FOOD SECURITY AND LIVELIHOOD RECOVERY IN EASTERN HARARGHE ZONE OF OROMIA REGIONAL STATE, ETHIOPIA DURING 1995 - 2005: A RETROSPECTIVE

Prepared by Paolo Dieci, Tesfaye Beyene, Solange Fontana and Birhanu Worku

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Prepared by:

Paolo Dieci, CISP Country Representative to Ethiopia
Tesfaye Beyene, CISP Country Programmes Officer in Ethiopia
Solang Fontana, CISP Food Security Advisor in Eastern Hararghe
Birhanu Worku, CISP Area Coordinator in Eastern Hararghe

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<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>CBE</td>
<td>Commercial Bank of Ethiopia</td>
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<tr>
<td>CBO</td>
<td>Community Based Organization</td>
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<td>CIS</td>
<td>Corrugated Iron Sheet</td>
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<td>CISP</td>
<td>Comitato Internazionale per lo Sviluppo dei Popoli (International Committee for the Development of Peoples)</td>
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<td>DA</td>
<td>Development Agent</td>
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<td>Dept.</td>
<td>Department</td>
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<td>DoA</td>
<td>Department of Agriculture</td>
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<td>DoE</td>
<td>Department of Education</td>
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<td>DoH</td>
<td>Department of Health</td>
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<td>DPPD</td>
<td>Disaster Prevention and Preparedness Department</td>
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<td>DPPC</td>
<td>Disaster Prevention and Preparedness Committee</td>
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<td>EC</td>
<td>European Commission</td>
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<td>EGS</td>
<td>Employment Generation Scheme</td>
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<td>EHZ</td>
<td>Eastern Hararghe Zone</td>
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<tr>
<td>ESRDF</td>
<td>Ethiopian Social Rehabilitation Development Fund</td>
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<td>EU</td>
<td>European Union</td>
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<td>EWS</td>
<td>Early Warning System</td>
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<td>FdRE</td>
<td>Federal Democratic Republic of Ethiopia</td>
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<td>FFW</td>
<td>Food-For-Work</td>
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<td>FS</td>
<td>Food Security</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>Ha</td>
<td>Hectare</td>
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<td>HH</td>
<td>Household</td>
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<td>IFSP</td>
<td>Integrated Food Security Programme</td>
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<td>IGA</td>
<td>Income Generation Activity</td>
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<tr>
<td>KAP</td>
<td>Knowledge, Attitude, Practice</td>
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<td>LD</td>
<td>Line Department</td>
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<td>LRRD</td>
<td>Linking Relief to Rehabilitation and Development</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>NGO</td>
<td>Non Governmental Organization</td>
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<td>OCRSSCO</td>
<td>Oromia Credit and Saving Share Company</td>
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<td>OFS&amp;DPPC</td>
<td>Oromia Food Security &amp; Disaster Prevention and Preparedness Commission</td>
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<td>OIDA</td>
<td>Oromia Irrigation Development Authority</td>
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<td>PA</td>
<td>Peasant Association</td>
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<td>PCM</td>
<td>Project Cycle Management</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<td>PRA</td>
<td>Participatory Rural Appraisal</td>
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<td>RWSS</td>
<td>Rural Water Supply Scheme</td>
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<td>SANPLAT</td>
<td>Sanitation platform</td>
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<td>UNHCR</td>
<td>United Nations High Commission for Refugees</td>
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<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>VLOM</td>
<td>Village Level Operation and Maintenance</td>
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<td>VTC</td>
<td>Vocational Training Centre</td>
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<td>WATSAN</td>
<td>Water Supply and Sanitation</td>
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<td>WMERDB</td>
<td>Water, Mines &amp; Energy Resources Development Bureau</td>
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<td>WMERDD</td>
<td>Water, Mines &amp; Energy Resources Development Department</td>
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<td>WP</td>
<td>Water Point</td>
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Foreword by the Head of the European Commission Delegation to Ethiopia

I am pleased to set out this introductory remark to the book published by one (out of the many) NGOs funded by the European Commission in the Food Security domain in Ethiopia.

The European Commission is committed to partnership with local government, the private sector and Civil Society Organisations. We believe in particular in the positive role European NGOs at large play in quality of service providers and as Civil Society representatives in fostering such a partnership.

Although the Commission actually plays a major role as a donor in the rural development and food security domains this is often unknown to the general public of Ethiopia.

I trust that the initiative taken by CISP to compile information regarding a decade of consecutive EC-funded development programmes in Eastern Hararghe, including the findings of the final independent evaluation will serve the public with comprehensive information regarding the achievements and the shortcomings of the past.

I hope this will further stimulate strategic discussions regarding the role and modalities of the NGO intervention in that area. I also anticipate that this initiative will be emulated by others, that the outcomes will be disseminated and discussed as they deserves to be, including in the local language and possibly through local mass media and the Internet, to serve as an instrument for CISP partners, including local Government institutions grassroots organisation, and the emerging local private sector as a mean to achieve sustainable progresses towards food security and rural development.

Addis Ababa, August 2005

Tim CLARKE
PART I: INTRODUCTION

1.1. The Code of Conduct of CISP and general goals of the Organization

CISP (Comitato Internazionale per lo Sviluppo dei Popoli / International Committee for the Development of Peoples) is a Non-Governmental Organisation (NGO) which has its Head Quarters in Rome, Italy and is currently working in 25 countries around the world. It carries out relief, rehabilitation and development programmes in close partnership with national and international organizations, and local communities at large in Africa, Asia, the Middle East, Latin America and Europe.

Leading all CISP programmes is the agency’s 10-point code of conduct:

1. Projects must be designed to meet the real needs of the people and be defined in accordance with the economic, social, and cultural characteristics of the different contexts. This means always ensuring that projects are implemented in respect of local cultures.

2. Co-operation intends to enhance local technical, professional and material resources. This means, for example, that the functions assigned to expatriate personnel must not mortify or marginalize the role and contributions of local personnel, which, on the contrary, must be promoted and supported. Within this context, the promotion of South-South regional co-operation actions is crucial.

3. Activities undertaken in third countries tend to strengthen, improve and, if necessary, modify national development plans,
that, in any case, must be taken into account when co-operation activities are planned. As a matter of fact, co-operation cannot substitute or replace the role of local planning authorities and agencies. On the contrary, only by acting in total respect for the role of these authorities and by a continuous dialogue with them, co-operation can have the authority and the status required to negotiate, whenever necessary, the introduction of corrective measures into local policies and plans.

4. In order to guarantee a high effectiveness of the projects implemented, attention must be paid to their identification, planning, monitoring and evaluation. Beneficiaries must be involved in the different phases of such activities and be informed on their results.

5. Professionalism is a fundamental ethical principle, which characterize the relationship existing between CISP, the countries and the communities with which it works. It is also a precondition for the establishment of sound and effective relationships based on mutual respect and co-operation.

6. Always in respect of the principle of non-interference in the political and religious life of third countries, CISP considers it appropriate the promotion of the role played by institutions and organizations, which actually contribute to development and democratization processes, also through the implementation of specific and operational collaborations. In this regard, CISP gives particular importance to the enhancement of the role of the associations of women, small producers and other marginal individuals and groups (refugees, indigenous communities, ethnic minorities, etc.).

7. In order to guarantee transparency, governments, partners and local communities must all be fully informed on funding
sources that make it possible the implementation of projects.

8. Projects must be managed in order to ensure economic, social and institutional sustainability and guarantee long-term benefits. At the same time, financial resources must be used appropriately in order to guarantee the achievement of benefits for local populations.

9. Co-ordination between international co-operation agencies and organizations and the institutions in the recipient countries is an important means of ensuring greater effectiveness to the work and the policies implemented. At this regard, CISP is willing at all times to disseminate information on its activities.

10. With regard to humanitarian activities aimed at overcoming complex emergency situations, CISP acts in accordance with the Code of Conduct elaborated by the International Committee of the Red Cross which affirms, among others, the following principles: the universal right to humanitarian assistance without any restriction due to ideology, religion, race, sex or other considerations; the political and operational independence while implementing relief actions in order to avoid any possible support of one of the opposing factions, especially in situations of conflict; respect for the rights of the individual, as defined in the Universal Declaration of Human Rights.

12. Short Profile of CISP in Ethiopia

CISP has been working in Ethiopia since 1986, where it engages in emergency, social rehabilitation as well as longer-term development Programmes. The organisation’s motto “Rural Development for Self Reliance” underscores its strong belief in
the ability of communities to decide, direct and implement their own development goals. CISP works hard to ensure that its programmes address real needs and are designed in partnership with the communities with which it works.

In Ethiopia, CISP has so far been operating in the Regional States of Oromia, Benishangul Gumuz, Tigray and Afar. The funds used to support these projects come from a number of sources, including private donations, foundations and associations, international donors including the European Commission, Italian Cooperation, USAID, UNICEF, WFP, the Ethiopian Social Rehabilitation and Development Fund (ESRDF) and the Dutch Cooperation, to name a few.

CISP is officially registered under Ethiopian laws and works in close collaboration with the Ethiopian federal institutions, as well as with the decentralized regional, zone and district structures.

All CISP Programmes involve strong partnerships with relevant government line departments, such as those responsible for natural resources, water, health, education, rural income generation (credit institutions), disaster prevention and agriculture. CISP also maintains a collaborative relationship with a number of Ethiopian NGOs and Community Based Organizations, such as village cooperatives and women's groups.

CISP is staffed largely by national experts, managers and administrators, with a few expatriate staff providing specific technical or administrative support. The organisation works through a network of offices. Its main Country Office is in Addis Ababa, with branch offices in most, if not all, intervention areas.
PART II: CISP ETHIOPIA’S GENERAL METHODOLOGY AND APPROACH

Over the years, CISP has worked on a number of publications and guidelines outlining its strategies and guiding policies in the country. One of the main cross cutting “conceptual features” of CISP’s overall operational “philosophy” in Ethiopia, as elsewhere in the world, is the recognition of local ownership as a precondition for the sustainability of any kind of intervention. This means ownership not just at institutional level, but encouraging and fostering it at grassroots level where it is often weakest.

The most significant lesson learned in decades of development assistance worldwide is that no concrete and positive change can be introduced unless local stakeholders play a key role in defining and implementing strategies to meet real needs identified as priorities by themselves. This principle permeates the CISP Code of Conduct and is seen as the cornerstone of all CISP community based initiatives in Ethiopia.

In Ethiopia CISP operates within the framework of a comprehensive strategy, endorsed by the federal and regional governments further to discussions and joint assessments with local and international actors.

Among different Food security and Poverty Reduction Policy Frameworks, on July 2002, the document outlining this strategy was published with the title of “Sustainable Development and Poverty Reduction Program” (Addis Ababa, July 2002, Ministry of Finance and Economic Development).
In this regard, the real challenge facing an NGO like CISP is the question of what added value it can offer to Ethiopia's poverty reduction strategy. In other words, what is its mandate and what do its many and varied partners - be they government's institutions, local NGOs or Community Based Organizations (CBOs) - expect from the organisation?

This is mainly due to the fact that, in the case of non profit NGOs, the definition of a mandate remains complex as it is neither defined a priori, nor is it dictated by international laws.

In Ethiopia there is a legal framework under which NGOs operate; nevertheless, although this framework guides the actions of NGOs, it does not indicate what their mandate, or "mission" should be. This is left to be determined by each NGO individually.

In this connection, CISP believes that, in accordance with the principles leading its actions worldwide, and given the current problems challenging Ethiopia and the country's own poverty reduction strategy - CISP's mandate in the country should be underscored by the following three principles:

1) **Support the decentralization process by strengthening the link between the local government institutions, communities and grass roots associations.**

"Capacity Building" is about strengthening the technical, financial, logistic capacity of local institutions; training their personnel and thus improving their ability to design, implement and monitor sector policies. CISP is committed to playing its part
in the process of building institutional capacities at all levels, including CBOs, in the areas where it operates. CISP believes its greatest value in the current Capacity Building environment, is as an interlocutor between the newly decentralized administration and local communities, including grass roots associations as well as private sector.

