II can only directly affect the lives of a small fraction of the total target population, even though PLI II records indicate that the program reaches higher numbers of beneficiaries for both IRs than originally planned. 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.

In 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 of potential interventions to determine what extent they foster economic independence and resiliency.⁷ 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 emergency and relief assistance, thereby tending to weaken the pastoralists’ economic resiliency rather than foster enhanced livelihoods. 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.⁸

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

⁷ 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.

⁸ 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>.

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 (Miesso/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. 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?

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.” For some years, Tufts University’s Feinstein International Center has been conducting extensive research on pastoralists in the Horn of Africa funded by various USAID projects and other donors; it provides research support to USAID/Ethiopia in part via the PLI Policy Project, which is a separate project from PLI II. PLI II seems to have utilized Tufts’ 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.

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 construction of enclosures in order to create personal and common drought reserves is expanding. The desire by community groups and groups supporting PLWHA 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 largely be unmet, with a likely negative impact on maximizing sustainability of the groups. Nonetheless, many of the existing Income Generating Groups, or particularly the most entrepreneurial of the group’s memberships, 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. And, at least in the domains of livestock and closely associated livestock, the Oromia and Somali regional states convene periodic meetings for all relevant implementing partners operating in the respective regions; these meetings serve for information sharing and coordination. 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 and this integration does take place: 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; senior staff from the PLI II partners did feel, however, that IR 2 was more important. 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 unified whole until about a year and half after the award of the cooperative agreement. Because each of the partners was allocated its own budgets and responsibilities as part of the proposal development process and overall cooperative agreement, it is not clear what the resource planning process actually was. It seems that each partner simply commenced activities largely 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 again. 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 and analyzing 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:

- I. 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, such as the “wet patches” which were subsumed under the increased implementation of *kallo*, 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 provided a Detailed Implementation Plan (DIP), which feeds into the Planned vs. Achievement table. Spot-checking, the evaluation team noted that the figures for Targets were typed in, as opposed to being calculated as formulae linked to specific cells, and sometimes the Target figures listed differed from the figures derived from summing the monthly Plan figures. We do recognize that sometimes there can be reasons for this, but feel that intended variations should be noted in the Remarks column.

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 CONCLUSIONS BY THEMATIC AREA

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 key breeding livestock during drought using supplemental feeding, 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.

- I. 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, with community input. While very rarely an “either/or” situation, it would make sense, for example, to calculate the relative costs of destocking vs. supplemental feeding, keeping in mind that community circumstances and estimates of severity of a crisis will vary from place to place. SC US has made a start towards this through its survey of beneficiary communities to ascertain their perceived priority interventions.
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 it is taking steps, including the hiring of an international specialist, to strengthen and harmonize its support for income-generation.

1. Focus group 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.⁹ Members of the nine IGA focus groups interviewed expressed a desire for training in numeracy, reading and 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.

Through discussions with beneficiaries and review of project reports, the team learned that training in literacy and business skills was provided to some IGA groups, but only to some groups, and there are no plans to provide training to most of the IGA groups. However, both beneficiaries and the evaluation team see training for income-generating groups, however characterized (e.g., livestock marketing, PLWHA support group, cereal banking, etc.) as a clear necessity that should be satisfied to promote long-term sustainability not only of IGA efforts but also of other development goals. At our

⁹ 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.

debriefing/mutual feedback meeting with PLI II after the field visits, 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 two separate communities 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.

Please see Case Study 4 for a discussion that focuses on the work of CAHW and veterinary pharmacies. Case Study 2 also provides perspectives on the interrelationships between CM and CAHW.

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.

Key PLI II NRM activities include:

- Establishment, rehabilitation of drought reserve areas or enclosures
- Bush thinning, prescribed use of fire and reseeding 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 Institutions to be more effective community advocates in the management of natural resources

Enclosures. Promoting the development of enclosures has been quite successful – based on feedback from individual beneficiaries and focus group discussions, the drought reserves rescued tens of thousands of head of livestock during the last drought, thereby safeguarding the core herds and livelihoods of thousands of pastoralists, including many of the most vulnerable ones. Case Study I presents an overview of Participatory Natural Resource Management in Borana and how it is implemented with respect to enclosures (*kallo*), relocation of inappropriately sited settlements, and the growing role of Customary Institutions.

As 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 *kallo* or equivalent is now being replicated by other PLI II partners in other zones of Oromia and in Dolo Ado, Dolo Bay, and Mullu in Somali. (IRC's NRM in Somali has been more concentrated on supporting fodder production (e.g., elephant grass in Garbile) in small enclosed areas and the establishment of nurseries; however, good access to water for irrigation when necessary is necessary.)
- 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 enclosure development by defining: purpose, size, location, number/unit area, ownership, etc. and set criteria or guidelines for utilization.

Please refer to Napier and Desta (November 2011) for extended discussion of enclosures in Borana and Somali.

Invasive Species. As discussed in part in Case Study I, a very major concern has been the growth of invasive species, and as discussed in Case Study 5, *Prosopis* is one of the most serious threats. If control is through manual labor, it calls for very intensive efforts, and *Prosopis* requires continuous monitoring and control to keep cleared lands from becoming reinfested. Although very significant work is needed to clear infested lands and to keep them clear, the benefit obtained from cultivation of the cleared land in improving household food security is substantial. However, unless water is also made available to cultivate desirable crops, all the work and effort involved in clearing the land will be wasted.

We have observations on several 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 (EW)

Overall, Ethiopia lacks an adequately financed Early Warning System that can give sufficient advance warning to pastoralists of approaching deficiencies, be it meteorological, marketing, or location of necessary support services in their areas of need. Meteorological data collection, for example, seems limited primarily to rainfall with factors such as soil moisture being overlooked. Reports, which are in English, are targeted more at national level analysts. And at least for Afar, the livelihoods baselines and components are becoming obsolete as there is a shift from pastoralism to agro-pastoralism and various sources of income, e.g., charcoal making, have been increasing in importance but not considered in the survey protocols.

While PLI II and GOE early warning personnel are keenly aware of the problems and are striving to work around them, the means of significantly alleviating them are beyond the ability of PLI II to control. Realistically, early warning mechanisms that address the needs of pastoralists and agro-pastoralists in Oromia, Somali, and Afar occur, but not uniformly and consistently. The users whom the team questioned expressed frequently their dissatisfaction of what they did obtain. Whether this is widespread and valid was difficult to confirm or test with time and tools at hand; the User Satisfaction Report offers the most recent such evaluation. In general the User Satisfaction Report describes their responders as finding the EWS reports of value despite key omissions. As the EWS reports have widened to include more than just rainfall data, their usefulness has multiplied. They still lack a full discussion of all information most useful to pastoralists such as prices current in the various markets they turn to, area-specific data obtained via satellite services, and in languages they use.

The PLI II partners in general had a working and adequate general knowledge of the intent, content and purpose of EW systems and their purposes and tools. The same could be said for GOE agencies at all levels we dealt with. Each had their own versions of what they would want from an EW system, but all expressed a sharp, focused, and deep felt-need for an improved and more widely distributed EW system. Every level in the EWS fabric encountered had goals that were reasonable and applicable to their range of authority. In specific instances, the EWS system/office in Addis Ababa, and the SC UK Field offices in Jijiga and Semera rose to professional levels. But these offices too were highly limited by a pervasive aura of gradual decline and dysfunction emerging in the overall conduct of the larger national EWS effort, which is in the hands, increasingly, of the GOE. Currently in Afar, much of the responsibilities for preparing EW notices and alerts is being transitioned from SC UK to government.

In researching for this analysis of EW systems, team members met with EW specialists working for PLI II and for government agencies, with traditional EW practitioners, and with end-users. With respect to EWS, it is important to recognize that there are different categories of users; the emphasis of the review by the evaluation team was on EWS as they relate to pastoralists and agro-pastoralists.

Pastoralists and agro-pastoralists could be described as being aware of the intent of an EW system, but

few at the basic level of pastoral concerns and field crops had access to a modern system of early warning of potential hazards in their occupations. Most pastoralists and agro-pastoralists with whom we discussed this topic relied upon traditional sources to gain EW information to help guide their decisions, not necessarily due to their confidence in it, but because of the lack of accessibility to understandable and timely alternatives. For example, participants in a focus group discussion in one kebele in Libaan Woreda, Oromia commented 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 the residents of this village largely reflects the most common judgments of the people interviewed.

In the judgment of the majority of those questioned on this topic, the locally labeled “scientific” EW they knew of or had offered to them lacked meaningful measures and descriptions of key risks emerging at their level of concerns. In some discussions, the agro-pastoralists would comment that the people apparently collecting data for their EW reports often asked them for their impressions of the future risks they faced, rather than telling the pastoralists what they should expect in their near futures.

With the exceptions of the EW - SCUK in one regional office, adequate and readily available EW notices seldom reached pastoralists and agro-pastoralists. The responsible officer in that office had been trying various devices to more widely distribute the information he felt relevant to the needs of local pastoralists and agro-pastoralists, but felt severely restrained by the lack of an active, dynamic, applicable method to distribute the data he could generate. In Afar, EW alerts are disseminated, in English, via e-mail, to a mailing list of about 80 addresses, of which about 20 bounce.

At another level, but feeling similar constraints, the FEWSNET Office in Addis Ababa faced gradual and debilitating reduction of funding, staffing, and EW dissemination tools. The products emerging from each of these two examples, at their level in an overall EW program, appeared reliable and fully understandable to their publics. Nevertheless, the overall EWS apparatus we encountered lacked continual upgrading in training, tools of dissemination, means to get the data to pastoralists, and comprehensive upgrading of professional skills required in fully-functioning EWS responses.

These present and anticipated major issues – and they *are* major issues – notwithstanding, SC UK and Afar government staff do know what needs to be done and are doing what they can to implement a competent EW system, e.g:

- SC UK has been providing training in the Household Economy Analysis and the Livelihood Impact Assessment Sheets to Afar government officials and providing some support as they prepare periodic early warning and food security updates.
- A system of having reliable individuals, four per woreda, collect and report relevant data on a weekly and monthly basis has been established.
- A recurring expressed need is having a readily identifiable person, office or service to whom pastoralists and field-level workers and farmers can ask for EW information relevant to their needs.

EW respondents from all three regions are also very well aware that to the extent that pastoralists and agro-pastoralists are provided with any early warning information, that information is of limited value. Pastoralists who could read and write could not recall ever reading a notice that could be defined as an EW notification. There is also the general question of timeliness. SC UK notes that EW information is disseminated at “seasonal” community meetings, but is this early enough or frequent enough for pastoralists and other to make strategic decisions? There are more periodic EW reports published, but pastoralists and others do not receive the analyses within a time frame that would allow them to consider and implement pragmatic decisions such as moving livestock and/or beginning destocking.

1. The likelihood of overall cuts in funding for EWS funding will challenge the ability 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. While SC UK has been working hard to upgrade the capacity of EV staff at the regional level, more capacity will still be needed after SC UK's activities come to an end.
3. There is currently no effective mechanism for sharing early warning information with pastoralist and agro-pastoralist communities.

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 (TBA) 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 (HTP). Focus group participants have also reported a significant decrease in the most severe forms of FGM and in FGM overall.

- 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.
- According to the 2011 DHS, nearly 75% of pregnant women in Somali receive no ante-natal care at all (compared to 39% in Dire Dawa), 92% give birth at home (primarily because of distance to a health care facility), 81% are attended by a TBA, and 71 out of 1,000 infants die before their first birthday. It would be highly desirable to work even more vigorously with TBAs to familiarize them with signs of possible complications of pregnancy and in any event to encourage pregnant women to take benefit from ante-natal care, to reject HTP, and to encourage women with high-risk pregnancies to give birth in a health facility.
- In both Afar and Somali, distance from a health facility is far and away the most commonly cited reason for not giving birth in a skilled facility. Based on apparent need and women's interest, it could be useful to set up rooms or *tukuls* where women who are at high risk could stay prior to the anticipated date of giving birth and to recuperate after childbirth, if necessary.

Please refer also to Case Studies 6 and 8.

3.5.7 HIV/AIDS

- Both implementers and beneficiaries have become increasingly aware of issues associated with HIV/AIDS care and support, prevention, and PMTCT. SC US staff in Negelle, for example, report that 1,400 OVC and 41 guardians have been identified, 61 condom outlets have distributed over 68,000 condoms, some 10,000 individuals have been tested via mobile VCT, and nearly 10,000 community members have been familiarized with PMTCT.