This objective is consistent with government strategies which aim to make institutions more accountable to their local communities. Seen in this perspective, Capacity Building is linked to community empowerment:

2) Linking Relief, Rehabilitation and Development

This concept, now known under the acronym LRRD (Linking Relief, Rehabilitation and Development) is increasingly recognized within the humanitarian and development sector. However, CISP was among the first NGOs to lobby for its recognition as an essential component of viable humanitarian and development assistance tools/strategies.

CISP believes strongly in linking relief, rehabilitation and development. The LRRD approach is particularly relevant to Ethiopia, where the context CISP works in is characterized by a heavy reliance on rain-fed agriculture. This, along with other factors, means the country suffers from persistent food insecurity and food shortages are common. Those most affected are the rural poor. Their dependence on climatic conditions means that many live on the edge.

Food insecurity is not only the result of there not being enough food to go around, but rather is also the result of poor access to
the food available. Amartya Sen defines Food Security as "access by all people at all times to sufficient food, in terms of quality, quantity and diversity, for an active and healthy life without risk of loss of access".

For many Ethiopians, access to an adequate supply of food remains uncertain. Their reliance on rain-fed agriculture, along with population pressures, soil depletion, weak market infrastructure and a poor road network continues to result in regular food shortages. Because of this, relief interventions have become a predictable component of the development landscape.

Traditionally, governments and NGO’s have dealt with endemic food insecurity through short-term relief interventions. It is increasingly recognised that it is better to focus on a more livelihoods-centred approach through sustained rehabilitation and development-style interventions, rather than focussing only on short-term emergency distributions of food.

CISP’s livelihood-centred approach to food security is a clear case of LRRD. The benefit of an approach which seeks to rehabilitate people’s livelihoods through complementary development and relief activities is significant. CISP seeks to address the complex nature of food security and reflect its commitment to LRRD through the integrated design of its programmes.

The last two Integrated Food Security Programmes implemented in Eastern Hararghe Zone (EHZ) are cases in point, but since the beginning of its involvement in EHZ, CISP has tried to introduce
cross-cutting elements which complement the programme's main objective and help guarantee the project's sustainability in the long term.

LRRD does not ignore the possibility that the situation could spiral into crisis, on the contrary, by its very nature it recognises that this remains a real possibility. This openness is one of its main strengths. The approach helps create a more complex, context-specific, understanding of the situation.

This, in turn, allows for the design of more responsive interventions which target real needs. It means accountability to local communities, flexibility, capacity and willingness to update existing local efforts. At its most extreme this type of intervention seeks to stable and prevent population movement and concentration in distribution areas and feeding centres. This enforced mobility not only expends the little energy weakened people have left but adds to the equation all the mental and physical stresses associated with displacement. At its most pernicious, enforced displacement leads to the high levels of morbidity which characterise dense concentrations of weakened population and the elevated death toll which accompanies it.

The recognition of the cross-cutting nature of food insecurity; the multi-sectoral, livelihoods-focused approach need to confront it; as well as of the necessity for LRRD continue to be the three central tenants behind all CISP Programmes in the country, and in Eastern Hararghe Zone of Oromia Regional State in particular.
This publication wishes to emphasise some specific areas of intervention and discuss CISP’s evolution in these themes and its experience in them. The issues under discussion are: Water and Sanitation; Research on local coping mechanisms; Employment Generation Schemes as tools to link emergencies to social rehabilitation and, finally; Integrated Food Security Strategies.

3) Supporting the strengthening of local social capital

CISP employs this definition of social capital: networks and relationships which define group dynamics as well as the norms which govern these relationships. Therefore, by extension, social capital is primarily about social cohesion, economic achievement and social stability.

To be more specific, supporting the strengthening of social capita for an NGO means making the effort to bear in mind and bring together the varying agendas of all actors in the development process.

For example - an intervention which aims as improving access to potable water involves many different stakeholders such as regional offices, zone and woreda offices, contractors, peasant associations, local communities, technicians, people in charge of maintenance, suppliers of spare parts, donors etc.

Each of these groups has its own agenda and expectation of what they hope to gain from involvement in the project varies considerably. CISP’s role is to help make the various agendas complimentary and consistent, rather than exclusive, of one another, to build mutual trust and ensure that the process is
actually led by those who need the final main outcome - ie better access to clean water and - enhanced health status at most.

CISP believes that working for positive lasting change means acting as a mediator between differing agenda and priorities; helping to bridge the gap between government and local communities as well as encouraging the involvement of the private sector in strategies aimed at reducing poverty and its debilitating effects.

Marginalization and mistrust are the main enemies of peace, stability and development. CISP actively seeks to develop dialogue, cooperation and open debate and is careful to act accordingly. This principle is translated in the everyday activity of the NGO and in its constant effort to build mutual trust and strengthen cooperation among different stakeholders.
PART III: BACKGROUND OF EAST HARARGHE ZONE AND CISP’S INVOLVEMENT IN THE AREA

3.1. Profile of the Eastern Hararghe Zone

Ethiopia is characterized by persistent and chronic drought, soil degradation and food insecurity.

This, in its turn, is severely affected by erratic weather conditions, poor storage facilities, weak road network and inadequate social services and infrastructures. Population pressure, environmental degradation and the small landholdings which characterize Ethiopian agriculture all further undermine an already precarious situation. In the past, conflict frequently compounded the situation, making the transport of goods to market untenable and causing population movements.

In “Ethiopia: Sustainable Development and Poverty Reduction Program”, July 2002, the Ministry of Finance estimates that 41% of the rural population continues to live under the poverty line\(^1\), which it defines as the percentage of the population unable to obtain a food-basket every year capable of providing the national standard of 2,200 Kilocalorie / adult / day.

In 2004 the DPPC estimated that, on a growing population of 67 million, it expected over 7 million people would rely almost totally on food aid to survive the 2005 dry season. That means that over 10% of the population was classified as the poorest of the poor and unable to feed themselves.

\(^{1}\) Defined in terms of daily income (below 1 USD per day)
Eastern Hararghe is a typical example of the country as a whole in terms of vulnerability. Most of the population lives on degraded land with unreliable rainfall. The zone is made up of 16 administrative districts with a total area of 22,622.6km². Geographically, the zone borders two administrative zones of Oromia region (Bale and West Hararghe), two regional states (Harar and Somali) and one administrative council (Dire Dawa).

Agro-ecologically, EHЗ has four climatic zones, namely: Semi-arid, Steppe, Tropical climates and Tropical Highlands (based on 'Koppen' climatic classification system). The zone’s annual precipitation ranges between 700-1200mm per annum. In 2001/2002 population estimates stood at 2,151,801 i.e. 95 persons per km².

Out of the total population of the zone, 93.96% i.e. about 2,021,864 people live in rural areas and depend for their subsistence on agriculture and related activities. The other 6.04 % live in small towns.

The majority of the rural population lives in poor socio-economic conditions with inadequate access to basic services and infrastructure. They are almost totally dependant on rain-fed agriculture for their incomes.

Food stress, particularly in low and mid land agro-climatic regions, has recurred periodically for the last three decades. Other undesirable socio-economic & natural factors have made a large proportion of the population vulnerable, even to minor shocks. As a result, the number of people in need of external assistance is increasing steadily every year.
The chronic level of livelihood insecurity experienced by the majority of the households living in the zone is credited to a number of man-made as well as natural factors. Inadequate management capacity; mis-utilization of natural as well as artificial economic resources; low levels of labor productivity due to technological limitations, as well as human resources limitations; lack of income diversification; poor access to basic infrastructures and services, compounded with population pressure, deterioration of land fertility, are all factors aggravating the existing food insecurity in the country. Data obtained from the zone indicates that among the rural population less than 30% have access to safe/drinking water.

Access to basic health service is 46.72% whilst primary education stands at 46.47%. These factors are further aggravated by lack of adequate investment capital for social development, recurrent drought and diminished harvests.

The recurrent drought has contributed to increased desertification and degradation of the surrounding environment. The increasing impoverishment of the community has led to severe asset depletion, especially of livestock, and has also removed the traditional support poorer household received from wealthier relatives or neighbors.

Recurrent drought has depleted the ground water potential and lowered the water table significantly. This has not only reduced the amount of water available for human and livestock consumption but it has also affected the communities’. Water-borne diseases are among the top-killers of children under-5,
whilst many adults, already suffering from poor diets are further weakened by constant bouts of diarrhea.

Although the whole community is affected by the current situation, women and young children are the most vulnerable, as they are physically weaker and are often prioritized last in intra-household resources and food allocations.

Food insecurity is cyclical, peaking at certain, predictable times of the year. Typically, it is felt most in the period immediately pre-harvest. Households cope with the stress in different ways. Coping mechanisms, depending on the household’s situation and its estimate of the harvest, may be either short-term or long-term – most often, households hedge their bets and combine elements of both.

Short-term coping mechanisms are generally adopted when an unexpected and transitory situation occurs. Conversely, long-term coping mechanisms are planned in order to tackle a situation of stress which is expected to last for long time.

Generally, long term coping mechanisms are employed in situations of chronic livelihood insecurity and soon cease to be coping mechanisms and come to be considered survival strategies. This is a precarious situation to fall into, as long-term coping mechanisms are just that – mechanisms designed to be used by communities only for a set period of time. When they become a way of life they risk undermining household livelihood security to the point where rehabilitation to more sustainable levels is no longer possible without external assistance. Unfortunately this is increasingly the case in Eastern Hararghe.
3.2 Coping Mechanisms

The most common coping mechanisms observed at household level in EHZ are:

- Sale of firewood;
- Labour migration to larger urban centres;
- Work in nearer villages or small town;
- Development of minor income generation activities;
- Cultivation coping mechanisms, replanting, intercropping and switching crops' varieties;
- Reducing quantity and quality of consumption;
- Gathering wild-food and changing eating habits;
- Borrowing on credit (in-kind generally) from wealthier relatives and neighbors;
- Taking children out of school; (increase school drop outs)
- Selling livestock beginning by shoats - oxen last; and
- In the absence of other options, mass migration.

Over the last years Eastern Hararghe erratic weather has placed considerable strain on households suffering the accumulative effect of being forced to put into practice coping mechanisms which are unsustainable over a number of years. This has led to a massive depletion of Household (HH) assets.

The situation has reached levels that without periodic outside injections of agricultural inputs and other forms of economic support the most vulnerable HHs would be unable to regain even some of the resources lost. This critical situation affects not just the poorer HHs, but the whole traditional support-system of the community is undermined.
In better times, wealthier HHs sustained and helped provide for more vulnerable families in times of need. This was done through a transfers of goods - whether as direct gifts or on flexible credit.

However, over the last years, the stress of cumulative years of drought has lead to the impoverishment of the community as a whole. This has diluted one of the most important support-mechanisms available to poorer HH, thus making them more vulnerable to even minor shocks, whilst simultaneously further reducing their opportunity to replace depleted assets.

On an institutional level, the Ethiopian Government has recently moved to a more decentralized policy. This radical change from its former centralized policy over such a short time-frame has led to the rapid creation and increased responsibility of Regional and Woreda-level line departments. These government institutions are a valuable vehicle for rural development, but, due to their sudden growth, they frequently lack the human and physical resources necessary to exploit their full potential.

In order to address and harmonize this, CISP works closely at building the capacity of government institutions to plan, predict, implement, manage and monitor better early warning systems as well as design emergency, rehabilitation & sustainable rural development programmes which meet real needs. CISP also continues to work on strengthening their relationship with their PA’s and communities by promoting dialogue and participative interaction at grass-roots level.
3.3 CISP’s Background in the East Hararghe Zone

At the beginning of the nineties the whole Region of the Horn of Africa experienced tremendous changes. CISP had already acquired significant experience in the areas of relief, rehabilitation and development in Somalia, where the former regime of Syad Barre had collapsed and the country came to be dominated by clan-conflict and social disintegration as well as in Ethiopia, where since May 1991 the former military regime was replaced by a transitional government trying to stabilize the country after years of civil wars.

The Eastern part of Ethiopia, due to its geographic, social and cultural characteristics was extremely affected by these changes. In the Autumn of 1991, at behest of the Italian Cooperation and in collaboration with UNHCR, CISP was asked to carry out a feasibility study and design a programme in aid of Somali refugees camped at Ayesha Degago on the way to Djibouti. CISP was brought in to assess the situation and design a programme which would strengthen the economic capacity of the refugees, thus making rehabilitation easier and return to their lands a viable option. The proposed programme focussed on rehabilitation and repatriation through vocational training, education and the provision of credit-in-kind for agricultural inputs and in some cases, small income generating activities.

Due to the continuous deterioration of the situation in Somalia, repatriation of refugees living in Ethiopia to Somalia, although initially planned by international organizations, in the end was not considered feasible by the refugees themselves.
As Somalia disintegrated into a state of clan-lead civil war, CISP, along with the Italian Cooperation, proposed to define a programme addressed to help Ethiopia cope with the sudden influx of returnees arrived from Somalia.

In this contest, Babile was identified as one of the woredas most affected. It is also one of the most arid and food insecure woredas of EHZ. The combination of these two elements meant that it was one of the areas least able to cope with the increased demand on its infrastructure and social services. Hence, CISP undertook to support the woreda administration and increase its capacity to absorb the newly arrived population of returnees.

CISP designed a rehabilitation programme aimed at increasing the capacity of the woreda to absorb the newly arrived population. In an emergency situation, CISP integrated its extensive experience of emergency, rehabilitation and sustainable development to respond in a sustainable way to the real needs of the communities on the ground.

The new programme was not aimed at individually assisting the returnees, this fell under UNHCR’s mandate, rather CISP focussed on rehabilitating, building and restocking the social infrastructures available in the woreda, as well as increasing their capacity and output. Specifically, CISP rehabilitated, built and restocked urban and rural clinics, health posts and schools; it improved and expanded the number of water points available in the woreda and increased their capacity to deliver safe drinking water; it expanded and improved the electricity grid in Babile town and
helped provide credit-in-kind for the restocking of livestock, tools, seeds and other agricultural inputs. CISP also promoted economic diversification by providing credit in kind for small income generating activities as well.

This involvement in Babile expanded to neighbouring Gursum, who, at the time was facing similar problems. As it was patently obvious that the social service most under stress was the water delivery system, CISP designed a project to expand these in collaboration with the European Commission and UNICEF.

CISP believes strongly in ensuring the sustainability of its programmes. To this end, its EU-financed Community-Based Water Supply Programme was conceived to include a component of health and hygiene education and training funded by UNICEF, who also provided the mould from which the sanitary platforms for the latrines were cast. CISP also provided training for community water point maintenance area mechanics, toolkits and spare parts for them to use, as well as training for the community water point management committee in management, maintenance and cost recovery systems.

These combinations of interventions lead directly to a further one-year, EU-funded programme which focussed on promoting economic development, and therefore, by extension, improving food security in Babile woreda through delivering credit in kind.
The experience of these programmes lead CISP to realise how little was concretely known about local coping mechanisms employed by communities in EHZ in times of drought. CISP recognises the importance of positively exploiting local know-how and coping mechanisms to ensure both a project whose design is relevant and easily implemented by the community, as well as sustainable in the long-term.

In order to ensure that its programmes were not undermining local coping mechanisms, CISP commissioned a one year research on local coping mechanisms in five woredas of EHZ (i.e. Fedis, Gursum, Babile, Kersa and Gorogutu). The research was a collaborative exercise which engaged CISP experts, experts from government line departments, as well as young graduate students from neighbouring Alemaya University.

The results of this study showed the need to integrate more fully different areas of development in one programme. It also highlighted the need to move away from a purely emergency-focussed approach to food security towards a more livelihood-oriented analysis of the problem. The direct outcome of the research was the new design of the two Integrated Food Security Programmes, and the expansion of CISP to include a further 3 woredas (i.e. Fedis, Kersa and Gorogutu) as well as the creation of a baseline against which to measure indicators of change and results.
PART IV: LESSONS LEARNT BY CISP IN EAST HARARGHE

CISP works in close partnership with the government line departments at both woreda and zonal level. It also works closely with community based organizations, community leaders and the beneficiaries.

CISP believes strongly that the active involvement of the bodies who will be responsible for taking the project forward once CISP withdraws is essential if the beneficial effects of the programme are to be continued and replicated beyond CISP’s direct intervention period.

To this end, CISP makes a concerted effort to involve its partners throughout the Project Cycle Management (PCM) process and encourages them to actively participate in project’s review workshops. Constructive criticism, participative debate and joint problem solving are essential to the effective monitoring of the programmes and interactive planning. Not only does it allow CISP to detect potential problems before they become untenable, but it also ensures that activities remain relevant to the context in which they are implemented and continue to respond to evolving needs.

CISP’s use of PCM and its involvement of government institutions in the Management Cycle of its projects has also strengthen the capacity of the government department, not only to effectively monitor and implement CISP programmes, but also their own emergency and development initiatives.
Capacity building is an important component of CISP Programme Design. The organization believes that, along with participation and ownership, it is the only way to guarantee any form of sustainability beyond the Project Period.

To this end, CISP ensures that its programmes all contain elements of both material and skills capacity building. This is aimed both at government institutions, as well as at community based organizations and cooperatives.

Over the years, CISP has provided its partners with physical inputs such as computers, photocopiers, fax machines, vehicles, motorbikes, stationary, office buildings, furniture, veterinary drugs and equipment etc, as well as extensive training in such areas are early warning systems, disaster preparedness, prevention and management, project cycle management, participative rural appraisal, management of water points, cost recovery systems, accounting, goat credit management and livestock and forage development and the likes.

CISP sees this activity as strengthening not only the capacity of the partners to take responsibility for their communities themselves, whether they be government bodies or village cooperatives, but also as a way to bring government institutions and community bodies closer together.

In this way, CISP hopes to lessen the gap between them, helping each to see and understand the work of the other and how they are mutually dependent one on the other. By fostering this interdependency and understanding, CISP hopes to strengthen civil society as well as strengthen the capacity of the
government to interact with it in an effective and constructive way.

In each programme design there is a separate logic behind the inclusion of a certain activity or type of intervention. Returning to the three intervention areas which will be discussed in greater detail over the following chapters, the methodologies behind them have been outlined in the table below.
<table>
<thead>
<tr>
<th>Type of Project</th>
<th>Cross-cutting approach</th>
<th>Methodology behind inclusion in the Programme</th>
</tr>
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<tbody>
<tr>
<td>Water and Sanitation</td>
<td>A general methodology common to all programmes is the attempt to link relief-oriented interventions to sustainable development through an integrated approach to poverty reduction.</td>
<td>Water and Sanitation are recognized as a fundamental human need and, as such, are essential foundational elements of any initiative geared towards improving living standards, enhance health status and mitigating the effects of living with poverty. However, the intervention was designed not just to improve access to clean water and better sanitation facilities in the short term, but to do so sustainably by increasing a sense of community ownership by active participation in the design, implementation and management of the water points. Participation, representation of women and community management were the cornerstone of these two CISP interventions.</td>
</tr>
<tr>
<td>EGS/Emergency</td>
<td>CISP has been involved in many EGS interventions over the years. Although essentially emergency-focused, CISP conceives EGS as a valuable opportunity to link relief with important environmental rehabilitation and improved social infrastructure activities, thus helping to strengthen the foundations on which more long-term development-oriented activities can be initiated. Despite this, EGS has had its problems - the main being the quality and durability of its physical outputs.</td>
<td></td>
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<tr>
<td>Food Security Programmes</td>
<td>CISP's two integrated food security programmes, along with its 1997 Food Security Programme in Babile were designed to address the cross-cutting nature of Poverty and systematically reduce it through multi-sectoral interventions. At their foundation lies a more livelihoods-focused concept of the many problems which lead to food insecurity. The Programmes sought to strengthen HH and community livelihoods as well as diminish the negative effects of living with poverty, through interventions such as goat credit, vocational training, environmental protection activities linked to employment generation schemes, improved access to micro-credit, agricultural support (such as seeds &amp; tools initiatives), small scale irrigation development, improved community management capacity, strengthening the capacity of woreda line departments to work with their communities, water, sanitation, nutrition and basic health training and activities.</td>
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4.1 Water and Sanitation

Over the years, CISP has engaged in a number of water and sanitation projects - these have sometimes stood on their own, as in the two phase Gursum and Babile programme, or the programme funded by the Italian Cooperation through the World Food Programme, or as a component within a larger food security programme, as has been the case under IFSP I & II.
In all, the separate component programmes - namely Babile/Gursum - Phase I & II, along with the WFP/Italian Cooperation "Emergency Water Supply Project" directly reached close to 100,000 people who previously had been unable to access safe, potable water.

Not only did the interventions improve access to clean water, but they also reduced walking times to dry riverbeds and distant wells. The Programmes also provided training in water point maintenance, management and supervision, as well as workshops in safe water storage and safe sanitation practices.

4.1.1 The priority given to the Sanitation

All of CISP’s Watsan initiatives share a common objective - not only improve access to a basic service, but through better access, to impact positively on the poor health of the communities with which CISP works.

Ethiopia has a very low life expectancy, averaging around 45 years, and mortality rates for under 5's remain consistently high. One of the biggest killers of both adults and children are water borne diseases. These are highly contagious and are spread through poor hygiene practices and the proximity of animals, and their waste, to families' water and food.

The most common killer of all is simple diarrhea - a disease which could be contained with proper personal hygiene, basic precautions taken during the preparation and storage of food stuffs and water, as well as better knowledge of how to boil, filter and store water gathered from suspected sources.
Given the existing problems, CISP chose to twin improving, building and rehabilitating water points, pumps, and reservoirs with training on the correct maintenance of water points, water storage, food preparation and basic hygiene.

4.1.2 The issue of sustainability

Emphasis was also given to sustainability - practically this involved providing training, toolkits and spare parts for community based water point maintenance mechanics, as well as training for the community water management committees and the woreda line departments who would take over responsibility for overseeing the points once CISP withdrew.

Sustainability was also encouraged by providing proper training both to the community committee, users and woreda departments on the management of cost recovery systems. Cost recovery is an approach consistent with the Government of Ethiopia’s poverty reduction strategies which seek to minimize dependence on external assistance by increasing community management and self-reliance.

Technically this should act as a community managed fund to cover such costs as, fuel, where needed, extra spare parts or mechanic tools which need replacing. In practice, CISP has found that cost recovery systems rely very heavily on the ability of the woreda to ensure that the tools and spare parts are available for purchase when required and this has rarely proved to be the case.
CISP has been forced to seriously confront the problem of sustainability and continues to do so on a regular basis. This is one of the reasons it encourages community participation, both at management level and in the actual physical construction of the shallow wells. It is believed that active involvement in all stages of the Programme, as well as the actual physical construction, will help foster a stronger sense of ownership, which in turn, will improve the project’s sustainability and the water point’s life span.

CISP has found that other challenges to the sustainability of Water and Sanitation Programmes have been the relocation of line department staff with little or no handover mechanisms in place; movement of some community members to resettlement areas, as well as lack of availability of tools and spare parts at woreda-level.

CISP continues to try to confront this by encouraging stronger hand-over mechanisms as government level, and by improving the availability of tools and spare parts whilst the project is still being co-implemented by CISP.