- With respect to strengthening “care and support” and income generating, PLI II partners seem not to have made use of experiences from previous projects in different sectors, such as the multifaceted PC3 program of support for OVC, SCOPE (BESO II), CASCADE, that involve promotion of community support for development activities.
- Based on information provided by a Woreda Health Officer who had been recently transferred from one woreda to another, there seems to be little sharing of information on approaches to HIV/AIDS and FP/RH/MNCH issues between different implementers in the same region. This represents the loss of opportunities to learn about apparently successful approaches to address, e.g., premarital testing – an issue particularly important for pastoralists who practice re-marriage of widows by brothers, income-generation for PLWHA, and HTP for comparable communities.
- Income-generating activities provide PLWHA 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.

Please refer also to Case Study 7.

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 consider the addition of low-cost agronomic measurements such as soil moisture to assist in the forecast of crop results.
3. Livelihoods and related baselines and datasets should be re-examined to determine the extent to which they remain adequate and appropriate for current needs given changes in livelihoods strategies.
4. Updates should be prepared in Amharic, Afar, Oromifa, and Somali with the needs of pastoralists and agro-pastoralists in mind, particularly as to near-term forecasts. Dissemination in addition to via e-mail is called for, e.g., in print form. Issues of literacy are less likely to be a concern for EWS distribution than for other public awareness/public communication needs because (a) EWS notices will have a direct immediacy that, e.g., public health announcements would not normally have and would be important to a number of people in a community, at least several of whom would likely have an adequate degree of literacy to comprehend the message and to share it with others, (b) EWS notices will typically contain a quantity of data, including maps, related to specific locales or routes which could not effectively be conveyed via broadcast or SMS, (c) having them available in print form would make it more useful for both pastoralists and EWS developers since it would make it much more possible for interested pastoralists to become “weather watchers,” i.e., interested members of the public who could observe and *record* their own observations vis-à-vis the EWS predictions and then share them with EWS personnel. Since these records would normally be done contemporaneously, they would likely be much more reliable than reports that might be based on memory.
5. Afar EW staff have recommended that information be disseminated to the pastoralist and agro-pastoralist communities in essentially the same ways that data is collected from these communities, i.e., via woreda EW committees and the cluster CDCs.
6. PLI II should pilot efforts to share early warning information with the pastoralist community using cost-effective modalities of broadcast and print media. Also suggested is the expanded use of cellphone SMS and text-messaging.
7. IBTCI has noted the perception by some beneficiaries that decisions as to Crisis Modifiers should be made earlier and has recommended that contingency plans should be developed prior to the time that invoking the CM mechanism is under active consideration. As part of this planning, more attention should be paid to rapid dissemination of early warning information.
8. Administrators of the Ministry of Agriculture have requested closer collaboration between PLI II and the Ministry of Agriculture with respect to EWS and related planning for the remainder of PLI II.

4.3 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.
11. Discussions with the Ministry of Agriculture indicate a need for greater sharing of information on new or improved water resources, including precise locations.

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.

4.5 ANIMAL HEALTH

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

4.6 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 Somali kebeles in Miesso/Mullu and Kibre Beyah, 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 consider establishing guest houses or tukuls where women with high-risk pregnancies can stay while waiting for their babies to be born, assuming it is likely that pregnant women would make use of these tukuls.

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.

Activity	Team Member(s)	LOE	Period of Performance	Justification
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, I LLC	TL-5 EWS-5 2LE-10 I LLC-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, I LLC	TL-11 EWS-11 2LE-22 I LLC-11	March 31 – April 12	
Expatriate Team returns to U.S.			April 13-14	
Expatriate Team returns to Ethiopia			May 5-6	
Travel to Kebrebeyah through air to Jigjiga and field work	2IE, 2LE, I LLC	TL-6 EWS-6 2LE-12 I LLC-6	May 7-12	
Travel to Afar- Gewane and Somali-Mullo (Messo) and field work	2IE, 2LE, I LLC	TL-8 EWS-8 2LE-16 I LLC-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	
Total LOE = External Consultants (2)		99		
Total LOE = Local Consultants (2)		86		
Total LOE = Local Logistics Consultant (1)		31		
Total LOE		216		

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

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Awoke Tilahun,
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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

USAID and U.S. Forest Service

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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

Ethiopian Government Officials

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Dinka, Alemayehu Sambi. Manager – NGOs Affairs Core Work Process Department, Bureau of Finance and Economic Development. Oromia, Finfine
W/ro Emebet Kabebe, Acting National Technical Manager, FEWS

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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, Llarjo. Borana Zone Finance and Economic Office. NGO Affairs Coordinator 251 911 71 96 83
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Menyesha. Bula. PBDO. 251 911 55 88 03. bulamy@gmail.com
Tadesse, Gezahegn. District DPPO. 251 910 92 65 89
Tiru Dermo, Yabello Woreda Women, Children and Youth Affairs Office

Guji Zone

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Sr. Birke Kebede, MNCH head 0916124137
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06. Banaya-haro@yahoo.com

Kumera, Niftalem, Guji Zone DPPD – Early Warning.
Medelcho Balcha, Woreda Health Office, Acting Head 0911571392
Sr. Messay Kemal, MNCH expert 0916325761
Mume, Umar, Guji Zone Livestock Expert
Negassa, Getachew, Guji Zone PDO. Head. 251 916 85 02 24
Turi Wakeyo, HIV/AIDS 0926561304

Somali Region

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Abdulkadir Mohamed, Veterinary Department:

Kebri Beyah

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Degu Girma, Head, Kebri Beyah Health Center, Cell: 0911 - 90 10 11
Aden Abdic, Head, Woreda Health Office, Kebri Beyah, E-mail: yseroaden@yahoo.co.uk, Cell: 0915 - 75
15 32

Miesso/Mullu

Sara Abdi, Acting Head of Woreda Agriculture Department (0915754153)
Mohamed Osman, Desk Officer for Natural Resource Management. (0915420781)
Ibrahim Ayo Issa, Cooperative Officer (0915671247)
Abdi Ali, Head, Health Centre, Mullu town
Belachew Kassaye, Mullu LCRD
Saad Abdi, Head, Communicable diseases prevention
Abdulaziz Hussein, HEW supervisor

Afar Region

Tamerat Mengistu, Senior Expert and former Head, Early Warning and Response, Afar Disaster
Prevention and Food Security Programmes Coordination Office (DPFSPCO)
Mohammed Hussien, Early Warning and Response Process Owner, DPFSPCO, Semera, Afar
Abraham Tesfaye, Pastoral Risk Management Officer, Pastoral Community Development Project
Shewangizaw Woldeamlak, Monitoring & Evaluation, Pastoral Community Development Project

Gewane

Yoje Mohamed, Woreda Administrator
Asfaw Ayano, Disaster Prevention Preparedness Office (DPPO). 0921 11 64 64
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Tamrat Alemu, Pastoral Agriculture Development Officer, 0911 91 73 82. tamale@yahoo.com
Chekole Hailu, 0911 94 38 02. Chekolet_biu@yahoo.com

PLI II Implementing Partners

CARE

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Aglo Dame, Community Facilitator

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Jarso, Yohannes. Pastoralist Program Manager Yabello. 251 911 75 22 02. yohannesj@care.org.et
Kassie, Amanuel. PCI-2 Operation Manager Yabello. 251 911 40 82 76. amanuelk@care.org.et
Mamo, Seble. Health Project Manager Yabello. 251 911 3789 81. seblem@care.org.et
Zewdie, Silehi. Livestock Service Advisor sileshiz@care.org.et
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International Rescue Committee

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Mercy Corps

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Abdinasser Ahmed: PLI II Assistant Project Officer, Miesso/Mullo (0915755307)

Save the Children – UK

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Tekle, Aden. Head of Livelihoods & Livelihoods Information Systems. SC-UK, P.O. Box 7165. Addis Ababa. 251 116 29 34 66. Mbl. 251 911 80 20 23. Aden.T@scuk.org.et
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Mohammed Bashir, Project Coordinator – Afar, Semera, Afar

Save the Children – US

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Belayneh, Abebech. M&E Advisor PLI-2. P.O. Box 387, Addis Ababa, Ethiopia. 251 11 320 6322, Mbl. 251 91 166 1612
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Telasa, Ayemlem, Negelle Gender and Livelihood Officer
Tlmarian, Telcobyne, Negelle Health/HIV Office
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Sora, Malicha. SC/US PLI II Livelihood Officer, Arero
Wako, Dida. SC/US PLI II Livestock Service Officer, Arero
G/Giorgis, Chila. SC/US Development Food Aid Program (DFAP) Coordinator. Arero

Other Stakeholders

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41 52 71, heksethiopia@ethionet.et
Hussen, Abdi Abdullahi. Executive Director. Pastoralist Concern, P.O. Box 123034. Addis Ababa, 0114
42 62 32. Mbl. 0911 21 20 75. Abdidheere04@yahoo.com.
Nura Dida, Chairperson, Oromia Pastoralist Association

Individuals (Beneficiaries, Members of the Public), other than in focus groups

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 Yusuf - 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 Muallim, midwife

Gewane

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

Focus Groups

1. Libaan Woreda	
<p>Focus Group Discussions</p> <ol style="list-style-type: none"> 1. Income Generating – Aloe Soap Manufacturing, Kobadi Village (10 members) Momuno Adan is the chair of the group 2. Crisis Modifier Supplementary Feeding of Livestock at Fuldawa Village 3. Traditional Leaders and Participatory Natural Resource Management 4. Cereal Banking at Dambi Tutfe 5. Kobadi. Ipsa Livestock Marketing Cooperative 6. Kobadi Fodder Cooperative 7. Oda Yabi Drought Reserve enclosure/fire group <p>HEALTH</p> <ol style="list-style-type: none"> 1. Youths at Kobadi Village 	Total 8
2. Yabello	
<p>Focus Group Discussions</p> <ol style="list-style-type: none"> 1. Focus Group: NRM at Dembelaseden Community Enclosure in Yabello 2. Dembeleseden IGA <p>HEALTH</p> <ol style="list-style-type: none"> 1. Focus Group Discussion PLWHA Association Income Generation Group (Dado Association) Yabello 2. Focus Group Discussion, PLWHA, site visit (1 health post) and 3. Focus Group Discussion (FGD) – Mothers’ groups 8 participants, HEWs, CHVs, TBAs and paralegals) 	Total 5
3. Kebri Beyeh	
<p>Focus Group Discussions</p> <ol style="list-style-type: none"> 1. Focus Group: Gilo Supplementary Feeding, 	Total 5

<ol style="list-style-type: none"> 2. FGD with fodder production in Garbile, Kebri Beyahe (IRC) 3. FGD with Fatuma Abdi Arab (Gilo Kebele) and Aden Mohammed Farah (Gilo kebele) 4. Nur Abdi (CAHW, and Ibrahim Farah (recipient of voucher) <p>HIV YOUTH CLUB</p> <ol style="list-style-type: none"> 1. Gilo Health Club 	
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4. Gewane	
<p>Focus Group Discussions</p> <ol style="list-style-type: none"> 1. CDC Gelila-dura (Aden Seid is the chairman) 2. CDC Yigile 3. Dahwu Women’s Income Generating Group: chaired by Zaineb Wari <p>HEALTH</p> <ol style="list-style-type: none"> 1. FGD with mother-to-mother discussion group 2. FGD Community Conversation 3. FGD from the Mateka PLWHA Group 	Total 6
5. Miesso/ Mullu	
<p>Focus Group Discussions</p> <ol style="list-style-type: none"> 1. Musteqbal Livestock Marketing Group. 2. Hawlwedag Women Micro and Small business Cooperative (Merian Mawi, chairlady, and Arab Isie, secretary) 3. Two Women’s Self-Help, Savings, and Credit – Mullu. Mumina Said, chair, and Halwoo Mohamed, chair: 4. Mencha Women’s Income Generating or Hadan Cooperative. (Marriam Ali, Chair) <p>HEALTH & HIV</p> <ol style="list-style-type: none"> 1. “Ifteen” community-based HIV/AIDS association committee members (Gedamaytu) 2. FGD with community conversation group in Gedamaytu 	Total 6

ANNEX C: TOOLS

Work in the field was primarily qualitative in order to learn from implementers and beneficiaries what PLI II was accomplishing and to gain their perspectives. To promote candor and cooperation, especially with beneficiaries, who might not be familiar with being interviewed, the IBTCI team opted not to make use of paper-based questionnaires or survey forms, which might seem intimidating, particularly for people who might not be literate, but rather to make use of an inventory of questions designed to elicit significant information orally.

In recording interviews and focus group discussions, team members recorded locations, names of implementing partners, name of organization or entity, and, as appropriate, demographic information on respondents, e.g., gender (and gender breakdown of a group, if appropriate); number of members and, if and as appropriate and available, number of PLWHA; context in which the entity being supported was begun. In accordance with the Common Policy on the Treatment of Human Subjects, 22 CFR225, identifying information that could be potentially harmful to individuals was masked or not disaggregated, e.g., names and locales were altered, number of women in a PLWHA support group who were themselves PLWHA was not collected. Similar information was collected for both key informant interviews and focus groups.