It is worth noting that CISP has maintained a constant presence in the project areas for over 10 years, although technically no longer CISP support, this means that inevitably CISP is still able to keep an eye on its programme infrastructure and has frequently played a mediating role in encouraging the line departments to make spare parts and tools available to the water point management committees and area mechanics, as well as encouraging the line department to get the point fixed, if the damage is beyond the know-how of the community technicians.
However, it goes without saying that even the most basic pump has a certain lifespan, after which one would expect it to need to be replaced no matter how well it had been maintained. In order to improve maintenance and lengthen the lifespan of the waterpoints, CISP used the least complicated and most hardy technology available, replacing broken-down and more complicated pump (Indian Mark II) by AFRIDEV models, which satisfies the characteristics known as VLOM (Village Level Operation and maintenance).

This was possible only for shallow wells. Where the wells are deeper and required a pump, the expectation of their life span is significantly reduced. Unfortunately in a zone as arid as Eastern Hararghe where the water table is frequently beyond reach of shallow well pumps, often boreholes combined with fuel-pumps remain the only option.

An evaluation of the Gursum/Babile two-phase water programme illustrated some of the problems regarding sustainability of the Programme, which CISP faced. Three years after the termination of the Gursum/Babile Programme, and its handover to the relevant government line departments and local communities, an evaluation committee found that some portions of the existing water supply schemes in the visited villages were no longer functioning at their full capacity and that in many instances the community had returned to their traditional manner of water collection, from far off streams, ponds, dry river beds, in order to supplement the reduced flow.

Lack of adequate maintenance was the principal reason given for the situation. It is worth stressing that the independent
evaluation of the project noted that this situation was not related to CISP and its work in specific, but rather that this problem is one common to all watsan projects carried out in EHZ over the last 10 years, whether by NGOs or by Government Bodies.

It is also worth noting that CISP experience the biggest problems of sustainability in the rural intervention areas. In the urban centers, such as in Fugnan Birra (Gursum) or Babile town the independent evaluation noted that there was significantly more willingness on the part of the government to monitor, maintain and support the infrastructure built and community bodies organized by CISP.

On the sustainability of the urban component of the Programme the evaluator gave very positive feedback and indeed 5 years after the end of the intervention, the urban water points and reservoirs in Gursum and Babile were functioning well.

CISP sought to address the problems besetting the rural water points as much as it could, given that it was no longer a stakeholder in their maintenance or support. It did this by including extra training, toolkits and spare parts for mechanics, as well as their repair and rehabilitation under various subsequent programmes, including its two Integrated Food Security Programmes and its specific WATSAN intervention in collaboration with WFP and the Italian Cooperation.
4.2 Employment Generation Scheme as tools to link the response to emergencies to social rehabilitation

As one of the few NGOs present in the woredas in which it works, CISP has frequently been called upon to contribute in assisting the Ethiopian Government and the local communities to confront emergency situations generally precipitated by persistent droughts, sudden invasion of pests and occasionally conflict.

In the past, aid agencies confronted these situations by distributing gratuitous relief. Over time, they came to recognize their mistake as local coping mechanisms were undermined and people became increasingly dependent in times of stress on unsustainable handouts. Also, there was nothing in these relief operations which tried to help solve the fundamental problem which has lead to the situation spiraling into an emergency in the first place.

Of course, it depends very much on context, and the response to conflict remains different to a response to mitigate the effects of severe droughts and bad harvest, but they still share a common denominator - the need to help people not only survive the shock, but get themselves back on their feet as soon, and in as sustainable a manner as possible.

This means that emergency programmes should be well-thought out, multi-sectoral responses to the situation which take into consideration the context and the immediate situation whilst keeping an eye on the long-term scenario.
This is where CISP’s long-term commitment and experience in trying to link relief with rehabilitation and sustainable development came into play. In Eastern Hararghe, the lessons learnt by CISP have even gone so far as to inform new government policy on the structure and objectives of relief interventions designed to mitigate the effects of drought. Poor households live on the edge of destitution. With few assets to act as insurance in case of shocks, any sudden stress on the household can potentially send it spiraling into a vicious circle of asset sale to the extent that it becomes impossible for the household to recover, or in the most extreme cases, even survive. The destitution of a household is a serious concern, not just for the household itself but for its whole community.

Traditionally, wealthier households will come to its assistance. However, Eastern Hararghe has experienced a cycle of severe droughts over a number of years. This has lead to the impoverishment of the community as a whole and the inability of communities to absorb and support its poorer members.

This can mean migration to urban areas in search of badly paid and dangerous manual labour, the abandoning of the family home to beg, or for female members of the household, including young children it can mean coercion into a life of prostitution at risk of HIV/AIDS.

However, destitution is caused not by a one-off drought or a bad harvest -inability to absorb economic shocks is caused by chronic livelihood insecurity. Therefore, CISP recognized that its emergency interventions have to not only help households survive by fulfilling immediate basic needs (mainly or food and
water) but also include mechanisms which would a) minimize community dependency on outside assistance and maintain the working ethos of local communities and b) strengthen individual HHs as well as community livelihood security.

As mentioned in the first chapter of this publication, food insecurity is caused not necessarily by there being no food around - but by the inability of very poor people to access it. Even during the worse droughts food remains available in the markets of Easter Hararghe, albeit often at inflated prices.

Therefore, CISP designed relief interventions around employment generations schemes - projects which provide employment through the construction of vital social services and infrastructures whilst at the same time providing payment to poor household, either in kind (generally food) or, more rarely, cash. The influx of grain and supplementary food to the area is often enough to help stabilize prices of similar food stuffs at market level.

Cash interventions, on the other hand, give families more choice, along with the income necessary to purchase what they need, at market prices. However, they are, much harder to regulate and monitor and for this reason, in the past, donors have been loathe to engage in them. The trend is changing though, and, as government capacity increases donors are looking more favorably on cash for work interventions.

EGS are designed to provide employment for the able-bodied poor. However, they also include a component of gratuitous relief for those poor unable to work due to their specific family
situation, age or poor health. In order to target the poor, the wage is paid either in food or in cash. If it is paid in cash though, it is often below market rate for wage-labour.

Although this may seem initially unfair, it does mean that only those who truly need employment will apply to be included in the programme and thus acts as a form of initial targeting. Further targeting is carried out by woreda officials in collaboration with PA leaders, eminent community members, DAs and the community itself. Final lists of those to be included are drawn up and cross-checked. Technically the community have recourse to contend an inclusion if they wish to do so. In practice this rarely happens.

CISP has been continuously involved in EGS throughout its time in Eastern Hararghe. It has implemented them in response to emergencies in the woredas of Gursum, Kersa, Meta, Goro Gutu, Babile, Alemaya and Fedis.

Over the years, CISP has implemented more than 10 emergency EGS Programmes and has directly reached around 850,000 poor households.

At their core, all CISP's EGS interventions share the same methodology - ie the notion that planned intervention should not be a mechanical implementation of certain established models, but rather an on-going, socially constructed and negotiated process set firmly within the situation's individual context.
CISP EGS intervention also share the same objectives, namely:

- Reduce adverse effects of acute food shortages;
- Prevent further deterioration of nutritional status, especially in under-5's;
- Prevent irredeemable loss of assets;
- Prevent excessive out-migration; and
- Strengthen people's livelihoods, thus reducing vulnerability to excessive economic, climactic & social shocks.

In its project designs CISP integrates strategies from the Government of Ethiopia's national disaster prevention and management guidelines, as well as those set out in its guidelines for EGS with the most up-to date research on development and emergencies, as well as its own extensive experience.

In order to complement this, and increase further the chance of some degree of sustainability, CISP also makes sure to include significant component of capacity building for the relevant government line departments. The idea behind this is that by doing so, government line departments will be able to monitor, analyze and respond to the situation more autonomously in the future, thus diminishing the need for CISP support.
“The realization of this project, particularly its capacity promotion measures under the cash component was a remarkable stride forward in making operational the National Policy on Disaster Prevention and Management (NPDPM) through the implementation of EGS in Eastern Hararghe. It has contributed in particular to raising the relief management and technical capacity at zonal and woreda levels. It has brought to the construction of 4 food storage/distribution facilities having 5,000 quintals capacity each, improved regular shelf projects preparation by line departments, and increased awareness of the NPDPM and the relevant DPPC operational Guidelines.....
Field findings bear witness to the fact that CISP’s initiative has had a pioneering effect on relief operations in the zone...

The Programme has also been successful in terms of achieving its objectives of addressing immediate food shortages and reducing its effects on assets and health: preventing loss of assets; as well as reducing out-migration.

(From an Independent Impact Assessment of CISP EGS interventions, 2000/2001)

However, this does not mean that CISP’s experience with EGS has been without problems.

Frequently the physical output of EGS show mixed results; some activities are above target, whilst others are under-implemented. This has to do with a number of factors - among these, weather conditions, availability of inputs and the capacity
of the woreda line departments to supervise and monitor the work-teams, as well as a the technical quality of the work.

Frequently there is a poor level of community participation in the design of the physical activities and this reduces the communities' sense of participation, responsibility for the outcome of their work and ownership.

Lack of ownership and real community participation in the choice of activities is a common problem. It is precisely in this area that CISP sees its added value, as an objective interlocutor it is able to mediate between the communities and government line departments and seek to obtain the best from both.

Another area, which has frequently proved problematic, has been targeting. Very often the short time frame under which relief operations have to be implemented, compounded with lack of means and human resources, reduce the participation of local communities to the targeting process.

Payment in kind may also be problematic. Due to what is available to the donor, this payment is often made in wheat, sometimes supplemented by rations of oils and pulses. However, wheat is not the local staple. Communities in Eastern Hararghe have a marked preference for sorghum and maize.

The inclusion of wheat as a food ration over a number of years has slowly made it more acceptable. This acceptance has come about as people learnt to cook it better and Eastern Hararghe has seen a definite shift in eating patterns and food preparation since its introduction. The report of the independent evaluation
conducted in Eastern Hararghe by Amdater Consults (June 2005) indicates that “...another important benefit of the relief/EGS interventions is the change in dietary patterns. The major staple food commodity in Hararghe is sorghum while the food aid commodity is largely wheat. Anecdotal references inform that the introduction of wheat into the area dates back to years of abundant relief supplies. Currently, wheat has become one of the small-cereals farming system and well marketed in the areas”.

The community still remains divided over what it would rather have. Whilst some frequently tell CISP during impact surveys that they would prefer to receive cash, as that would give them more choice and flexibility, many also contend that they would rather receive payment in kind, even in wheat.

Interestingly it is mainly women who say this, claiming that payment in kind is less easy to squander on cigarettes, alcohol and chat, something which happens frequently to a percentage of payment in cash.

The women also tell CISP that there is an active market for wheat and that although the payment is in kind, they can keep back what they want of the wheat and sell the rest for income with which to purchase sorghum, maize, condiments, oils and cooking fuels.

It is worth noting though that food rations rarely cover anything but bare survival needs, originally calculated at 15 Kg x person x HH of 5 x month, the limit of the rations available country-wide
have often had to reduce this meager ration even further, to just 12 Kg x person x HH of 5 x month.

The reality in Eastern Hararghe is also that a HH average of 7 or 8 is more representative of the situation. Polygamy, extended families, the limited number of people able to be included in beneficiary lists, the limited resource available combined with a significant pressure to share by PA leaders, and family pressure considerably diminishes the impact of the scheme for those in real need. This is a significant problem, both for the authorities, as well as CISP.

The need for better targeting and improved monitoring of the use of food rations, as well as a better understanding of how household economies function and an intra-household level are patently clear. These are some of the topics, which CISP continues to tackle in the capacity-building component of its EGS work, as well as through it newly approved Reinvesting Rural Livelihood Project, which will began in April 2005.

4.3 Income Diversification and Credit Provision

Ethiopia remains primarily dependent on a rural economy (about 85% of the population), reliant on rain-fed agriculture grown on diminishing family plots. The lack of urban centers and an extensive road network presents a real challenge to income diversification. The most common activities households engage in so as to diversify their income are typically time-consuming measures taken only in times of severe stress – such as gathering firewood and selling it at market or making charcoal.
Both activities not only deplete natural resources and degrade on already fragile environment even further but are extremely time consuming activities with little financial return. For example, a woman typically spends half a day to a whole day collecting enough firewood to sell at market. The next day she walks into market and spends the day there selling it before walking home in the evening.

On average she will earn 3 ETB for two days labour, which took her out of the home and prevented her carrying out her usual home and farm activities - among these the collection of water, preparation of food and child rearing. These home/farm activities will be delegated to elder children, generally elder girl-children.

The Ethiopian Government is backing a policy of development through improved agricultural practices. To this end, it is encouraging improved water harvesting techniques, development agents to assist in better farm management and almost every PA now sports a brand new Farmers Training Centre.

However, the reality is that most Ethiopians live in large families on extremely small land-holdings of degraded land, which are increasingly unable to support them. As climate change increases desertification in Eastern Hararghe, farmers are forced to rely more and more on livestock.

However, even this has disadvantages as, if numbers of goats increase exponentially over a short period of time the area’s overgrazing will degrade the soil even further, reducing the already meager pasture.
In other countries in Africa, small-scale income diversification activities are a staple of the poor’s livelihood strategies. It is not uncommon to come across farming families whose members are also involved in numerous other initiatives.

Among there are instances of more skilled carpentry, metal work, small-scale sewing and weaving, along side such unskilled activities as tea-stalls, brewing, sale of second hand items scavenged from rubbish tips etc. There is little doubt that it is this initiative which keeps poor farming families in other areas of the continent from the almost total destitution common among Ethiopian families of similar education, status and farming income.

Therefore, CISP has been trying to encourage complementary agricultural and non-agricultural initiatives to help supplement household farm income and provide a buffer for vulnerable households in times of shock.

The most obvious expression of this endeavor is the linking of formal micro-credit delivered through the Oromia Credit and Saving’s Share Company (OCSSCO) with vocational training in woodwork, metal work, sewing and weaving, as well as with credit delivery planned to be given in kind - the tools for vocational trainees organized into cooperatives to set up shop, as well as a revolving fund of goat credit targeted at women.
4.3.1 Goat Credit

Goat credit is an important component of CISP Food Security Programmes. It seeks to link economic rehabilitation, with credit-in-kind, with a clear focus on gender and the empowerment of women.

**How goat credit works:** The success of goat credit, like micro-credit, is based on peer pressure and group collateral. The women targeted are the poorest of the poor, women who have no collateral in land or sale-able assets, as well as no livestock. Women-headed households are given priority. Beneficiaries are selected by the communities, assisted by government line departments, DAs and CISP woreda coordinators.

Women organize themselves into two groups of ten, based on friendship and mutual trust. It is important that the women choose their groups, as they will be responsible each for the other. The poorest group is chosen as the first round group. To this group are given 2 female goats each, preferably pregnant.

The group also receives training in better goat and forage management techniques along with forage seeds which the group will plant and manage and use to help feed their goats during the lean times. A women is also chosen by the group to undergo paravet training. The paravet is trained to deal with common goat problems, provide services such as castration, spraying, hoof trimming, as well as serve as reporter during difficult cases.
CISP delivers a toolkit to the vet and a set of basic vet drugs. These are used on a revolving-fund basis. The idea is that the women of the group are able to access the vet drugs when needed for a small fee. This is then used by the paravet to replace the drugs. The paravet does not charge the women of the group for her services, but her services are available to the community at large.

Other community members are expected to pay the paravet a small fee for her service. This can be in cash, but most often is in kind. The groups also establish a savings account with the local micro-finance institution OCSSCO. Initially each woman puts in 20 ETB as insurance and show of good will against her two goats. Each month she is committed to saving 1 ETB in the account.

The account is held jointly and the women decide how to utilize the money in a group. They may use it to purchase more vet drugs if the revolving system weakens for any reason, they may elect to repurchase of goats for a group member who has lost both of hers through illness or animal attacks. The saving account acts both as an insurance fund for the women, as well as a small nest-egg.

The women of CISP’s programmes tell the organization that they intend to use the money for small income generating activities, such as purchase and resale of Chat. Other ideas were to split the group of 10 into two subgroups of 5 and purchase 2 cows on a similar credit basis as the goat credit programme.
The women from the first group are committed to transfer back the second female kid born to each of their goats to their counterpart in the second round group. In CISP's experience there are very few problems with this arrangement - mostly because the two groups are in the same village and linked by ties of kinship and social obligation.

The few cases where transfer was not honored or delayed were due to the death of the first round beneficiary's foundation stock, the death of the beneficiary herself, or departure for resettlement areas. Generally the programme has worked smoothly and had very positive feed-back from beneficiaries. Therefore CISP has been encouraged to replicate it time and again.

CISP's goat credit programme has shown a marked success at raising standards of living and strengthening household's livelihoods. It is common to find women who once had no household assets who, 4 years after the programme, have 6 goats and a cow - purchased with the sale of two large male goats, a CIS-roofed house and all children in school.

Time and again women tell us that they can now get through the dry season without food aid, are able to send all their children to school and better care for the health of their families. The integration of milk into children's diet improves their nutritional status and reduces their susceptibility to disease. Also, families are now able to eat meat occasionally - slaughtering a goat for festive occasions or when there is illness in the family and the sick person needs fortifying.
Women report that now they spend less time in marginal coping mechanisms, such as gathering firewood, and therefore have more time to dedicate to their families, as well as to the proper preparation of food. The extra time also allows them to become more involved in community affairs and village life.

In Kersa women told CISP that since joining the programme they have been able to intervene in village meetings because they had proved to be honorable for keeping their pact with the second round beneficiaries, as well as for managing so well the goats they had been entrusted. Therefore they are now shown greater respect from their village and this allows them to speak out in meetings and take a more active part in the administration of certain areas of community life.

“There is a clear benefit to the scheme, others see this and want to join as well - at the beginning people were reluctant to join, then they saw how it worked and what the benefits are....when the DA’s announced there was going to be a second round people were fighting to be included.....Also, we don’t just get the benefits my wife talks about - there are others too, such as being able to use the waste as compost. With the soil as bad as it is here, that is very useful. I am very proud of what my wife has done: she has worked hard and done a lot.”

Husband of a first round beneficiary, Kersa
Wro Fozia Seid (22) is resident of Awbarre kebele of Gursum. She is uneducated, married and mother of 3 (the last baby is 2 months old). The main income for the household is sale of chat produced on their 0.25ha plot, intercropped with food crops (maize and sorghum) and sales of goats.

The total annual income of Fozia was 300-400 Birr before she has become beneficiary of the goat credit and 1000-1400 Birr at present. She has taken the first 2 mother-stocks in 2000. Between 2000 and 2004, the goat stock has reached 9. She has sold 7 of them at a total of 950 Birr.

She is currently moved to a small town where they constructed a CIS-roofed house, and engaged in petty-trading (kiosk). At present, she owns two descendant-goats of the credit. The milk of the goats (about 300 ml/day) is used for feeding of the children and used as ingredient for preparation of ‘hajja’.

She has transferred 6 months old female kids to her associate beneficiary during the second year of receipt of the animals. She reported of absence of proper follow-up from the government and that the group hasn’t held any meeting since long. As a result, the status of the initial group members and the associate beneficiaries is not known.

Case Study indicated in the report of the independent evaluation conducted by Amdater Consults (June 2005)
4.3.2 Vocational Skills Training

Here CISP clearly sought to link relief intervention with more sustainable rural development initiatives. The training centers used to host the trainings were constructed as part of CISP’s IFSP-I project. In an attempt to help diversify incomes, particularly in small urban centers, CISP, under its two integrated food security programmes, embarked on a series of vocational trainings courses held in these centers, with the ultimate aim of encouraging small enterprise development by linking vocational training with a starter loan from OCSSCO. To date, trainings have been given in woodwork, metal work, sewing and weaving.

Although the trainings have been largely without problems and have been greeted with enthusiasm from the communities, there have been some problems with the linking of trainees and micro-credit through OCSSCO. Although not specifically stated in the OCSSCO manual, in practice, OCSSCO is worry of small, non-agriculture-based rural enterprise development and prefers to give loans for agricultural use. This was one of the reasons CISP suggested the partnership in the first place, in order to encourage OCSSCO to diversify its loan practices to include non-agricultural micro-enterprises as well.

Despite there being no limit to first loan-size being stated in its manual, in practice OCSSCO sets a ceiling of 1000 ETB for a first time loan (in cases where the client has significant collateral, such as land planted with cash crops etc the loan size may be marginally larger, but rarely above 1200 ETB). 1000 ETB is adequate for agricultural investment but it does not cover a sewing machine or loom, let alone the machinery needed for wood and metal work.
In order not to disappoint its vocational trainees, CISP included an extra component under its second integrated food security programme. This would enable CISP to assist trainees in organizing themselves as cooperatives and provide them with the inputs necessary to start their small enterprise. This enables them to apply to loan from OCSSCO to complement CISP’s input with the additional necessary - such as raw materials, rent of office/work space etc.

In order to facilitate, the proper utilization of the vocational skills acquired by the target groups and enable them to diversify their source of income and hence attain better livelihood, efforts are done to organize them in forms of Producers Cooperatives and to get a legal certificate to operate in their localities as cooperatives.

However, since members of these cooperatives are poor and not capable to cover the capital required for business start up, the project has decided to provide them with basic production equipments and tools. In addition, a specific credit arrangement has been put in place.

Besides these arrangements, all the necessary efforts are taken to enable these target groups a working place within the local towns, where their potential market is existing and to deliver them the necessary technical support in areas of cooperative management, small business management and development, auditing, etc. The cooperatives promotion offices at woreda and zone level and Micro Enterprise Promotion office at zonal level are the major partners who will take the responsibility of this support beyond the withdrawal of CISP’s project support.
4.3.3 Irrigation development, revolving seed scheme and vegetable sellers cooperative

Under IFSP-I, CISP decided to support an experimental pilot project which combined pump irrigation and a seed-revolving fund, complemented by the establishment of a vegetable-seller’s cooperative. The idea was an experiment designed to sustainably improve vegetable yield in the area of Meda Tellila, Goro Gutu woreda, as well as simultaneously increase the price farmers could ask for their goods, thus helping strengthen household livelihoods.

Meda Telilla is a PA situated in a steep valley just some 8 Kms off the main roads. It is reached by a precarious road in poor condition. Transport of goods to market by individual farmers was extremely labour-intensive and time-consuming. Therefore traders would hire a pick-up and go to the village themselves where they would buy the villagers vegetables for considerably under market whole-sale rates.

CISP combined the idea of a vegetable seller’s cooperative, able to organize itself to transport vegetables to market themselves as well as collectively bargain for better deals with the traders, with an activity under a separate EGS programme to improve the communication between Meda Tellila and the main road.

The pump was installed at a spring already being used by villagers for irrigating fields cultivated along the valley floor. The idea was to raise water to an irrigation canal which would ran parallel to the small stream, fed by the spring, and already used to irrigated the fields along the lower part of the valley through gravity irrigation.
This extra channel would irrigate the crops grown in fields above the villages and not reached by the traditional irrigation channel. This would reduce the communities’ dependence on rain-fed agriculture and help improve both the yields from these fields as well as the quality of the crops sown. As the water had to be raised up a considerable gradient, a diesel pump was installed.

In order to make it sustainable CISP organized a series of trainings on basic pump maintenance for local mechanics, as well as training on pump management and maintenance for Oromia Irrigation Development Agency (OIDA), the government line department which would be responsible for supporting Meda Telilla when CISP withdraws.

CISP also provided spare parts and toolkits to the pump mechanic, as well as a standby pump to be used alternatively and therefore prolong the life of the project. The interested villagers also selected a pump management committee.

The committee is mandated with setting and regulating the fees to be charged to villagers to use the raised water, ensure the proper maintenance of the pump and pump site as well as regulate how and when the irrigation would take place.