During key informant interviews and focus group discussions, team members elicited responses to appropriate questions drawn from the evaluation-wide inventory, e.g.:

1. Explain what your group has done in partnership with PLI II.
2. Has this been worthwhile?
3. Are you pleased with the outcome of your partnership with PLI II?
4. Are there underlying problems with this program – either in the way it was implemented or in the results to date?
5. Has this effort benefited everyone in the group – community?
6. What have you contributed as individuals and as a group to this program?
7. If you were doing this again from the beginning, how would you do it differently?
8. Will you continue to do this activity without help or financial support from PLI II?
9. What are the most valuable things that you have done?

Team members also asked open-ended thematic-specific questions such as those listed below. Appropriate follow-up questions, based on leads from the dialogue, were asked to clarify responses to open-ended questions such as:

1. What are the most significant ways in which your family has been affected by the drought or famine?
2. Did you have to change the way that you normally live? What changes did you make?
3. What types of help did you need most?
4. Have you heard of USAID's Pastoral Livelihoods Initiative? If so, did you make use of any interventions?
6. If you did, which ones? [Prompt if necessary, depending on activity, if not readily apparent, e.g., for natural resource management: bush thinning, establishment of kallo, fodder production, prosopis control, PNRM, etc.]
7. Did these interventions help? If so, how did they help? And what were the results? [Prompt if necessary. E.g., PLI II implementer provided money and training for cereal banking; ... provided supplemental feeding; ... gave support for PLWHA IGA; ... assisted in water rehabilitation; ... We did ... (e.g., we bought XX cattle for YYY birr and also spent ZZZ for fodder). The results were ... (e.g., we made a profit of 1,000 birr.)]

8. What do you think should be done now?
9. Do you think that the right people got help from the interventions?
10. Do you think that any of the interventions can cause problems in the future? If so, what types of problems?
11. Are there interventions or improvements that USAID should consider in terms of [theme] to improve your livelihood and opportunities for your children? [Samples: resiliency, improve the health of the rangeland, improve production and productivity of the pastoral system, etc. Think of NRM interventions that would have impact on pastoral livelihood.]
12. Do you think that [type of intervention, such as prescribed burn as a range management tool] can be used on a large scale in your area?

Based on responses to primary questions, additional questions were asked to probe more deeply. As the evaluation proceeded, primary and secondary questions were refined to reflect the team's observations and the responses being given. Notes on each meeting were prepared contemporaneously. The notes on the meetings and extended analysis on how the perspectives presented relate to PLI II's activities have been submitted separately to the Mission.

Development of the Case Studies was done in accordance with the following Mission guidelines. For all interviews/focus group discussions with beneficiaries, questions were developed and posed on the basis that the participating beneficiaries could potentially be the subject of one or more case studies.

Note on Case Study

A case study involves an in-depth look at a particular issue or situation and the documentation of evidence. In a case study, we can document evidence with regard to a single beneficiary or a group of beneficiaries, or some specific case. A case study can be an analysis of either failure or success and may show a correlation between factors.

In general the following are issues to be considered in conducting a case study:

- State the problem
- State how the problem/issue was addressed before.
- Include existing literatures related to the problem.
- Describe the intervention that is brought on board.
- Elaborate the workability of the new approach, discuss the results achieved and or whether the intervention is/was successful or not.
- Describe the point of interaction between the project and the beneficiaries/ies.
- Include pictures.
- Describe the key lessons learnt
- Make conclusions/recommendations drawn from the intervention
- References (if any)

In the case of PLI II Performance Evaluation, we wanted to have case studies at household level to understand:

- The situation of the household before the intervention was started.
- How and why the household became one of the beneficiaries of the intervention.
- The benefits that the household received from the project.
- Activities carried out by the household following its interaction with the project.
- Challenges faced by the household in the course of executing project-related activities.
- How the life of the household is changed or affected after the project is started.
- Lessons learnt from the success or failure of the household.

For this purpose, the evaluation team should select households from **irrigation user groups**; **income generation groups**, **rangeland management groups**, etc.

ANNEX D: DOCUMENTS REVIEWED

USAID Documents

USAID Evaluation Policy, January 2011
ADS Chapter 203 Assessing and Learning
TIPS: Conducting Mixed-Method Evaluations
TIPS: Conducting Key Informant Interviews
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TIPS: Rigorous Impact Evaluation
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ANNEX E: CASE STUDIES

Case Study 1: PLI II Helps Traditional Borana Leaders and Community Members Use Participatory Natural Resource Management to Protect Common Rangelands

Case Study 2: PLI II Crisis Modifiers in Fuldawa - Supplementary Feeding of Livestock and Veterinary Vouchers

Case Study 3: PLI II Women's Income Generating Groups – Enthusiasm and Pride – Women From Borana Communities Speak

Case Study 4: Community Animal Health Workers, Private Veterinary Pharmacies, and Vouchers Improve Animal Health For Pastoralists

Case Study 5: Reclamation And Alternative Use Of Land Lost To Prosopis: The Experience in Gelila-Dura and Yigile Pastoralist Associations (PA) of Gewane Woreda

Case Study 6: PLI II Promotes Safer Childbirth in Ethiopia's Somali Region

Case Study 7: Helping Traditional Widow Remarriage Adjust to Curbing HIV/AIDS Transmission: A PLI II Response in Ethiopia's Somali Region

Case Study 8: PLI II Interventions in Family Planning and Curbing Female Genital Mutilation Improve the Lives of Afar Women and Their Daughters

Case Study 9: PLI II Crisis Modifiers Mitigate Intergroup Conflict Among Ethiopian Pastoralists



CASE STUDY I: PLI II HELPS TRADITIONAL BORANA LEADERS AND COMMUNITY MEMBERS USE PARTICIPATORY NATURAL RESOURCE MANAGEMENT TO PROTECT COMMON RANGELANDS

Background:

As recently as 30 years ago, much of the rangelands of southern Ethiopia still consisted of rolling grassland with areas of large scattered Acacia trees. In those times, according to Galgalo Guyo, Kusie Liben and Jaba Nura, three pastoralists living in the village of Dembelaseden in the Oromia woreda (district) of Yabello, there were relatively few households, men had plenty of cattle, sheep and goats to feed their families, and adequate land was available for grazing the livestock. But repeated episodes of low rainfall and increases in population of humans and of animals led to overgrazing the Borana's rangeland. In turn, this overgrazing led to bush encroachment by invasive species of trees, particularly *Acacia drypanalobium*, which provides very little browse for livestock. It is now a common perception that given these factors and the decreasing productivity of large areas of the rangelands, periods of relatively low rainfall that in the past were easily survivable now cause extensive suffering.



ENCROACHMENT BY ACACIA DRYPANALOBIMUM

These conditions resulted in competition between households for pastureland, counter-balanced in part by an increasingly perceived need, on the part of many Borana, to protect and enhance their communal rangelands. Natural resource management often involves both cultural/societal factors and technical/agronomic ones. Imposed "solutions" have limited effectiveness. Instead, implementers of USAID's Pastoralist Livelihoods Initiative II (PLI II), Save the Children U.S. and CARE, have been working with traditional leaders and community members of the Borana to help them develop and implement Participatory Natural Resource Management (PNRM) plans that educate communities on approaches to current and potential problems and that reflect community consensus on how best to make use of that knowledge.

The Borana have strict traditions about the uses of their communal rangeland, which is their most important natural resource. They believe that the grass and trees belong to all Borana, that they all have the right to use the communal rangeland. Another central tenant of their tradition is that each Borana can graze as many animals as they own with no restrictions on numbers. But in time of need, these traditional values can be stressed. In the Yabello and Liban woredas, PLI II has been assisting a PNRM process to reduce the strain on the rangelands commons.

The advent and proliferation of “kallos”

The use of enclosed *kallos*¹ is a relatively new innovation for the Borana and an adaptation to a more settled livelihood system. Traditionally the Borana were highly mobile, but for a number of reasons they are now establishing permanent homesteads where the women, the elderly, and children live while the men still range with their livestock to more remote pastures

Virtually all clusters of homesteads in the area between Yabello and Negelle have now cleared and enclosed a *kallo* for their household livestock. These enclosures are either community owned or privately owned. Additionally, the same traditions regarding the uses of the Borana’s communal rangeland are being applied to the rangeland enclosed within a *kallo*. In times of drought, for example, when people from other areas require feed for their livestock, they will be able to access the hosting community’s *kallo* enclosures. Even the grass and fodder harvested from *kallos* will be shared on the same terms as that which governs the community who controls the *kallo* – for the milking livestock and the young. The arrangement for access and control is not the same for privately owned enclosures and community enclosures. There has been a growing trend and tendency of exclusive use in privately owned enclosures and denying others access even at times of stress.

While establishing *kallos* to produce fodder for the household livestock makes the strategy of “settled households” for the Borana possible – and enables the establishment of permanent villages where the children can attend school and women can access health care and engage in complementary livelihoods activities, *kallos*, community or privately owned are just one part of the solution of improving rangeland productivity, and it is not yet known what the impacts and long-term implications will be of removing large areas of the communal rangeland for farming and fodder production.

Encroachment on the Commons

While rangelands are considered as generally belonging to all, dozens of settlements, such as Galgalo Guyo’s, were established in the middle of communal rangelands. The households who respected traditional land use customs (i.e., those who still made their homes on the edge of the communal lands) found the forage depleted by these inappropriately established settlements. As a result, the herders who respected tradition were forced to trek their animals long distances to find grazing and water. This situation was seen both as unfair and as detrimental to the welfare of the rangeland belonging to all.



GALGALO GUYO, KUSIE LIBEN AND
JABA NURA

While enclosures are useful to increase productivity of the enclosed lands and enhance rehabilitations, if not managed properly they can lead to land fragmentation, shrinkage of the common pasture, and increased risk of competition and conflict for the dwindling pasture.

¹ “Kallo” is the Oromo term for an enclosed field or pasture established for the production of fodder and reserved grazing of household livestock. The “kallo” can be claimed and managed by individual families or by communities.

While farm lands could improve food availability during times good harvest, they can take over the key and productive grazing resources that are central to utilize the marginal vast land.

Actions:

PLI II undertook three significant sets of actions to address these issues.

1. Promoting dialogue and Participatory Natural Resource Management (PNRM).

PLI II's Implementing Partners are working with community members and leaders of customary institutions to help them develop plans for the more effective management of natural resources and to encourage government officials to have the plans accepted and implemented. Frequently these issues involve people at least as much as they do the environment itself. Beginning in 2009, traditional leaders (the *Gada*), responsible officials of the Oromia Regional State, and community representatives met several times in a process to resolve a number of issues caused by the proliferation of inappropriately located settlements, increasing in the number and size of private and community owned enclosures/*kallos*. The goal of this consultative process was:



Meeting at Dembelaseden

- a. to reach agreement with those living within the communal rangeland to move out of these areas and resettle in places approved by the community at large and to create improved and equitable access to grazing resources and other key resources such as watering points and salt lick areas.
- b. to dismantle or convert privately owned *kallos* into community owned *kallos* and control and manage future expansion of *kallos*.
- c. to dismantle inappropriately located farmlands

PLI II provided support to facilitate these discussions. This was accomplished in part by providing organizational support to the Oromia Pastoralists Association (OPA) and customary institutions (as in CARE Yabello) and the Customary Institution (as in SC/US Liben). OPA is a community-based organization working in all pastoral areas of Oromia. PLI II also facilitated the relocation of the households from their inappropriately sited locales to their new villages.

2. **Utilizing Prescribed Burns as a Range Management Tool.** Trainings were also provided to community members and local experts on utilizing prescribed burning to manage rangelands, along with pilot prescribed burns in the SCUS implementation areas of Liben and Gorodola woredas. Similarly government staff and community leaders were trained on how to monitor vegetation changes to progressively check rangeland improvements.

3. **Clearing rangeland areas of invasive species.** CARE, the PLI II partner operating in the Yabello woreda, provided training and incentives to clear invasive brush from areas near the new villages, one important key to making forage available to the pastoralists’ livestock.
4. **Establishing community enclosures (*kallo*).** A *kallo* is an enclosed (fenced) area that is managed for the benefit of the village’s household livestock (the milking animals and the young) and as a reserve of pasture and fodder for the dry season. The *kallo* makes it possible to assure that all community members have some degree of food security for their animals to limit the necessity to obtain purchased or donated feed.