As the pump is diesel run and the pump house requires a guard, pump users are requested to contribute a small fee. This is used to supplement the starting capital given to the committee on a grant basis by the project and held in a communal savings account. From this account the committee withdraws the fund to purchase fuel and occasional small spare parts, if and when necessary.
The savings account seeks to make the project more sustainable beyond the life-time of CISP's involvement. It is envisaged as a nest-egg to be used to fix minor repairs and keep the two pumps functioning as long as possible without the need of direct OIDA intervention.

A seed -revolving fund was established with the support of the Agricultural bureau in order to improve access to seed, particularly vegetable seed which fetches a higher price at market than cereals, and which Meda Telilla already focused on. However, vegetable seeds are difficult to store and farmers in Meda Telilla found that frequently their seed crop spoiled. This meant that they often had to re-purchase seed at a higher price at market. In order to overcome this, CISP constructed a seed store in the PA where villagers can store vegetable seeds more successfully.

In this integrated approach to rural development, CISP continues to show its commitment to lasting solutions. The tangible benefits from the project are obvious. The community has reported a net increase in the volume and quality of the vegetables they produce, as well as an increase in the price they can sell them for. Household income among those involved in the project has risen noticeably.

For those vulnerable households not included in the irrigation project, generally because of lack of land along the proposed channel, CISP tried to address their problems through other initiatives, such as goat credit or access to vocational training in Karamile etc. As income increases, so do farmer's choices.
Many report choosing to send more of their children to school, spending the extra on the purchase of small ruminants, CIS-roofing for their houses and other varieties of seeds, such as pulses, to intercrop in their field. The purchase of shotts not has significant health benefits for the family in terms of milk and potentially meat, but also acts as a valuable insurance against times of stress, drought and poor harvest.

Whilst it seems apparent that the irrigation initiative is helping to strengthen household livelihoods by increasingly its income and allowing it to engage in a small way in agricultural diversification, a less tangible benefit of the project is improved nutrition for the families of those families involved, and therefore better health and less susceptibility to disease.

An increase in their vegetable yield means that although much of the extra is sold, more is available to be integrated into the family diet and kept back as seed. Village diets in Eastern Hararghe are primarily cereal-based and sorely lacking in essential micro-nutrients.

The inclusion of more vegetables in the diet helps provide more of these micro-nutrients; whilst the use of some of the extra income to purchase shotts and pulse seeds ensures a net increase in vegetable and animal protein (milk and meat).

Although the project enjoys enormous support and popularity among its beneficiaries, it has not been without its problems. The largest has been that regarding the establishment of a sustainable seed-revolving fund. The agro-climactic situation in
Eastern Hararghe is such that it is becoming increasingly difficult for farmers to pay back seed taken on credit in kind because their harvests are decreasing each year as the soil becomes more degraded and fragile. In addition to this problem, the mechanism is challenged by a strong widespread “relief oriented” mentality, which is not easily compatible with the paying back commitment. Part of the work of CISP is addressed to support a change of attitude - through meetings and community awareness building - in favor of the long term sustainability of the scheme.

Although the farmers in Meda Telilla see their harvests improving due to the availability of irrigation for some of their fields - they are, at the same time, noting an overall decrease in crop-production over their lands taken as a whole.

Also, OIDA has experienced problems in managing the pump and supporting the community pump management committee. At this stage, although CISP is still present in the area, the pumps have already been handed over to OIDA and the community committees.
FUTURE PERSPECTIVES OF CISP’ INVOLVEMENT IN EASTERN HARARGHE

In April 2005 CISP began to implement a new project in Eastern Hararghe, co-funded by the European Commission and jointly identified with all Zone and Woreda institutions as well as with the existing Community-Based Organizations. The new project is named “Reinforcing Rural Livelihood through an Integrated Food Security Approach in Fedis and Gorogutu Woredas of East Hararghe Zone, Oromia Regional State”.

The real challenge, in Eastern Hararghe as well as in other areas of Ethiopia, is to find structural and permanent solutions to the prevailing food insecurity. Years of development assistance have shown that this is not an easy task. Nevertheless, concrete and significant results may lead the action of NGOs, government’s institutions and local grassroots organizations.

The new project will capitalize on CISP’s ten years of experience in the Zone; from its successes as well as from the weakness and problems encountered.

In general terms, the project addresses the factors which contribute to widespread and chronic Households food insecurity in the target PA’s. The problem of Households asset depletion, and the resulting increase in vulnerability, will be mitigated through the provision of financial, material and technical resources in order to enable Households to recover assets and engage in productive activities.
More specifically, the Project aims at:

- Reducing the vulnerability of structurally food insecure Households through rebuilding productive assets at Households and community level through appropriate employment creation measures;
- Improving the level of Households income through enhanced agricultural production and diversified on/off farm income generation activities;
- Improving the state and maximize the potential of the community’s natural resources through its sustainable management and use;
- Improving access of community members to basic social services, such as primary education, basic health services, safe drinking water, etc;
- Reducing levels of illiteracy within target communities;
- Sensitizing local communities to the causes and possible solutions of the socio-economic problems which curtail their livelihoods;
- Empowering communities, Community Based Organizations and local government structures to undertake local-level development initiatives through their improved participation in project design and implementation as well as sustainable management of project’s outputs; and
- Enhancing the capacity of local government structures in disaster prevention and management.

These specific objectives reflect an integrated approach to the support of rural livelihood which characterizes CISP’s strategy in the region over the last ten years.
The project is estimated to indirectly benefit 50,240 community members across both woredas, of which 7,328 Households will benefit directly.

The Project’s expected results may be divided in four categories: 1) the impact on direct target Households, 2) the impact on the wider community, 3) the impact at institutional level and 4) the impact of lessons learnt during project implementation.

Over the course of the Project, expected results will be rigorously verified with the aim of providing all concerned stakeholders and policy makers with concrete and verifiable indications on the impact of the undertaken strategies.

At the first level the Project hopes to reinvigorate HH production through the sustainable provision of agricultural inputs, trainings on how to maximize their potential and the direct injection of cash income through labour intensive works. The expected result is a diversification in the ways households are able to gain their livelihoods and a strong regeneration of their agricultural potential. In turn, it is expected that this reinforcement of rural livelihood will have a positive effect on Household’ s Food Security making it more stable, sustainable and less vulnerable to shocks.

At community level, it is expected that the Project will also benefit the livelihoods of the wider community. The labour intensive activities will improve access to market and basic social services, whilst the capacity building activities will help develop the human resources of the community and increase its cache of
knowledge. The capacity building activities planned at institutional level, especially those in disaster preparedness and management will also indirectly benefit the community by making government line departments more responsive to their needs.

Specifically the Project expects to provide the community with:

- Improved maternal and child health services;
- Better access to education for girls as well as for their brothers;
- Rehabilitation of social infrastructures and facilities;
- Improved quality and coverage of government services;
- Timely and effective disaster management response from government and other external bodies during crisis; and
- Enhanced level of participation and empowerment in local development endeavour.

Finally, the capacity building at government institution level is expected to improve their material, logistical and technical competencies. In turn, this should enable them to better support the communities under their jurisdiction. The Project expects to boost institutional efficiency in terms of cost effectiveness, coverage and quality.
ANNEX

SELECTED MAPS AND PHOTOS

(The photos and their classification are kindly made available by Amdater Consults)

Map of Ethiopia with indicated the Eastern Hararghe Zone (Oromia Regional State)
Map of the Eastern Hararghe Zone with indicated target woredas (districts) of the Integrated Food Security Programme Phase II
PHOTO GALLERY FOR SAMPLE SCHEMES
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GENERAL EVALUATION ON THE CISP PROJECTS FROM LOCAL GOVERNMENT STAKEHOLDERS

CISP Harar has asked two of its local institutional partners at Zone level – i.e. the Disaster Prevention and Preparedness Department and the Water Resource Office – to express their views on the partnership so far established with our NGO. The two offices have then forwarded to CISP, on May 31, 2005, the following two letters, here published as received. CISP wishes to thank the said offices for their support and encouragement.

CISP’s Contribution in East Hararghe Zone
By Ato Feysal Tamalil Mohammed, Head of East Hararghe Zone, Disaster Prevention and Preparedness Department

CISP, an Italian based NGO, has been working in East Hararghe Zone of Oromia Regional State since 1994 GC focusing on implementation of different development and relief oriented projects starting in two woredas Babile and Gursum till 1998 and expanded its area coverage in to additional three woredas namey hedis, Kersa and Gorogetu starting 1999 G.C

During its operation in EHZ, the organization has been implementing various development and relief projects jointly and in close collaboration with our zonal office and all concerned woreda line departments.

The projects implemented by CISP were focus on the felt needs of the beneficiary community which have significantly contributed to the achievement of the long term objective of sustainable development through improving the livelihood situation of target community in our Zone.

Along with the implementation of development projects, the organization had been involved in a number of emergency relief operations and EGS implementation at times of food shortage prevalence in the zone. Similarly, CISP has been endeavored in providing different trainings for experts and DAs in the areas of DP&M policy familiarization, EGS planning and implementation, shelf project preparation and early warning aspects.

To enhance the project implementation capacity of our zonal office and woreda FS DPP offices, CISP has delivered different capacity building supports such as purchase of vehicle to our office, provision of different stationery and logistic supports, financial supports to undertake seasonal crop assessments. etc. Similarly; CISP had made several capacity building supports to its intervention woredas like provision of motorbikes, stationery materials, duplicating and photocopy machines.
which are very critical to enhance the DP&M and Early Warning capacity of our office, at zonal and woreda level.

The collaborative project implementation approach of CISP is one experience that shall be replicated by other non governmental partners with in the zone. Because as we can witness from our collaborative effort with CISP, this partnership approach had created a smooth working environment and trust among us that had enabled both of us to meaningfully combat the poverty situation existing in our zone. In this regard, we want to use this opportunity to reflect the positive image developed in our Zone through this unreserved cooperative and partnership approach CISP followed so far.

In addition to this, it is appropriate to mention that the transparent and joint working methodology of CISP during project identification, planning, and implementation was highly appreciable and had contributed for effective and efficient delivery of project outputs to target communities.

From the past experience of joint project implementation with different NGOs in the Zone, our Disaster Prevention & Preparedness and Food Security ‘Office considers CISP as one of the model NGOs operating in our Zone who have been implementing sound projects out of which communities have derived meaningful benefits.

Last but not least, on behave of our community we want to extend our gratitude to CISP and other partners mainly the Donor Agencies like the European Commission, Italian Cooperation, World Food Programme, and others for their unreserved effort in supporting/financing different CISP’s project in the East Hararghe Zone, Here we want also to use this chance to appeal for these agencies to continue their priceless support for our effort to change the life of our community to better future.

Sincerely, yours.

Feeysal Tamalii Mohammad
Head,
East Hararghe Zone, Disaster Prevention & Preparedness Department
The partnership between East Hararghe Water Resource Office and CISP
By Ato Mohemmad Ahmad
East Hararghe Zone, Water Resource Office Head

As East Hararghe Zone is one off the drought affected areas in Oromia Region, its dwellers have been affected by different problem related with it, of which, shortage of potable water is one of the major problem in zone that deserve great attention To this target, our office had implemented several water projects to increase the zonal safe water supply coverage in collaboration with Governmental and Non Governmental Organizations of which the efforts of CISP in the water sector is significant and shall be mentioned as exemplary.

In the course of projects implementation with our office during the past years, CISP has followed a joint and collaborative implementation approaches in this area to meet this target. It has been working swiftly with our office on different water projects from the planning up to the handing over stages that includes studying and designing; drilling and construction of deep wells, shallow wells and hand dug wells and also rehabilitation of several water points in its intervention woredas mainly in Gursum, Babile, Kersa, and Fedis woredas.

Apart from construction and rehabilitation of water points, CISP jointly with our office has been involved in restructuring and strengthening of water points management at community level by supporting the establishment of community water point management and installation of VLOM (village level operation and maintenance) system at grass root level among others these initiatives are translate in to practical outputs through provision of relevant trainings to water committees and area mechanics and provision different tool kits and spare parts to water points it had constricted and rehabilitated in its intervention woredas during the past years.

In addition to this, the new initiative the NGO is undertaking under the EC financed IFSP II project which is the establishment of PA level water point's management Board and all the supports initiated to establish a woreda level spare part stock for better 0 & M of rural water points is an innovative action by the organization that anticipated to ensure the long lasting service of water points and to sustain better operation and maintenance of these water points in the future.

In this connection, our office wants to forward its request to CISP, other NGOs, the Donors mainly the EC; WFP, Italian Cooperation and others who took part in water supply activity in our Zone so far to maintain their reputation in supporting the government and community efforts for the delivery of safe drinking water to
the rural majority. Because water is the key element in the survival of the people in healthy and productive state, any action in supporting the water sector activity will directly contribute for the struggle our community faced at present in combating poverty.

With regard to the efforts made in the area of capacity building. CISP has been supporting our office by supplying different materials from office equipments up to computers, geophysical survey equipments and cars to which we thank the organization all the time on behalf of our people. Besides training provisions at community level, the organization had endeavored to train our experts among which two of our experts have got the chance of short term training abroad on the area of "WATSAN in EMERGENCY SITUATION".

We would like to express for the future that the organisation and its partners mainly the funding Agency should continue and keep up their efforts as before, especially drilling and construction of deep wells and shallow wells so that to change the fate of our rural community to its better off.
ANNEX

REPORT ON AN INDEPENDENT ASSESSMENT OF THE EFFECTIVENESS, IMPACT AND SUSTAINABILITY OF THE CISP EU-FUNDED PROGRAMMES IMPLEMENTED IN EASTERN HARARGHE ZONE DURING THE YEARS 1994 - 2004

The evaluation – including the elaboration of the final report - was conducted by Mr. Teressa Jalleta (Lead Consultant, Food Security Expert) with the assistance of Mr. Guliil Apebe (Socio-Economist) and Mr. Abiit Getahun (Water Supply Expert) from AMDATER CONSULTS. The Section published here is extrapolated by the First Volume (Summary) of the Final Evaluation Report, dated June 2005. The field work of the evaluators was conducted during April-May 2005.

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1. EXECUTIVE SUMMARY

CISP is one the major NGOs involved in relief/rehabilitation and development programmes in Eastern Hararghe. Its operational presence in the zone dates back to 1994 when the then situation necessitated concerted response from all development institutions to respond to influx of returnees and refugees from Somalia and Djibouti. CISP has maintained its operational presence in the zone appraising and
implementing series of relief, rehabilitation and development programmes through funds secured mainly from the EU. The programmes so implemented were planned capitalizing on the experiences and lessons of one or more preceding programmes, and framed in such a way to reinforce the achievements of the preceding programmes. Towards the later years, CISP has expanded the dimensions of the programmes (multi-sectoral approach) as well as intervention weredas (from the wereda of Gursum at the beginning to those of Gursum, Babile, Qersa, Fedis, and Gorogutu).

All of the programmes were implemented with the central theme of addressing food insecurity of the target population in the intervention weredas. The specific programmes financed by the EU, and the subjects of this evaluation include;

1. Rehabilitation and Extension of Water Points in Gursum (1994-1996);
2. Community Based Water Supply for Enhanced Health Status in Gursum and Babile (1996-1998);
3. Promotion of Food Security and Economic Development in Babile (1997-1999);
4. Employment Generation Schemes and Construction of Relief Food Outlets (1998-2004, not continuous); and

The EC committed a total of €4,336,243 cash input (including the PMS budget of the relief allocations). The EC also allocated 19,113 MT of food items to the zone within the framework of indirect allocations through CISP over the past ten years.

Hence, this evaluation was arranged with the purpose to look into the physical achievements of the respective programmes, effectiveness and efficiency of implementation, impacts of the achievements, and sustainability of the structures and systems developed in implementing these programmes.

The programmes followed participatory approaches in their designs and implementations. All informants of the government line departments expressed that CISP interventions were more participatory than that of any other institutions operating in the zone. As it happened to be, CISP has deployed Wereda Coordinators at each intervention wereda, for follow-up of implementation of the activities and representing CISP in any relevant forums at wereda level.

It was found out that the programmes have managed to accomplish quasi-totality of the planned physical activities. Some of the programmes, mainly the IFSPs, suffered from delays in their commencements because of delayed decisions and
signature of Implementation Agreement with local stakeholders. This resulted in repeated revisions of the programmes to fit into the prevailing situations and further extension of the programmes beyond the initially envisaged durations.

All programmes were planned in such a way to included capacity building for the community as well as other stakeholders towards enhancing their programme management capacities. Furthermore, the various infrastructures developed, including water supply facilities, warehouse facilities, education facilities, agricultural facilities, and supports given to off-farm activities are adding up to service provision capacity of the wereda.

In a nutshell, most of the project activities were effective in addressing the intended results and reinforcing the programme objectives. Such achievements as increase in income through credit services, improved access to clean water, solving occasional food gaps through relief food, increase in agricultural production and productivity, improved access of some remote rural kebeles for motor transport due to the rural roads, and improved implementation capacities of the local partners as the results of capacity building initiatives are phenomenal attainment of the objectives. The perception of the stakeholders on the efficiency and effectiveness of the CISP implemented programmes was quite unanimous. The most profound case in the CISP programmes was reported to be transparency in programmes management, frequency of monitoring and trainings, close working relationship, and empowerment of the respective line departments in their respective sectors of the programmes.

Regarding sustainability of the achievements, despite the existence of various challenges, efforts were made to make the programmes self-standing after phasing out of the programmes. And yet, while some schemes are still functioning even after more than 8 years of their development, some others were short-lived for both technical and management limitations. Above all, the roles and responsibilities of the stakeholders after taking-over the activities at completion were not discharged to the expected level, which is viewed as the limiting factor for sustainability of certain achievements.

It was found out that the programmes have generally contributed to the overall development efforts as well as reduction of food insecurity and poverty in the five weredas. In general, the programmes were found to be relevant and appropriate as the undertakings were in line with the existing government policies, focusing on drought-prone areas, enhancing food security, building the resource base of the community and partner government institutions. All programmes and programme-components were based on the needs and priorities of the beneficiaries. In view of
the dimension of the needs, however, it was reported that the programmes addressed only small proportion of the problems.

The programmes have been implemented against various challenges (external factors), most of which are related to limitations in local capacity (understaffing and serious shortages in logistics). The coincidences of major emergency situations in the intervention weredas, limited follow-up and other priorities of the stakeholders, technical constraints in designing of some activities, competitiveness of the line departments for the capacity building resources, and absence of formal mechanisms for smooth implementation of some components of the programmes (inputs provisions on revolving basis) were among the factors that influenced the pace of the programmes.

Obviously, CISP is maintaining is its presence in the area through implementation of newly launched programmes. CISP should use this opportunity for unleashing some of the activities looking into various options for:

- provisions of additional water supply schemes,
- gender mainstreamed water management systems and trainings,
- consideration of promotion of private water schemes,
- extensive awareness raising issues for promotion of SANPLATs along with their distributions,
- further strengthening of the database of the Water Bureau at least at zonal level,
- tailoring credit provisions towards diversifying income sources,
- follow up of the capacity building provision to wereda OCSSCO offices,
- supports to family planning targeted at rural community,
- meticulous assessment of seed systems before any intervention in seeds provisions,
- replicating achievement of any sector at one wereda to another.

2. **Objectives of the Evaluation**

In view of the size of works it has been implementing in the zone and its long-years commitment in rural development in the country, CISP has taken initiative to engage external consultants to look into the achievements thus far, impacts and sustainability of the structures and systems developed in implementing EU-funded programmes. Hence, the main objective of this assessment is to make an in-depth review and evaluation of various CISP-implemented and EU-financed rehabilitation/relief and development programmes in Eastern Hararghe with a core focus on assessing efficiency, effectiveness and sustainability of the attainments/impacts.
3. Methodologies Pursued

During the course of this evaluation, participatory data gathering approaches were employed and the data were analyzed in qualitative and/or quantitative terms from the perspectives of socio-economic conditions of the target groups.

The field works were preceded by review of documents from secondary sources (strategic plans of CISP, project documents, annual plans and regular progress and achievement reports of CISP/EH, financial status monitoring and expenditure reports, assessment reports from other institutions in the weredas, reports of particular relevance to the programme produced by government institutions, evaluation reports). Furthermore, specific information were gathered on population figures, climate and production data, food security situations for the recent past, office set-up, and project management procedures/systems of CISP (history of operational presence in the area), monitoring and reporting mechanisms, and other development programmes implemented through other institutions.

Gathering of information at the field level (primary information) constitutes major part of the evaluation process. This involved interviewing the CISP technical and management staff as well as stakeholders in the programme implementation areas, in-depth interview with management and technical staff of CISP, observation of activities accomplished in selected intervention kebeles in the five weredas, focussed group discussions with zonal and wereda relevant offices (Wereda Administration, Rural Development, Agriculture, Cooperative Promotion, Water Sector Development (urban and rural), OIDA, OCSSCO, Capacity Building), in-depth interviews and discussions with target groups, interviews with kebele administration, and SWOT analysis with target groups.

Over 175 informants (24% of which were female informants) were contacted to obtain one information or another. To capture the essential information from the beneficiaries and non-beneficiaries, community leaders, and government structures at the operation level, open-ended questionnaires were utilized as guiding checklist.
4. FINDINGS

4.1 MAIN ACHIEVEMENTS (PHYSICAL) OF THE PROGRAMMES

4.1.1 Rehabilitation and Extension of Water Points in Gursum (1994-1996)

This programme was part of the EC Social Rehabilitation Programme/Ethiopia. The programme was launched in December 1994 and extended to May 1996. It was designed to benefit 16,000 direct beneficiaries, which included displaced people, returnees from Somali and Djibouti and some local people.

The wereda was featured by very low access to safe-water. In 1993, only 15 (27%) of the installed hand-pumps mainly by the UNICEF and the government were reported to be functional, lending quite significant number of rural people in need of access to safe-water. Limited community involvement in the development of the water schemes was identified as one of the factors for poor status of the water pumps in addition to lack of maintenance and shortage/unavailability of spare parts. Moreover, the influx of returnees and displaced people was putting an increasing pressure on the scarce water resources. Due to this, access to safe-water has dramatically decreased implicating on health situations (water-borne diseases).

Hence, this programme was launched to increase and improve access to safe-water through construction of new hand-dug wells, as well as rehabilitation of non-functioning water schemes developed by other institutions sometimes before. In conjunctions, it was also aimed at strengthening community water management systems through establishment of cost-recovery schemes.

4.1.2 Community Based Water Supply for Enhanced Health Status in Gursum and Babile (1996-1998)

This programme was launched in January 1996 and implemented for 18 consecutive months (up to May 1998). It was designed to benefit 30,000 direct beneficiaries (12,500 urban and 17,500 rural beneficiaries). This programme was designed as an extension phase to the then on-going Community Based Rehabilitation and Extension of Water Points in Gursum. It aimed at improving access to water supplies, and thus, reduction in water-borne diseases. The two weredas (Gursum and Babile) being bordering the two regions (Somali and Oromia), internal conflicts have left large number of people to have been displaced. Consequently, the already critical health conditions in the area have
further deteriorated with water-borne diseases being among the first causes of morbidity.

The preceding programme has addressed some of the problems, in particular, in choices of appropriate technologies, community participation, and water sanitation/health education. However, in view of the degree of the problem, further resources were required to extend the benefits to more people while strengthening the capacities of the Water, Mines and Energy Resources Bureau. To that end, CISP extended its programme to the development and construction of new water points. Specifically, provision of water supply for the rural and urban communities of the two woredas, strengthening the institutional capacities through piloting water information system and appropriate training, and promotion of hygiene and sanitation practices were planned and executed. To that end, in this programme, development and construction of shallow wells equipped with appropriate village level operation and maintenance (VLOM) type hand pumps were implemented. This was preceded by situation studies aimed at identifying communities without safe-water supply.