Results and “Lessons Learned”:

1. Through a partnership between the *Gada*, the responsible government agencies, and USAID’s implementing partners, an opportunity exists to begin a process to discover how to actively and effectively manage the Borana’s most important resource - their rangeland. Because this process involves very significant buy-in by government and community stakeholders, there is likely to be less resistance all around to implementation of appropriate approaches – whether societal/cultural or technical if all parties are engaged in a participatory manner.

For example, the resettlement of the inappropriately established villages did not happen without a certain amount of resentment on the part of the people required to move. Galgalo Guyo said that his homestead was in a better location than the place where he was required to resettle. In addition he moved during a drought period, which made the construction of a new homestead much more difficult. But he admits that now it is fair for the entire community and respect for the *Gada* has been reinforced.

2. The productive value of *kallos* is almost immediately apparent, and the contrast between the areas managed within the *kallo* and those outside is dramatic. Inside the *kallo* pictured above, the soil has five times the nutritive capability as the soil immediately outside the fence barrier.

Specifically, following a season of rest, the grass within the enclosure reestablishes itself. Even a small *kallo* of 10 hectares (25 acres) or less can provide for the needs of up to 20 households to provide for the household livestock during a normal dry season.



THE OUTSIDE AND INSIDE OF A KALLO

3. Protection of the common grazing areas in the Yabello woreda is an early step in the broader task of managing the communal rangeland of the Borana, which extends from Negelle in south central Ethiopia

to Marsabit in northern Kenya. In the environment of the lowlands of the Horn of Africa, herd mobility is the only possible successful strategy, and mobility of the main herds remains the key to the overall system of livestock production for the Borana. For this nomadic system to be sustainable into the future, careful management of the common rangelands will be required. Further, the diversity of the various ecological zones within the Borana rangeland will require determination of the rangeland management strategies appropriate for the specific needs of particular areas.

4. As a result of the PNRM requirement not to have settlements and private enclosures in the communal rangelands, implementation routes to water points, some of which had been closed for over 13 years, were re-opened to be used by 8,000 heads of livestock owned by 650 households, and 15 routes to mineral lick areas in 6 kebeles of Liben and Gorodola woredas were re-opened. Some private enclosures were dismantled and converted to community enclosures in both CARE and SC PLI II areas in Borana and Guji zones. More work need to be done to dismantle privately owned enclosures by the former Gada leadership. If not achievement made so far could be reversed.

5. As a result of community dialogue and PNRM few inappropriately located farmlands in the key grazing areas were dismantled. More work need to be done to dismantle as well as control the expansion of commercial type farmlands in prime grazing lands such as what is sadly happening in Dida Liban in Liban woreda.

Recommendations:

1. Continue to encourage the processes of Participatory Natural Resource Management as a means of obtaining community consensus both as to appropriate approaches to NRM management and as a means of helping to ensure appropriate implementation of the resultant plans.

2. Provide training and discussion forums to representatives of customary institutions and of other community leaders in order to improve their understanding of technical issues associated with improved natural resource management.

3. Increase dialogue between representatives of customary institutions and governmental and other stakeholders, who may not be familiar with the customs and practices of a particular community, so as to smooth the implementation of appropriate resource management strategies.

4. Given the diversity of the ecology within the Borana rangeland, each eco-system will most likely require different and specific management strategies. The first step must be to begin a participatory process that inventories a community's natural resources; in the case of the Borana, this means conducting an inventory of both the communal resources and the increasingly privatized rangeland. This assessment should be designed to determine how the natural resources are currently being utilized, what areas are showing signs of degradation, and the core reasons for that degradation.

5. The practice of establishing *kallo* has become widespread in Borana and is being adopted in other areas of Ethiopia as well. The consequences of this practice should be carefully studied to understand



BORANA ELDERS

the long term implications, both for the households involved and the effects on the mobility patterns for the pastoralist system.

6. In the establishment of fenced enclosures for common use such as *kallo*, attention should be paid to issues of equity. Among the Borana there is no limit on the number of livestock owned by an individual that can utilize a *kallo* or on other rangeland. In order to avoid bad feelings on the part of households who may be using the *kallo* for only a small number of livestock, the contribution of labor should be commensurate to the extent of usage.

7. While it is important to ensure the quality of land inside a *kallo*, which functions as a reserve, it is also important not to neglect the quality of the rangeland *outside* enclosures. Establishing a number of *kallo* does not take the place of proper management and clearing of invasive species from other areas where pastoralists look for grazing.

8. The PNRM process should be institutionalized and all agencies working on the economic development in the Borana and Guji zones should be encouraged to adopt a common approach to natural resource management. Major long-term government-led projects funded by multilateral financial organizations such as the Pastoral Community Development Project (PCDP) must be encouraged to support and adopt the PNRM process.

9. It is essential to have the Customary Institutions in the lead, but it is equally important to have the commitment of government administration and line bureaus to enforce NRM decisions made through the PNRM process. Without the involvement and commitment by government authorities in the process, it is difficult for the Customary Institutions to enforce PNRM decisions.

Additional Resource:

Alison Napier and Solomon Desta (November 2011) Review of Pastoral Rangeland Enclosures in Ethiopia. Feinstein International Center, Tufts University, PLI Policy Project.
<http://sites.tufts.edu/feinstein/files/2012/05/Tufts-Range-Enclosure-Review-PLI.pdf>



CASE STUDY 2: PLI II CRISIS MODIFIERS IN FULDAWA - SUPPLEMENTARY FEEDING OF LIVESTOCK AND VETERINARY VOUCHERS

Background

USAID/Ethiopia's Pastoralist Livelihoods Initiative II (PLI II) works with members of pastoralist communities in 15 woredas (districts) in the Oromia, Somali, and Afar regional states of Ethiopia to help them improve their quality of life and to provide additional support in time of special need, such as failure of rain and crop failure. At these times, PLI II has available several Crisis Modifier (CM) options which address the needs, as appropriate, for destocking of livestock (i.e., selling off animals that can no longer be nourished), supplemental feeding of livestock so that households at particular risk will be able to keep at least the minimum number of breeding animals to start again, and veterinary support to help protect the health of a household's and the community's means of support.

Crisis modifiers are effective and flexible tools that can come into play rapidly to help mitigate the immediate effects of emergency.¹ Depending on the nature of the need, a community like the Fuldawa kebele (village) and its members may have access to more than one Crisis Modifier intervention.

Actions

Supplementary Feeding Program

Fifty households living in Fuldawa, a village seventy kilometers east of Yabello in southern Ethiopia, were selected by the local elders because they were particularly vulnerable following poor rains in the short rain *Hagaya* season of 2010/2011. The members of these families had so few livestock left that they would have been completely impoverished if another died. Each family brought two cows to a central feeding center, where the cows were given a daily ration of 2 kg of fodder with a concentrate supplement. The feeding program started in January 2011 and ran until April.

Ato (Mr.) Malicha Guyo is the head of one of the 50 households who benefited from the



DISCUSSION WITH COMMUNITY MEMBERS OF FULDAWA KEBELE

¹ A Dangerous Delay: The cost of late response to early warnings in the 2011 drought in the Horn of Africa, Oxfam Joint Agency Briefing Paper, January 2012.

livestock supplementary feeding intervention.



MALICHA GUYO, HIS WIFE AND THREE OF HIS CHILDREN

He is 75 years old, a respected elder, and has 15 children from two wives and like most residents in Fuldawa kebele (village, community, or neighborhood). 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 road, which provides them some support to feed the family. Malicha had eight cows and a few goats, but the drought had claimed four of the cows and to salvage some money to buy food for the family, Malicha sold two others before they would have died. By the time the supplementary feeding program started, only two cows and five goats still survived.

The remaining two cows were pregnant at the beginning of the drought, but Malicha sacrificed the calves in order to save the mother because the cows were not producing enough milk to feed the calves.

Veterinary Voucher Program

Another Crisis Modifier intervention offered to Fuldawa to survive the drought was a voucher program for animal health services. A total of 136 households in the kebele were given vouchers worth 40 Birr (about \$2.35) for veterinary health support. These veterinary vouchers make it possible for even very disadvantaged households to receive veterinary care and drugs for some of their livestock.

Ato Galgelo is one of only four Community Animal Health Workers (CAHW) in the woreda, which has an estimated 18,500 pastoralists. He delivered services in return for the vouchers. CAHWs, such as Galgelo, are self-employed, and the vouchers help make it possible for them to provide services for the worst off households.

Results:

Destocking and the Supplementary Feeding Program:

Out of the 100 cows in the kebele given supplementary feeding, only one died. Fourteen of those cows were able to sustain their calves. Following are the perspectives of Ato Malicha with respect to the results and impacts of the Crisis Modifiers on the lives of his family members:

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

All of Malicha’s school-age children go to school. Two boys are in grade 12, a boy and a girl are in grade 7, another boy is in grade 4, one girl is in grade 2, and one girl is in grade 1. The last children, born from his second wife, are now 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 tea.

“Thanks to the Supplemental Feeding intervention, my cows and my kids, particularly the twins, survived the drought. The cows are now pregnant and 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.” The cows are still providing a small amount of milk, enough to give to the twin boys.

Malicha commented that the supplementary feeding intervention was relevant and appropriate. However, he said, it should have started before January 2011 and the number of the beneficiaries, 50 households out of 660 households in the kebele, was too small to have a real impact on the larger community. It would also have been good if the intervention included commercial destocking to convert the dying animals to money and possibly slaughter destocking where the meat could be distributed to improve the diet of the needy. He noted that for such types of interventions to have real impact, timeliness is a critical factor.

Veterinary Voucher Program

According to Galgelo, the voucher system worked very well. The most common service he provided for the vouchers was treating livestock for internal and external parasites, which helped the livestock survive the drought.

Galgelo is continually busy, but getting new supplies of veterinary pharmaceuticals is a constant problem. He prefers to be resupplied with drugs from the government since these drugs are generally of better quality and less expensive than those available from private suppliers of veterinary pharmaceuticals. However, the government drugs are not always available. The nearest private supplier is in the town of Yabello, 70 km away.



“Lessons Learned” and Recommendations

- In the case of Malicha’s family, the supplementary livestock feeding was crucial not only in keeping the family’s last surviving animals alive, but also in safeguarding the lives and welfare of the family’s infants.
- Although reflecting perhaps only his own views, Ato Malicha felt that the Crisis Modifier would have had greater impact if more interventions had been employed (at least for his woreda) and if implementation had begun earlier.
- As Ato Malicha commented, the CM would have had greater impact if they had begun earlier. Many (but not all) crises in Ethiopia are slow-onset. Implementers should plan well in advance as to appropriate interventions, resources, and institutional lead time needed.
- Crisis Modifiers (CMs) are essentially economic in nature. When determining appropriate alternatives, cost-benefit analyses should be taken into consideration.
- While almost by definition CMs are used for relief, implementers should keep in mind that to the greatest extent possible, they should *also* be used to promote development. A key goal should be to promote community resiliency rather than potential dependency, even in a setting with a significant relief aspect.

- Currently in PLI II areas, the system of private fee-for-service Community Animal Health Workers (CAHWs) seems to be working well all around, and CAHWs see both a need and a demand for additional CAHWs in their woredas, both during the emergency and regular times. As discussed more extensively in Case Study 4, the veterinary voucher system provides CAHWs with at least a minimum level of cash income. This, in turn, makes it more possible for CAHWs to be available and, thereby, to be able to provide services to households with greater resources. Implementers of projects with veterinary health components should consider replicating this system.



CASE STUDY 3: PLI II WOMEN'S INCOME GENERATING GROUPS – ENTHUSIASM AND PRIDE – WOMEN FROM BORANA COMMUNITIES SPEAK

Background

USAID assistance in organizing, training, and supporting the development of women's income generating/micro-finance groups has a track record of some 15 years in the southern parts of Ethiopia, and an important component of the work of USAID/Ethiopia's Pastoralists Livelihoods Initiative II (PLI II) is improving the quality of life for pastoralist women in its 15 target woredas [districts] in three regional states – Oromia, Somali, and Afar – through assistance with promotion of income generation. In addition, the development of cereal banking in particularly hard-hit areas, an activity in which women typically play the leading role, is critically important for the assurance of food security.

The income generated through these groups has important economic repercussions beyond the direct improvement in the member's households. A multiplier effect magnifies the importance of the income generated, offering economic benefits to more than just the group members.

This case study presents perspectives from focus groups which a USAID evaluation team held with members of four Borana women's income-generating groups in April 2012. Although many of these groups have proven extraordinarily successful, PLI II does not appear to have been developed a standard modality of "best practice" as to how these groups should be organized, trained, and nurtured during their formative few years.



THE ALOE SOAP MAKERS OF KOBADI

Perspectives from the Women's Groups

Dembelaseden and CARE

A group of some 30 women presented their perspectives. In late 2010, ten women formed the initial village woman's cooperative of Dembelaseden, with CARE providing training. Their first successful effort focused on "cereal banking" of maize from their own fields. The income-generating group now comprises about 30 women. Currently they had 10-15 quintals [1 quintal = 100 kg] of cereals in storage after having marketed a total of about 35 quintals. The group will be making a request to CARE for assistance in establishing a better storage facility, one more durable and secure, constructed of blocks.

Group members stated they intend to do livestock trading, but acknowledged they lacked some of the

necessary skills. Having accumulated an investment fund of about 90,000 Birr (about \$5,000)¹, they had many ideas for expansion, but feel inhibited by their lack of critical skills. They expressed a desire for training in literacy and arithmetic.

A subgroup of focus group members also wanted to discuss other training needs, best labeled as management and marketing skills that they considered desirable. They had heard of other associations that were starting enterprises, and this group felt they also had the wherewithal to engage in more profitable enterprises and asked for help. The group considered turning to the local schoolteacher as a possible source for training, but acknowledged the teacher was already over-loaded with responsibilities. This subgroup felt that no one with the capacity to assist was listening to them.

The discussion turned to their assets and possible costs that might be required to obtain the training they desired. There was no doubt that the women were prepared to contribute to the costs of their potential education/training. They discussed how much money they might assemble for an investment enterprise and the amount of 15,000 birr (about \$855) did not appear to be an impossible threshold, although as far as the evaluation team could tell, they did not have that much in an account.

Dambi Tutfe and Save the Children-US (SC-US)



The Dambi Tutfe Maize Marketing Group

Fifty kilometers south of Negelle, at Dambi Tutfe, the evaluation team met another income-generating women's group that was first established three years ago (2009 G.C.). These women first organized when women from neighboring Bitata village came to explain how to form a savings and income-generating group. With the assistance of SC-US, they formed into a cooperative five months ago by joining with four other groups. There are currently 15 members.

At the time they met the evaluation team, Dambi Tutfe Maize Marketing Group had nearly 50 sacks of white maize in their storehouse that had cost them 24,000 birr (about \$1,365).

They expected to have it all sold in the coming two weeks for a total profit of 1,000 birr (about \$60). This was the 29th truckload of maize that they had sold. Their leader said, "At first our husbands opposed our getting involved in a savings and income generating group. Now we hire them and pay them to unload the trucks."

Some of the members have engaged in livestock trading (seven cattle and 35 goats/sheep), but it is difficult for the women because livestock trading requires traveling. They feel that purchasing and marketing cereals and running a small retail shop would be more profitable. In the future they plan to purchase a truckload of salt mined in the volcanic crater of Meggado in southern Ethiopia for resale in their community. In addition, the women explained that they are paying the husband of one member to teach them to read and perform basic arithmetic.

Soap-Making in Kobadi – Save the Children-US

In Kobadi, a village about 15 kilometers east of Negelle, following training by SC-US, ten women each contributed 1,500 birr (about \$85) to launch an enterprise that makes soap containing locally harvested aloe. The quality of their soap is very good and they are waiting for Government of Ethiopia certification

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

before they can legally retail this soap. The group plans to ask SC-US for training in literacy and arithmetic along with help in marketing, and how to get credit to expand their business.

Livestock Marketing and Retail, Ibsa, Kobadi – Save the Children US

The Ibsa Livestock Marketing Cooperative, also in Kobadi, has 21 members, five men and 16 women. They were organized by SC-US as a group in 2006 under PLI I. Initially each member contributed 10 birr a month to build up a fund before they were given a grant of 12,500 birr (about \$710).

In 2011, under the Crisis Modifier option of PLI II, the group was granted 41,000 birr (about \$2,330) to buy livestock as part of livestock destocking. This commercial destocking plan is part of the drought cycle management concept. Through commercial destocking, a group buys livestock that would otherwise starve to death and feeds them through the drought period for eventual resale. The Ibsa group bought 21 emaciated cattle at a fixed price of 800 birr each (16,800 birr, around \$955, total). To feed these animals, they purchased 21 bags of wheat bran at 290 birr/50 kg. and 15 donkey cart loads of locally grown fodder for a total of 6,000 birr (\$341) plus eight donkey cart loads of teff straw for an additional 3,000 birr (about \$170) for a total cash investment of 25,800 birr (around \$1,470). These animals were fed for two months, before the rains began in the spring of last year, when the livestock were sold in the Negelle market for a profit of about 1,000 birr (around \$60).

At the time of the focus group discussion, the Ibsa Livestock Marketing Cooperative had re-invested in six bulls, built a retail shop, and was in the process of finishing a storeroom. They have 5,000 birr (around \$285) invested in stock for the shop and 60,340 birr (around \$3,430) in cash. Feeding livestock emaciated by the drought was a lot of work for a very small profit, but the group is not discouraged and is looking forward to trading in cereal grains and operating their shop. Moreover, they were pleased that they were able to keep the 21 cattle from dying of starvation.

Results

The members of each of these four income-generating groups clearly displayed their enthusiasm and pride. These groups, primarily comprised of women, have experienced success in adding to their families' income. They frankly expressed pride in their accomplishments and looked forward to greater success and pled vigorously for additional training in literacy, numeracy, and marketing along with access to financial services. The best part of all is that in all four cases, villagers were investing earned revenues in the health and education of their children.



The Ibsa Ladies Cooperative Retail Shop

The perceived needs expressed by these groups provide opportunities for PLI II to implement new strategies that can move the groups quickly up the ladder of economic sustainability, whether via cattle trading, manufacture of products, retailing, or wholesaling. These communities will benefit from timely and increased encouragement.

“Lessons Learned”

- The women recognized the limitations of their skills and were prepared to invest some of their own resources into getting the necessary skills.

- The women were able to get men actively involved in these income-generating activities, while still retaining control.
- In both Dembelaseden and Dambi Tufte, the women’s groups were inspired and motivated by the example of women’s groups in other communities. Providing opportunities to share experiences is an important element in fostering successful income-generating groups.
- With some success in one type of income generation, members of the groups were moving forward with efforts to diversify their opportunities.

Recommendations:

Both for immediate support and for long-term local sustainability, the development and strengthening of income-generating groups, particularly those launched and implemented by women, figures as being among the most fruitful activities that programs like PLI II can undertake.

- Literacy and numeracy training needs to be a built-in aspect of the package for all income-generating groups assisted by PLI II or other projects, and, to the extent feasible, additional training in topics such as marketing or industry-specific needs should be provided.
- PLI II should develop a standardized modality or “best practices” guide to insure the efficient and sustainable development of multiple income-generating groups.
- Inherently, some types of income-generation, e.g., livestock trading, cereal banking, small retail, will predominate. However, building on their own institutional memories and the experiences of other implementers, implementers should seek to identify additional potential sources of income generation, such as the soap-making exemplified by the Kobadi collaborative.
- Women in different locales got motivated to begin income-generating groups in part through the experiences of women in other groups. PLI II should promote networking, including networking with income-generating groups in support of other USAID-assisted activities such as education.
- The more successful groups need to be linked to larger levels of capitalization through a banking or credit system.
- Implementers should be aware that members of income-generating groups can have different perspectives on their own goals and their expectations for the group as a whole. To a noticeable extent, in Ethiopia there are regional/cultural differences in attitudes, with members of the groups in Oromia looking for long-term sustainability of the group as a whole. Please see also Case Study 9.



CASE STUDY 4: COMMUNITY ANIMAL HEALTH WORKERS, PRIVATE VETERINARY PHARMACIES, AND VOUCHERS IMPROVE ANIMAL HEALTH FOR PASTORALISTS

Background:

In the best of times, the provision of timely competent animal health services for pastoralists is challenging. This challenge becomes even more critical when livestock are weakened by lack of pasture and water. Saving livestock during times of drought saves people's lives, saves their livelihoods, and reduces extended dependency on outside assistance. To help Ethiopian pastoralists cope with drought, USAID's Pastoralist Livelihoods Initiative II (PLI II) project provides a toolkit of interventions, several of which have the potential of being locally sustainable well after PLI II ends. This case study describes three interacting USAID-supported interventions being implemented by the International Rescue Committee (IRC): Community Animal Health Workers (CAHWs), private sector veterinary pharmacies, and veterinary vouchers.

IRC implements PLI II in Kebri Beyah woreda (district) in the northern part of Ethiopia's Somali Region. Within the Kebri Beyah woreda, Gilo kebele (village or community) was the community most severely affected by the 2010 drought. This kebele has a population of about 15,000 and has a mixed population of pastoralists and agro-pastoralists.

Action:

Community Animal Health Workers

Because government veterinary services cannot reach most pastoralists on a timely basis, members from pastoral groups have been trained to deliver basic services. These Community Animal Health Workers (CAHWs) live in the pastoral areas, have livestock of their own, and provide affordable animal health services to their community. IRC uses a business model that connected the CAHWs at both the demand and supply sides. On the demand side, the CAHWs were linked to the community and on the supply side, they were linked to private pharmacies.

As part of IRC's commitment to expanding and protecting livelihoods in pastoral areas, IRC sponsored the training of 22 CAHWs in 2010. The trainees were identified by community elders in the woreda because they are reliable individuals in whom the community could put their trust for best services.



CAHWs Fatuma Abdi and Aden Mohamed

Among these trainees was Fatuma Abdi Arab, the first woman in Kebri Beyah to receive CAHW training. Fatuma is 40 years old, married with two children, and lives in Gilo kebele (village). Fatuma has the support of her husband, who often assists her when the work demands require extra strength and

endurance. When there is a large herd to be treated against external parasites, Fatuma's husband will operate the hand sprayer while Fatuma treats individual animals for other ailments. They are both very happy about the income she earns, which has very much improved the household's food security. In addition to training, IRC provided Fatuma with a cabinet which she has installed in her hut to keep her drugs clean, dry and away from the children.



CAHW Fatuma Abdi and son

Aden Mohammed Farah, 42, received CAHW training at the same time as Fatuma; he also lives in Gilo. When asked his opinion about working with a woman CAHW, Aden admits that at first he was skeptical that a woman could meet the physical demands of the job. CAHWs are often required to walk many kilometers to treat livestock far in the bush. Fatuma acknowledges that traveling to remote areas to provide services is a challenge, both as a female alone as well as in the time away from her children and home. However, she points out that there is a need for a division of responsibilities. When the herds are far away and the male CAHWs are traveling with those herds, there is a need for someone to treat the many household livestock that stay close to the villages. Both Aden and Fatuma suggested that there are not enough CAHWs and that an average of at least eight CAHWs per kebele is needed to meet the needs of the community and that

they are not concerned about possible competition.

Private Sector Veterinary Pharmacies

Training CAHWs is only part of the essentials needed to deliver timely and effective livestock health services to pastoralists. Without a steady and affordable supply of veterinary drugs, CAHWs cannot function. Many previous attempts to train and establish CAHWs have failed because there was no reliable source for drugs.

To solve this problem in Kebri Beyah, IRC provided training and support to Nur Abdi, who was struggling to maintain a veterinary pharmacy. Nur Abdi, 36, is married with two wives and 10 children. He was trained as a CAHW in 2005 by the Somali Region Pastoral and Agro-Pastoral Research Institute (SoRPARI) and received refresher training in 2010 by the UN's Food and Agriculture Organization (FAO). Nur started his pharmacy in 2008 with a total capital of 10,000 birr (about \$570). In 2010, IRC provided him with furniture and a refrigerator worth 16,000 birr (about \$910). In addition he received a stock of drugs from FAO worth 10,000 birr (about \$570).

In four years of practice, Nur's capital grew to 200,000 birr (about \$11,373). "But", explained Nur, "it was during the last two years, since I received training and financial assistance from IRC, that my business crossed the break-even point and became profitable."

He now primarily buys from the Tropical Pharma Trading Company in Addis Ababa. According to Nur, this company supplies quality yet affordable products. However, in order to replenish his stock he travelled to Addis Ababa, often twice every month. Now that he and the company have a good working relationship, he can now place orders by telephone and deposits the money in the bank account of the Tropical Pharma Trading Company and the drugs are shipped to him.



**Veterinary Pharmacist
Nur Abdi**

Nur has become the major supplier for four other private pharmacies, supplying veterinary drug stores in Degahabur, Aware, Hartishek and Kebri Beyah. From his main store he supplies more than 30 CAHWs on a regular basis. In order to comply with Ethiopian law, which requires that either a licensed veterinarian or animal health assistant supervise the sale of veterinary pharmaceuticals, he employs an animal health assistant to manage the technical aspect of the business.

Veterinary Vouchers

Among IRC's responses to the 2010 drought that hit the Somali Region was a veterinary voucher system to provide livestock health services to the most vulnerable pastoralists. In consultation with the community, IRC provided 200 vouchers, some worth 55 birr (about \$3.15) and others 60 birr (about \$3.45) to those with the greatest needs. Fatuma and Aden, the two CAHWs in Gilo, provided animal health services, taking the voucher as payment. They replenished their drug supply by turning the vouchers in to Nur Abdi at this pharmacy. Nur was then paid by IRC.

Results:

IRC's implementation of an integrated system of interventions has helped to protect the health of a core group of livestock for many of the pastoralists in the Kebri Beyah woreda who have been most severely affected by drought.

The voucher system has worked well, providing services to the most vulnerable and minimizing fraud.



Livestock Herder with veterinary voucher

- 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 of these sheep and goats to the drought.
- From each voucher Fatuma and Aden received 20 birr (about \$1.15) as the remainder of the voucher covered the cost of the drugs; they each netted 2,000 birr (about \$115) for their services plus 10% of the cost of the drugs. They also receive income from services not covered by vouchers.
- Using this IRC-backed voucher system, Nur Abdi was able to supply drugs to the CAHWs with reasonable profit margin. As a result of the voucher system and his other activities, Nur now owns two retail shops in Kebri Beyah, one of which includes a retail electronics line. In addition, Nur does livestock trading and is a member of the Hilac livestock marketing cooperative which IRC also established and supported under PLI II.

In addition, Fatuma serves as an example of a woman performing well in a “non-traditional occupation” and visible doing so.

Lessons:

It was in 1994 that the first CAHWs were trained in Ethiopia. Although initially controversial among veterinarians, the need and utility of trained 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.

Fatuma and Aden continue to flourish. Their CAHW training has served them and their community well. Nur Abdi's veterinary pharmacy is growing. Ibrahim Farah can access affordable livestock health

services when he needs those services. This, and similar examples from other regions, all show that the privatized model for providing veterinary health service works well for the pastoral areas.

The model that works best is the one adopted and implemented by IRC in the above example:

- 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, which in turn earns the bulk of its income by selling to a number of CAHWs.
- The viability of the private enterprise model of CAHWs and Veterinary Pharmacies are strengthened by outside organizations by utilizing a “voucher system” to deliver emergency or crisis 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.

Conclusions/Recommendations:

- In the future, more CAHWs need to be trained. In most areas CAHWs acknowledge that there is a need for twice the number currently trained and working – and CAHWs interviewed for this case study claim no fear of saturation. Attrition is an issue as it is in any profession. Therefore, there is a need for regional administrations 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 now changing, and in the coming years, and for a relatively small investment, a network of private veterinary pharmacies can be spread across the pastoral areas of Ethiopia.
- Finally, the strengthening of the delivery of veterinary health services via the private sector does not substitute for the need for public sector veterinary services. Ethiopia will continue to require public sector veterinary services which also have the resources necessary to properly supervise the network of private veterinary practitioners, veterinary pharmacies, and CAHWs.



Cattle thin but alive thanks to treatment by CAHW



CASE STUDY 5: RECLAMATION AND ALTERNATIVE USE OF LAND LOST TO *PROSOPIS*: THE EXPERIENCE IN GELELA-DURA AND YIGILE PASTORALIST ASSOCIATIONS (PA) OF GEWANE WOREDA

Background:

Prosopis juliflora, commonly known as mesquite in English and *dergi harra* has become a component of the rangeland ecosystems in the Afar Region of Ethiopia. More than 1.5 million hectares (approximately 3,710,000 acres or 5,800 square miles) of the Afar rangeland has been invaded by *Prosopis juliflora*, primarily within the flood plain of the Awash River. This constitutes 16% of the total landmass of the regional state or 32% of the region's best productive land. *Prosopis* was introduced in the early 1970s by the Ministry of Agriculture as a potentially beneficial tree, but the introduction was not accompanied with transfer of management and processing technologies to contain its expansion and to maximize its benefit through utilization. The general characteristics of this aggressive plant, such as its resistance to dry conditions and saline soils, fast growth, coppicing abilities, ability of seeds to stay dormant for extended periods, and quickly germinate during favorable conditions, large number of seeds per pod, etc., have allowed it to grow quickly and spread over a large area within short period of time. As a result, the plant has taken over a large part of the Afar rangeland and is a serious threat to the livelihood of Afar herders and agro-pastoralists.

Gelela-dura and Yigile kebeles (villages or communities) in Gewane woreda (district) are two of the communities within CARE's PLI II mandate which are infested by *Prosopis*. Herders in these kebeles lost much of their pastureland, the foundation for their livelihoods, to this tree, which has occupied their key dry season grazing areas along the Awash River basin. In addition, portions of the rangeland away from the river have also been taken over by this invasive plant species. Given the magnitude of the problem, community members in the two kebeles have been appealing to government and donors for support to deal with the invasion in order to save their land and livelihood. CARE Ethiopia has been assisting these two communities since 2009, taking over from FARM Africa, another international NGO, which had been working to address the *Prosopis* infestation problem.



Discussion with farmers who cleared *Prosopis* for farming

Actions:

Through the PLI II project CARE Gewane worked with woreda pastoral development offices and Community Development Committees (CDC) in Gelela-dura and Yigile kebeles, organized seven groups with a total membership of 180 households (47 headed by women) to reclaim land lost to *Prosopis* and to establish crop farms. The group members were selected through the CDCs, which have broad representation from clan elders, religious leaders, women, health extension workers, development agents, and kebele leaders. This was an effective and more transparent mechanism to select the neediest households from all sections of the community, clans and sub-clans.

CARE supported the CDCs in developing Community Action Plans (CAP), capacity building trainings, linkage with the central markets, and funded part of the plan to purchase water pumps with accessories and fuel. For three of the community driven livelihood projects the CDCs administered the funds and



Prosopis invasion of the Awash River flood plain

purchased the pumps and the fuel. The remaining four groups were supported directly through CARE’s Natural Resource Management (NRM) program, and CARE purchased the pumps for the groups. CARE provided all of the groups with hand tools to be used in clearing Prosopis and preparing the land for cultivation. Improved varieties of seeds were also provided. In collaboration with the Gewane Woreda Pastoral and Agricultural Development Office, various trainings were given in Prosopis control/management, agronomic training, post-harvest handling of crops, and water pump maintenance. The main purpose of the intervention was to increase economic opportunities and income-generating capacity for the herders and agro-pastoralists through crop production on

reclaimed land and at the same time to contribute towards Prosopis control/management and making use of Prosopis to the greatest extent feasible.

Results:

Since 2010, the seven groups have cleared 300 hectares (742 acres) of land invaded by Prosopis by cutting under the trunk (15-20 cm below the ground), pulling out the root, and planting the land with crops and vegetables. The Prosopis wood was converted into fuel for household consumption and charcoal for sale. Because individual group members cleared land for their individual use, the size of land ownership varies among group members. Strong and committed individuals cleared as much as 2.5 hectares (6 acres). According to Aden Seid, the Gelela-dura CDC chairman, it takes three to four months for one person to clear and prepare one hectare of land for cultivation. Oumer Beri, deputy chairman of the Yigile CDC, agreed with Aden and further noted that reclaiming the lost land is a huge task, requiring hard work. They both mentioned that what they have achieved so far in clearing and planting the 300 hectares would not have been possible without the material and technical support from CARE and its partner, the Woreda Pastoral and Agricultural Office.



Prosopis plant that was pruned and grew into a tree

According to Aden and Oumer, reclaiming the lost land and getting rid of Prosopis is a huge benefit, even if it cannot be completely eliminated. The benefit obtained from cultivation to improve the household food security was substantial.

Dahan Duba is a married man from Gelela-dura who has three children. He cleared and planted two hectares (five acres). Since 2010, he has harvested 200 quintal (20,000 kg) of maize and 20 sacks of onion in three planting seasons. He sold 100 quintal (10,000 kg) of maize at \$18/quintal and obtained \$1,800 and received \$120 for the onions. He kept 100 quintal of maize and some onions for his household consumption. Dahan plans to expand his land. He said, “Now I have the skill and knowledge



Charcoal produced from Prosopis for sale along highway

in agronomy to do better farming.” Dahan also has three cows and ten goats for household milk consumption.

Hassan Nuhe and Mohammed Guro, who cleared and planted 1.5 and 1.0 hectare respectively, are also beneficiaries with similar success stories to tell. They did not hide how hard a job the clearing and re-clearing land of Prosopis actually is. “Prosopis,” they said, “You clear it in the morning, but it comes back in the evening. It is tiresome and at times frustrating, but you forget all that when you see the fruit of your labor in improved livelihood.”

They all worried about the drying up of the Awash River in their area because the main channel had diverted to the west and they requested support for alternative sources of water for both household consumption and irrigation. Without the Awash River or alternative water sources, the effort already invested by CARE and the beneficiaries in reclamation and crop cultivation will be a complete loss. The government has promised help in restoring the river to its original channel, which passes near the villages.

Lessons:

The reclamation of the lost land for alternative land use, in this case using it for crop and vegetable production, contributes towards the food security of the targeted beneficiaries; to a lesser extent it has contributed to the control of Prosopis. However, the scale of land cleared and the number of beneficiaries are too small to have significant impact either on the larger community or the vast area encroached by Prosopis.

There remains a need for careful and continuous monitoring of the reclaimed land to avoid reinvasion. Prosopis is extremely aggressive and requires regular clearing of the seedlings along with intensive use by goats to suppress regrowth by seedlings during fallow periods between cultivation. Reclaimed land will be lost if not properly managed.

In order to gain the maximum production and economic benefits from the reclaimed land, a complete agronomic package needs to be developed. This should include a full range of suitable crops, technical training as to how to produce these crops, and methods to use irrigation waters efficiently.

In addition, there is a need for an economic analysis on the cost benefits of alternative uses of Prosopis along with alternative uses for reclaimed land. Charcoal produced from Prosopis has become a major enterprise along the Awash River. Because Prosopis is such a fast-growing tree, with proper management it can become a sustainable source of charcoal and building materials. The pods are high in protein and have commercial value as an additive to livestock feeds and food for humans.



Prosopis regrowth (behind gathering of Men) in field recently cleared

Conclusions/recommendations:

- Produce a cost/benefit analysis to determine the economics of clearing land for the purpose of irrigated farming along the Awash River.
- Develop an expanded package of recommended agronomic practices to enhance outcomes and incomes from irrigated farming. Look into feasibility of drip irrigation systems for continuous production of high-value crops.
- Develop a set of recommendations and practices to enhance profits from harvesting of *Prosopis* for charcoal, and construction logs.
- Develop a system to harvest and market *Prosopis* pods.
- Implement upgraded post-harvest storage and harvest management systems to reduce losses.
- Increase the scale of *Prosopis* clearing for farming, charcoal, and timber.
- Expand clearing efforts to infested areas outside of the Awash River flood plain.
- Assist the Afar Regional Government in the implementation of their *Prosopis* control policy.

Additional Resources

Afar National Regional State, “Regulation prepared to control, manage and eradicate the invasion of the alien invasive tree species - *Prosopis juliflora*,” available in English, Amharic, and Afar.

Faith Ryan, USDA Forest Service, Working Guide for Integrated Management of Invasive Species in the Arid and Semi-Arid Zones of Ethiopia

Dubale Admasu, Invasive Plants and Food Security: The case of *Prosopis juliflora* in the Afar region of Ethiopia. http://cmsdata.iucn.org/downloads/invasive_plants_and_food_security___final.pdf



CASE STUDY 6: PLI II PROMOTES SAFER CHILDBIRTH IN ETHIOPIA'S SOMALI REGION

Background:

Although infant mortality in Ethiopia has dropped by 42% between the 2000 DHS (Demographic and Health Survey) and the 2011 DHS, 59 infants still die for every 1,000 live births – on average. Figures are even worse for pastoralist areas such as Ethiopia's Somali Region, where 71 out of 1,000 infants die before their first birthday. Nearly 75% of pregnant women in Somali receive no ante-natal care at all (compared to 39% in the nearby city of Dire Dawa). And overall, it is estimated that 4% of Ethiopia's women will die during pregnancy or childbirth or within two months of giving birth.¹

USAID/Ethiopia's Pastoralist Livelihoods Initiative II (PLI II) works with members of pastoralist communities in 15 woredas (districts) in the Oromia, Somali, and Afar regional states of Ethiopia to help them improve their quality of life. A vital aspect of this work is improving Maternal, Newborn, and Child Health (MNCH). The nature of pastoralism precludes use of a system of fixed clinics or hospitals staffed by highly trained health professionals or even much use of Health Extension Workers. Providing improved health care to pregnant pastoralist women and their newborns calls for strategies that rely upon trained volunteer practitioners who can extend the work of professional health workers.



Actions:

From time immemorial, women facing pregnancy and childbirth, especially in rural areas, have been assisted by Traditional Birth Attendants (TBAs), who are trusted residents of their communities. In Ethiopia overall, 28% of births are assisted by a TBA; in Somali, 81% are, more than in any other region in Ethiopia. To extend mother and child health services to pastoralist communities, Mercy Corps, the PLI II partner working in Mullo woreda [district], focuses upon TBAs who show interest in volunteer health advocacy and assistance and provides them with training on the importance of institutional delivery, adequate ante-natal care (ANC) and appropriate post-natal care (PNC). Through this added training, the TBA extends the reach of health services to penetrate into smaller kebeles (communities), remote settlements, and migratory pastoralists.

Momina Abdi Seid is thirty years old and has given birth to six children. Only for the last birth did she have the benefit of being delivered in a health post supported by Mercy Corps PLI II initiatives. Her first five births occurred at home, under unsafe conditions, and lacked basic health care. In four of the five births, Momina retained the placenta, resulting in extensive blood loss and stress. She vividly described

¹ Central Statistical Agency [Ethiopia] and ICF International. 2012. Ethiopia Demographic and Health Survey 2011. Addis Ababa, Ethiopia and Calverton, Maryland, USA: Central Statistical Agency and ICF International. Because of drought and security concerns, many census areas in Somali could not be counted, so figures may not be fully representative of the region.

the pain, fear, and ‘unpleasantness’ of those first births. In comparison, her experience accompanying her most recent delivery was remarkably better, faster, and safer.

Mercy Corps provided support for a kebele health post which Momina visited three times prior to delivery. (Under normal circumstances, a minimum of four visits is recommended.) Momina received counseling from Harwa Aden, the TBA volunteering in her community, who used a series of cleverly-designed cards that illustrate each stage of pregnancy, the birthing process, and vitally, the proper care of mother and child immediately after birth. Momina also received training that assisted her to expel the placenta earlier than in her previous deliveries. The strategy she learned included immediate breast-feeding of the infant rather than discarding the colostrum, the mother’s first milk produced at the time of delivery. Traditional practices mistakenly believe that the colostrum is “dirty” and unfit for newborn infants, when in fact it contains antibodies that protect the newborn against disease.

Momina was pleased that after some early reluctance, her husband accompanied her to the health post and learned ways he could assist in the care of the infant and mother. The Antenatal Care (ANC) prepared her for the sixth birth, with a Tetanus Toxoid (TT) vaccination, supplemental iron tablets to avoid anemia, blood pressure checks, and a HIV test. The TT vaccines are really important to prevent neonatal tetanus because 90% of births in Ethiopia take place at home and unclean sharp materials are commonly used to cut the baby’s umbilical cord, thereby exposing the newborn to tetanus.



TBA Hawa Aden explained that initially she had to accompany each woman about to give birth to the facility. The expectant mother would often lose their will or strength and return instead to their huts. Now, however, the acceptance of her services, the ANC, and the follow-up services offered to mothers have secured the role of the Maternal Health Center in its efforts to increase mother and child survival rates.

Lessons:

I. PLI II has provided a strong foundation, and a model, for the creation of a long-lasting health maintenance system for remote kebeles. That foundation acquired much of its strength in the harnessing of local community members willing to give their time and efforts to the cause. In all community improvement efforts, volunteerism often, creates the most enduring motivation in securing and institutionalizing basic human services. This community reaction typifies the fastest known method to achieve resiliency within a small population that must rely on itself for basic services.

2. While TBAs are not themselves trained to conduct deliveries nor are they allowed to conduct deliveries at health facilities, they serve as a highly valuable bridge between the community and the facility. Abdi Ali, Head of the Mullu Health Center, has indicated that since PLI II started providing MNCH (Maternal, Newborn, and Child Health) support, the number of clients coming for ANC, delivery, PNC, and immunization has increased significantly. (Note: Some Woreda Health Offices pay TBAs an incentive of 50 birr when they bring a mother to a health facility to give birth.)

Conclusions/Recommendations:

1. Utilizing a simple cost-benefit analysis, Mercy Corps has developed a cost-containing strategy for the extension of essential, life-saving, MNCH services that can be replicated elsewhere. This model of training volunteer Traditional Birth Attendants should be further studied to create a training protocol that can be replicated in other programs.

2. Inappropriate health practices, along with the lack of access to modern health care services, harm the health of pregnant and nursing mothers and of their children. Interventions that focus on delivering simple doable actions such as initiating breastfeeding within the first hour following delivery help save children's lives. These kinds of interventions need to be strengthened along with improving access to modern health services.

3. Naturally, mothers would like to provide their children what is best within the limits of their capabilities. One-to-one counseling by a health professional brings change. The literacy level of pastoralist women is very low so it is important to provide counseling messages in the appropriate time in the life cycle to be put into practice and provide that information in an appropriate format. Well designed counseling cards that can be presented in a timed and targeted counseling fashion will improve knowledge retention by mothers and result in good outcomes.



4. Traditional practices such as discarding colostrum and not using modern contraceptive methods have their roots in religion and cultural taboos. Changing these practices require continuous engagement and frequent contact of the counselor with the client. In this endeavor, involvement of the religious and clan leaders and involvement of husbands is very crucial. Empowering women by involving them in income-generation activities endows them with a certain level of economic freedom and decision making that transforms their lives and the lives of their children.



CASE STUDY 7: HELPING TRADITIONAL WIDOW REMARRIAGE ADJUST TO CURBING HIV/AIDS TRANSMISSION: A PLI II RESPONSE IN ETHIOPIA’S SOMALI REGION

Background

This is the story of two families in neighboring villages in the Mullu woreda (district) in Ethiopia’s Somali region. These villages are located along the “high risk corridor” highway to the port of Djibouti, and since antiquity its residents have practiced the custom of having a widow remarry a brother or other close relative of her late husband’s.¹ While particularly relevant to HIV/AIDS health promoters working with members of communities like these, this case study is relevant to anyone involved with premarital counseling and testing.

HIV is a new threat that few residents of this woreda recognize as a disease with a name, and even fewer understand its origins and its merciless impacts. For the past two decades villagers have observed that a certain pattern of illness tends to worsen and despite all attempts to bring about a cure, death results. In one village, several years before, a sickened and after a protracted illness died. As expected by tradition, that man’s older brother his widowed sister-in-law as his second wife, securing the family’s inheritance and providing support for the widow and her children. That brother soon sickened and died, with symptoms similar to his brother’s. Again, in line with custom, another brother and then a fourth brother took the surviving widow as a wife, and died with similar symptoms. By that time, the community began to place the blame for the deaths of the brothers on the surviving widow drove her out of the village. Growing weary the burden of community estrangement, and increasingly severe symptoms of illness of her she gradually weakened. Soon the community learned of her own death, and news of the fate of these brothers and their widow became common knowledge among others in the clan.



A COMMUNITY CONVERSATION GROUP IN MULLU

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Since that time, Hussein Mussa, an older clan leader who already had two wives, came to be aware of issues associated with HIV/AIDS as the result of awareness campaigns launched by Mercy Corps with support from PLI II. Hussein has a large family who were closely knit and meticulously observant of clan, religion, and customary prescriptions for family responsibilities. When his own younger brother died and he was designated to marry his sister-in-law, he recognized his own potential vulnerability to HIV/AIDS. However, it was difficult for him to refuse to honor the tradition and as a result to face the

¹ For privacy, names and other potentially identifying information have been adjusted.

consequences, which could include confiscation of his cattle, being beaten, and being expelled from the community.

Actions:

With the information from the Mercy Corps awareness campaign, Hussein reminded the clan of what had happened to the four brothers and told the clan that his brother's widow needed to be tested before he would marry her. The widow refused to be tested for HIV and Hussein refused to marry her. He did not want to risk becoming infected himself, nor did he want to risk transmitting infection to his other wives. However, Hussein stated that in keeping with the spirit and intent of the tradition, he would provide the widow with the material support that is customary.

Although not a direct factor in this specific case study, Mercy Corps and other PLI II implementers have instituted "Community Conversation" groups which meet regularly to learn about and share information on including community action cycle, condom promotion and distribution, AB (abstinence – be faithful) promotion, care and support of People Living with AIDS (PLWA), and linkages with other sectors including the legal institutions. These Community Conversation groups serve to promote greater awareness of HIV/AIDS related issues among their communities.

Results:

With the insights gained from the tragic experience of his fellow clan members and potentially of himself, Hussein became a leading spokesperson for Mercy Corps HIV/AIDS programs. Hussein recognizes that wife-inheritance is a long-standing custom, but he strongly advocates the testing of everyone before marriage. According to Hussein, some members of the community continue to advocate that a surviving brother-in-law must actually marry his brother's widow, even when one or both are positive for HIV/AIDS. However, because of his and Mercy Corps work, that attitude is changing.

Members of the Community Conversation groups interviewed in Mullu woreda report that as a result of their efforts, there is an increase in the number of people seeking Voluntary Counseling and Testing (VCT) and also an increase in support for PLWA.

Lessons:

It is difficult to modify deeply rooted traditional practices, such as widow inheritance, in pastoralist cultures - even when that practice is potentially harmful. Preventive measures, such as testing for HIV before marrying a deceased brother's widow, help to inject health benefits and scientific knowledge within the traditional system while maintaining the culture. If the community understands the means of transmission, the consequences, and how to prevent the disease, they can examine the potential consequences of traditional practices, which can have functions such as maintaining family property by marrying the widow of a deceased brother, and ways in which adjustments can be made to promote the health of families and their members.

- A key element in implementing effective HIV/AIDS and other health promotion activities is to engage clan leaders and other respected community members early on. Their knowledge of how their culture works combined with having accurate health information puts them in a special position to advise both the health care worker and the community of how to engage health promotion more effectively, both in general and for special circumstances, such as remarriage of widows, as they may arise.

- “Community Conversation” groups can help spread broader awareness of issues associated with HIV/AIDS.
- Given accurate information that reflects their own cultural contexts and set forth by respected leaders, communities can often identify and adopt effective “work-arounds” that are also respectful of tradition and culture.
- Promotion of premarital HIV testing in general can reduce and perhaps eliminate potential stigma that could result from asking a widow to get tested, as though this could be interpreted as an assumption that she might be infected.
- This notwithstanding, one set of solutions for one issue does not necessarily resolve every issue. For example, while Hussein has taken steps to protect himself and, indirectly, his other wives from transmission while being prepared to honor the spirit of traditional expectations, his brother’s widow refused to get tested. Now what, with respect to her? As of the time of writing, this was not known. This leads directly to the general issue of counseling, testing, and access to treatment.

Conclusions/Recommendations:

This example of the partnership between Mercy Corps and Hussein Musa to spread the message of the danger of HIV/AIDS and prevention demonstrates that working with clan leaders is a critical method for the dissemination of life-protecting information to members of traditional cultures.

Added Resources

PLI II has developed a Community Conversation manual in Oromifa for community volunteers. That manual is based on work originally done by UNDP.



CASE STUDY 8: PLI II INTERVENTIONS IN FAMILY PLANNING AND CURBING FEMALE GENITAL MUTILATION IMPROVE THE LIVES OF AFAR WOMEN AND THEIR DAUGHTERS

Background:

The mutilation of female genitalia (FGM) as a form of female circumcision is widely practiced in Ethiopian communities and results in many female health problems. In addition, the lack of family planning to control the number and frequency of births adversely impacts the health of women. These are difficult issues to address because tradition, history and customary practices in pastoralist communities are entrenched through centuries of experience.

Over a 13-year period, Fatuma Mohammed, 30 years old, has given birth to three sons and four daughters. (Name and location changed for privacy.) She lives in a small village on the banks of the Awash River in Ethiopia's Afar region. She herself was circumcised and vividly recalled the circumstances, pain, and outcomes. Her husband supported the tradition that FGM was vital to assure that their daughters would be acceptable to potential suitors and insisted upon the circumcision of the two older daughters. However, when it became time to circumcise their two younger daughters, Fatuma overcame her fears and stood her ground, refusing to let their genitals be mutilated.

Actions:

Fatuma recalled with horror her own suffering and determined that her last two daughters would not suffer the same fate. Her seven pregnancies and subsequent deliveries were complicated as a result of what had been performed on her when she had been a child. Excessive bleeding with each delivery and chronic anemia left her too weak to work. She and her children were totally dependent upon money from her husband, but as her beauty faded her husband abandoned her in favor of a second wife. Through a "mother-to-mother" support group organized by CARE under the PLI II program, Fatuma became aware of the benefits of family planning (FP) and of the services available through a PLI II-assisted family planning clinic. She pleaded with her husband to permit her to attend a FP clinic. He finally relented after a FP counselor met with both of them to explain what family planning was all about.

Fatuma adopted what she learned about family planning and other women's health issues through the clinic and through a mother-to-mother support group, and soon her health began to improve. She felt well enough to work again and in her words "...I became much more beautiful and soon my husband returned to me in my home..." Fatuma gained strength and now contributes to the family income, improving the quality of her life and that of her family. She describes her emerging role as one in which she "...provides better for my family, I tell other women about the FP interventions, and they are surprised at my physical improvements..." Her persistent anemia has improved, and any future births will only occur at the health center now that it has been upgraded, with some PLI II assistance, to provide an acceptable level of cleanliness and service.

Fatuma, with her improved strength, now works for wages on a neighboring farm and has begun to earn a small but steady income in petty trading. She has a keen knowledge on how to take advantage of small

changes in prices of commodities required by her neighbors. She hopes soon to be able to buy her own animals and is putting some money aside for that purpose. However, she will not risk it until she knows how to read the changes in the market value of the livestock – and PLI II is also providing training for pastoralists in livestock marketing.

Results:

Fatuma pioneered the use of family planning services in her kebele (community) and described the success and benefits to herself and other women since family planning was introduced. She stood firmly in resisting FGM for her last two daughters, and her daughters report their satisfaction with that stand. Her husband's fears that the two uncircumcised daughters would not be able to get married have proven unfounded. Other reports from that kebele confirm the decline in the practice of FGM and the growing interest in family planning services.

Lessons:

As a result of the FGM awareness campaign by CARE, the PLI-II partner in Gewane woreda, there has been a shift from the more invasive (infibulations) to a lesser invasive ('sunna') form of circumcision. While sunna FGM still adversely affects women's physical and psychological health, it is at least less harmful. Women like Fatuma are still exceptional in opting for the complete abandonment of FGM for their daughters. Fatuma needs opportunities to share her understanding and explain the reasons for her decision to other communities. This case illustrates the distinct advantage of an assisting agency such as CARE that has the resources to transfer technology, knowledge and educational services, including the use of "peer-to-peer" counseling and support groups, to help local agencies and members of the public in rural communities to act together to improve the health and quality of their lives.



Mother-to-mother group in Yigile. Afar

Conclusions/Recommendations:

There are several sets of conclusions and recommendations from this case study:

1. There is increasing movement towards the reduction of harmful traditional practices such as female genital mutilation, strengthened by the ability of NGOs to provide information and training for male and female community members and community influencers.
2. Starting from various different places, there is growing awareness among women both of the desirability of family planning, of the need for family planning, and of the increasing availability of family planning. Because PLI II provides a range of activities intended to improve the quality of life for pastoralists, agro-pastoralists, and ex-pastoralists, access to FP can be provided within a broader context of support and not simply as a "stand-alone," isolated service.
3. Empowering women by involving them in income-generation activities and support groups endows them with greater economic freedom and the knowledge and freedom to make decisions that transforms their lives and the lives of their children. Once she received the medical treatment she needed, Fatuma was able to earn income for herself and her children. That economic independence and

the resulting improvement in nutritional status for herself and her children empowered her to speak out to help herself and other women in similar circumstances. Helping agencies need to have a profound understanding of the community with which they work and have policies and resources identified in order to offer sustainable technical assistance. They also need to have the willingness to work through courageous women such as Fatuma Mohammed.



CASE STUDY 9: PLI II CRISIS MODIFIERS MITIGATE INTERGROUP CONFLICT AMONG ETHIOPIAN PASTORALISTS

Background:

The woredas (districts) of Mieso and Mullu in eastern-central Ethiopia have a complicated history of ethnic-related conflict. Originally there was but one larger woreda of Mieso that straddled the border between the Oromia and Somali Regional States. This woreda was recently split into two separate administrative areas with Meiso staying as part of the Oromia Region and Mullu becoming part of Somali. Conflict in this area stems from the fact that Ethiopia's three major pastoral ethnic groups come together in these woredas: Somalis to the north and east, Oromos to the south, and Afar to the north and west.

Compounding this conflict, two Somali sub-clans (Hawiya and Issa) also come into contact and conflict in Mieso/Mullu. In order to work effectively in Mullu, Mercy Corps (MC) the PLI II partner assigned to this area had to address this conflict because even travelling between the target communities in different clan areas was difficult and possibly dangerous for project staff.



ISSA CATTLE

USAID/Ethiopia's Pastoralist Livelihoods Initiative II project (PLI II) seeks to improve the quality of life for pastoralists, agro-pastoralists, and ex-pastoralists in 15 woredas in three regional states – Oromia, Afar, and Somali – that encompass most of the lowlands in southern and eastern Ethiopia. PLI II has special mechanisms, "Crisis Modifiers," available to provide assistance to communities that are under extra stress. Among the Crisis Modifiers (CM) are supports for, e.g., cereal banking, livestock destocking (purchase of livestock that cannot be maintained), supplemental feeding of livestock, and veterinary vouchers.

Actions:

The drought that affected the lowlands areas of Ethiopia in 2011 was an opportunity to promote peace between the Oromo, the Hawiya, and the Issa. The town of Mieso is in the Oromo-controlled area and situated on the paved highway between Awash and Dire Dawa. Mieso is the most convenient livestock and cereal grain market in the area. To the north of Mieso town is Hawiya-controlled territory; the Hawiya subsist predominately through mixed pastoralism and agro-pastoralism. To the north of the Hawiya is Issa territory; the Issa subsist primarily through pastoralism.

Because of the droughts, the Issa pastoralists needed to sell livestock. The nearest Issa-controlled livestock market was in Dire Dawa, 150 kilometers to the northeast – too far to reach during drought conditions. The only practical market for these livestock was in Mieso, but to reach this market, the livestock had to move across Hawiya-controlled territory. Even if this was possible, the Issa livestock

would not be welcome in the market because of the conflict between the Oromos and Somalis. At the same time, the Hawiya people also needed access to the Mieso market to purchase cereal grains that they needed to survive the drought period.



HADAN WOMEN'S INCOME-GENERATING COOPERATIVE

Mercy Corps' solution was to use the Crisis Modifier (CM) mechanisms imbedded in the PLI-II project to promote dialogue and peace between these three groups in conflict.

The Hawiya needed access to the Mieso market to purchase cereal grains, and the Issa also needed access to the Mieso market so that they could sell livestock and use the proceeds to purchase cereal grains. The first step was to get traders in Mieso to understand that it would be to their interests to buy the livestock and sell cereals in return. This was accomplished in part by negotiating a contract with ELFORA and LUNA, two of Ethiopia's largest livestock trading companies.

The next step was to convince the Hawiya that it would be to their interests to allow passage of Issa livestock. Mercy Corps organized the Hadan Women's Income-Generating Cooperative in the small settlement of Mencha near the Hawiya-Issa boundary and gave them training and support to trade in cereal grains. When first organized, the Hadan Cooperative united 98 women into one cooperative. At the same time, on the opposite side of the boundary between the two sub-clans, Mercy Corps organized the Musteqbal Youth Livestock Marketing Group, which consisted of ten young men and ten young women. This group purchased 1,450 sheep and goats and 90 cattle to be marketed under the "commercial destocking" component of the Crisis Modifier.

The Hadan Women's Income Generating Cooperative took charge of these Issa livestock and sold them in Mieso, purchasing cereal grains with the proceeds. The livestock were sold to the large traders in Mieso at a predetermined price based on the weight of the livestock. The Hawiya women took a small commission of 10 birr (approximately \$0.70) for each sheep and goat sold and 50 birr (approximately \$3) for each head of cattle.

Results:

The peace between and Oromo, Hawiya, and Issa continues to hold. Issa pastoralists can now cross Hawiya territory to market livestock directly in Mieso. However, the peace is fragile and lack of rain can easily disturb the balance as Issa and Hawiya herders vie for pasture. Both Hawiya and Issa herders in Mullu woreda carry firearms when moving livestock near the territorial boundary.

The Hadan Women's Income Generating Cooperative is expanding its business. Sixty-four members continue with the group and they have accumulated 120,000 birr (around \$6,825), which they use for a variety of trading activities including cereal marketing, livestock trading, and selling of small consumer items. In the future, the Cooperative members plan to transition from trading collectively to using their capital for individual trading.¹



MUSTEQBA YOUTH LIVESTOCK MARKETING GROUP

¹ Please see also Case Study 3 for discussion of women's income-generating groups in the Borana zone of Oromia.

The Musteqba Youth Livestock Marketing Group members are getting older, with three members having recently married. They have 227,000 birr (approximately \$12,900) in capital and continue livestock trading. The men in the group would like to use that capital for larger livestock trades, taking camels all the way to markets in Dire Dawa and Djibouti. The women members feel that the group owes a debt to the community for giving them this opportunity and that they should expand their retail store activities because their village does not have a store.

Lessons:

Conflict and drought in pastoral areas go hand-in-hand as people struggle for survival by accessing pasture and water for their herds. Increasing populations, over-utilization of natural resources, and enclosure of communal lands all exacerbate the potential for conflict. Drought and conflict also conspire to restrict economic growth and keep pastoralist people vulnerable to the next crisis. But in times of drought, people also need to cooperate or all can succumb. Mercy Corps used this mutual need to cooperate as a lever to promote peace between three warring groups of people. Economic growth and economic inter-dependency is the key for the continuation of this moment of peace.

Conclusions/Recommendations:

Mercy Corps innovatively used the Crisis Modifier mechanism, an inherently “relief” intervention, to promote greater development goals. Now with this opening, MC can intensify efforts to push for greater economic development. The training and organization of more income-generating groups is a key. Exploring how to foster a participatory process for natural resource management is important. Improving the sustainability of agro-pastoralism through drip-irrigation systems and improved agronomic practices shows potential.

The conflict between the Issa and the Afar is more intractable. It is an issue of official concern between the governments of the Somali and Afar Regions and as such cannot be addressed by an international NGO. However, that does not mean that tentative efforts at reconciliation should not be made such as linking HIV-affected communities in both communities to share experiences or demonstrating drip irrigation technology in Afar communities.

Additional Resources

Mercy Corps, *From Conflict to Coping: Evidence from Southern Ethiopia on the contributions of peacebuilding to drought resilience among pastoralist groups*, February 2012.

http://www.mercycorps.org/sites/default/files/from_conflict_to_coping_-_final.pdf

Andy Catley and Alula Iyasu, *Moving Up or Moving Out? A Rapid Livelihoods and Conflict Analysis in Mieso-Mulu Woreda, Shinile Zone, Somali Region, Ethiopia*, Tufts University Feinstein International Center and Mercy Corps, 2010.

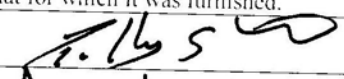
http://www.mercycorps.org/sites/default/files/moving_up_or_moving_out_0.pdf

ANNEX F: STATEMENTS ON CONFLICT OF INTEREST

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Gilles Stoeckl
Title	Team leader
Organization	IBTCI
Evaluation Position	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	AID-663-TO-12-00005
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Pastoralist Livelihoods Initiative II. Save the Children Federation. CA 663-A-00-09-00431-00
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts:</p> <p>Real or potential conflicts of interest may include, but are not limited to:</p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	April 4, 2012

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	John McMillin
Title	Early Warning Specialist
Organization	IBTCI
Evaluation Position	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	AID-663-TO-12-00005
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Pastoralist Livelihoods Initiative II, Save the Children Federation, CA 663-A-00-09-00431-00
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts:</p> <p>Real or potential conflicts of interest may include, but are not limited to:</p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	


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Signature	John McMillin
Date	April 4, 12

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Solomon Desta, PhD
Title	NRM Specialist
Organization	IBTCI
Evaluation Position	<input type="checkbox"/> Team Leader <u>Team member</u>
Evaluation Award Number (contract or other instrument)	AID-663-TO-12-00005
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Pastoralist Livelihoods Initiative II, Save the Children Federation, CA 663-A-00-09-00431-00
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <u>No</u>
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	


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Signature	
Date	April 4, 2012

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Dr. Mesfin Beyero
Title	Consultant
Organization	International Business & Technical Consultants, Inc
Evaluation Position	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
Evaluation Award Number <i>(contract or other instrument)</i>	AID-663-TO-12-00005
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	Pastoral Livelihoods Initiatives II
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes No <input checked="" type="checkbox"/>
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> 1. <i>Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i> 2. <i>Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i> 3. <i>Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i> 4. <i>Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i> 5. <i>Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i> 6. <i>Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i> 	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	May 11, 2012

ANNEX G: STATEMENT OF DIFFERENCES

None provided.

U.S. Agency for International Development
Entoto Road – U.S. Embassy
P.O. Box 1014
Addis Ababa, Ethiopia