To improve the health status of the target population, CISP focused on the development of potable water supply, environmental health education, and the promotion of vegetable production through school based nutritional education. This can be achieved by improving health facilities and services, providing health education through school based nutrition education, improving the availability and use of potable water and proper sanitation.

4.1.3 Promotion of Food Security and Economic Development in Babile (1997-1999)

This project was implemented between December 1997 and January 1999 (18 months). It was designed to benefit 10,000 rural direct beneficiaries. The rationale of the programme was to promote saving and credit schemes to improve the livelihood of resource poor households in Babile woreda, as a continuation of the EU-funded Social Rehabilitation Programmes and follow up of a one-year research-oriented project, Livelihood Strategies and Coping Mechanisms with Drought in Gursum, Babile, Fedis, Kersa, and Gorogatu weredas (1997/1998), funded by ECHO. Within the context of promoting food security and economic development, linking the credit schemes to the then ongoing government extension programme was also envisaged to boost crop productivity.

Over the periods of 1998-2004, the intermittent failures of Belg rains, the late onset and early withdrawal of Meher rains and erratic rainfall patterns that occurred in many parts of the country have resulted in widespread drought, crop losses, livestock death, and hence, increasing vulnerability of rural people to food insecurity. The depressing situation continued resulting in a progressive depletion of the assets of the rural population and steadily growing need for relief assistance that eventually brought the total relief beneficiaries in the years 2000 and 2003 to unprecedented levels.

Eastern Hararghe is one of the most vulnerable zones in the region frequently affected by drought and other natural calamities as well as armed conflicts. The rainfall pattern and intensity is not always sufficient for crop production, and it is erratic in nature. Like other parts of the region, a number of factors combine to make the zone (and especially the intervention weredas) an area of chronic food insecurity. Rural households are not food self-sufficient even in normal years that the majority of the households do not meet their basic needs from subsistence production for more than 4-6 months. As a result, relief food assistance has been making paramount contributions to bridge the food gaps since the last two decades.

CISP has been playing proactive role in implementing prolonged development-oriented relief projects funded under EC relief allocations in the framework of the Emergency Appeals of the Ethiopian Government since 1998 in 4-5 food insecure weredas of Eastern Hararghe zone, viz, Gursum, Babile, Fedis, Qersa and Gorogutu weredas. CISP has been considered as one of the pioneers for familiarization and implementation of NPDPM in East Hararghe. Capitalizing on the experience it acquired in due course and its office, logistical and personnel setup that the subsequent programmes brought into, CISP has continued the relief interventions well into the present time, with subsequent allocations made by the EU.

Despite the differences in the scope and levels of interventions, various relief programmes have been designed as continuation of the preceding projects. The continuation of relief interventions in the development operation weredas helped facilitate the smooth continuity of development projects. Over the past 8 year, the EU allocated over 19,000 MT of food items and €171,2941 for covering associated costs of implementation of the programmes.

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1 This doesn’t include PMS for 5000 MT of EGS-d as the latter had its own budget grant.
All relief interventions embraced twofold objectives; income transfer and vulnerability reductions (increased resilience). They are aimed at addressing the immediate food need of vulnerable households through distribution of food as well as contributing to reduce vulnerability of targeted woredas to disaster through the implementation of EGS activities and enhancing the preparedness capacity.

4.1.5 Integrated Food Security Programmes (1998-2005)

4.1.5.1 IFSP-I (1998-2001)

Capitalizing on the experiences gained and lessons learned through implementation of the above programmes, CISP implemented a one-year research oriented project entitled *Strengthening Local Coping Mechanisms with Drought for Disaster Prevention*. Based on the findings and recommendations of the latter, and the then ongoing EU-funded programme, CISP designed an integrated food security project (IFSP-I). IFSP-I was launched in September 1998 and implemented over 42 months including 18 months of no-cost extension.

The actual commencement of OCSSCO in the two woredas was January 2000 in Qersa and a year after (in 2001) in Babile. The commencement of the schemes was preceded by partnership agreements between CISP and OCSSCO in mid 1999. Since then CISP has been assisting the company in building its operational capacities in terms offices furniture and other logistics (transports). OCSSCO’s credit programmes focus on agricultural production activities (fattening, purchase of farm ox, seeds purchase, tractors rents, goat trades, and spate-irrigation) and petty trade. The repayment rate was reported to be 100% for all years in the case of Babile and 98-100% in the case of Qersa. The rural beneficiaries account to 93-95% and the remaining 5-7% are urban beneficiaries.

The initial plan was to rehabilitate the existing 5 VTCs, one at each wereda. However, taking into account the ramshackle state of the old VTCs, CISP decided to construct 3 new VTCs at Gursum, Babile and Qersa woredas. Due to lack of working capital and essential equipment, some of these VTC graduates are not translating the skill they gained into actions. Needless to mention, the local demand to absorb all the trainees’ engagement in their respective specialized skill is a standing bottle-neck to affect the initiative of the graduates. CISP, in collaboration with the Cooperative Promotion Office, has just finalized organizing these people into cooperatives.

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2 In Gursum, legal certificate was secured at the end of 2004
It was initially anticipated that the VTC trainees be provided with loan capital directly linking with the OCSSCO. To overcome the low ceiling of loan and to enable the beneficiaries access minimum amount of loan for start-up of small businesses (woodwork, metal work, stitching, and weaving), and in line with the recommendations of the review held in July 2004, CISP is purchasing the most essential equipment for provision to the graduates organized in the legal cooperatives along with facilitating the linkage between the groups and OCSSCO for future credit delivery. By doing so, the project was expected to enable the trainees to create their own income source and improve their livelihood in sustainable manner, which is the underlying objective behind the two phases of IFSP interventions of CISP in general and that of the vocational skills trainings support component of the projects, in particular. For practical reasons, however, not all the trainees of the VTC were organized into cooperatives. Out of the total 160 graduates of the VTCs, 149 were members of one cooperative or another (93%). The graduates organized under cooperatives associations are looking forward receiving the promised materials from CISP.

The seed programmes did not go beyond the primary beneficiaries. None of the seed credits were repaid due to various reasons. The stores constructed at Gursum and Fedis for the purpose of storing seeds collected from beneficiaries until they are transferred to the associate beneficiaries in the revolving schemes, are currently used for storing equipment of the Office of Agriculture.

The effort to establish private nurseries also did not move farther. The beneficiaries found it was not profitable in view of the demand in the localities and that they could not compete with the huge supply of the required seedlings with a highly subsided price by the government nurseries with the intention of promotion of the seedlings and encourage tree planting by the farmers.

The repayment rate for goats provided during IFSP-I was far better than the previous programme. It ranges from 82% (Gorogutu) to 89% (Fedis). The remaining outstanding is either due to death of the foundation stock (3-4.5%) or moved out of the area mainly for resettlement (6-6.5%). Hence, given all factors, the scheme was efficient in relative terms.

Large part of the activities accomplished under the irrigation component was implemented towards the end of the programme as a consequence of restructuring of relevant government line department. When the programme went into its final action (procurement and instalment of generators and pump units), it was realized that the budget allocated for the purpose was far less than what was offered by suppliers. Revision of the budget and purchasing processes took long time and finalization of the activities was dragged to IFSP-II
4.1.5.2 IFSP-II (2002-2005)

The rationale behind this programme was the need to finalize the pending activities of IFSP-I and laying ground for sustainability. IFSP-II was in its final month of implementation when this evaluation was conducted. The programme has been reviewed in July 2004 and some of the initially planned activities were cancelled to better utilize the budget for more pressing activities where impacts could be seen.

The programme secured an extension of one-year due to the considerable delay in its commencement. As compared to the previous programmes, the overall implementation and management of IFSP-II was strong and smooth. The partnership with the government stakeholders and the beneficiary community was also cited as exemplary. During the study, it was found out that most of the accomplishments of the IFSP-II concentrated on the smoother handing over of the schemes developed during IFSP-I (and IFSP-II), establishing mechanisms for ensuring sustainability of functioning of the schemes.

The various trainings (including the refresher ones) provided to the stakeholders coupled with provisions of logistics to the respective line departments both at wereda and zone levels as well as provisions of inputs to the communities and training of the same were all geared to building the local capacity for further takeover of the activities and maintain their functionality after the phase out of the programmes.

During this phase of the programmes, apart from procurement and instalment of a standby pump and generator for Irrigation Scheme, other supports to strength the start-up of the schemes were provided. These included provision of training for farmers on irrigation management, provision and promotion of farm input, construction and furnishing of office for the Association, and printing of financial transaction vouchers.

It was learned that the project has accomplished quasi-totality of its planned activities, utilized the corresponding budget. The only remaining activities are those which have already been offered for contractors (plastering of the irrigation water reservoir and that of CISP Office in Karamile), nearly 80% of which was completed when this assessment was made. With regard to vehicle procurement, after long negotiations, the zone has lately decided to cover the required duty (tax) for the purchase of one new vehicle. The process of purchase has just started the cost of which would have to be transferred to the supplier before the end of IFSP-II.
4.2 Methodology/Participation Analysis

4.2.1 General Approach

In design of the programmes, participation of zonal line departments was more apparent than that at weredas levels. In fact, when most of these programmes were designed, the wereda sector offices were even more constrained than they are today in all yardsticks of capacity and structures. Hence, zonal level structures were more powerful than wereda, and hence, partnership at zonal level was stronger than that at wereda levels.

Whilst all informants agree to their extensive involvements in the programme implementation, monitoring and planning of the recent development and emergency programmes, there seems understanding at the wereda levels that zonal level offices are more of competitive than complementing in terms of capacity supports to the weredas, and they perceive that the zonal offices are closer to CISP than the weredas. In due course, the levels of partnership after the devolvement of government power to the wereda level was getting stronger with the weredas. This required repeated orientations over the mechanisms/modalities of involvement of the respective line departments.

CISP has deployed one expert (Wereda Coordinator) at each intervention wereda, stationed in the Rural Development premise, for follow-up of implementation of the activities and representing the CISP in any relevant forums at wereda level. For this purpose, it constructed small office in Fedis, Qersa and Gorogutu\(^3\) while it secured a room from the Rural Development in Gursum and Babile.

4.2.2 Gender Aspects

In the intervention weredas, women are responsible for all kinds of household chores and backbreaking works (childcare, livestock management, cooking for the family, marketing of agricultural products etc.). Women (and girls) are exclusively responsible for fetching of water. And yet, the best of meals is reserved for male gender while they are busy only on seasonal agricultural operations. Furthermore, the power of decision on household properties is literally meant for male gender. Under such a situation, economically empowering female gender, though it still requires long way to go, is found to be commendable.

\(^3\) The office at Gorogutu was under construction when this assessment was conducted
During implementation of the CISP programmes in Eastern Hararghe, efforts were made to mainstream activities to address women’s problems. Goat Credit services were exclusively meant for housewives and/or women heads of the households (both primary and associate groups). Oxen and other inputs credit encompasses both gender groups but the proportion of women was very low (12% for oxen, 5-8% for other inputs). Of course, one of the criteria for targeting of beneficiaries for inputs was possession of farmland. This obviously limited the number of women to get benefit from the scheme as they are landless, in most cases. As reported by beneficiary women, the resources provided to them in any form are the only resources a woman can claim to takeaway with her in case the marriage breaks. Moreover, about 13% of OCSSCO beneficiaries in Qersa and 14% in Babile were female borrowers. Development of water points obviously reduced the workloads for women and children as they bear this responsibility in the family ‘division of labour’. Women constitute 15-25% of the water management committee of the water schemes.

4.2.3 Capacity Building

All programmes, including the relief EGS, enshrined in them one form of capacity building or another. A number of short-term training has been offered for relevant stakeholders, and selected community members to upgrade their technical know-how towards management of the asset created by the interventions. From all perspectives, quite significant efforts were made towards enhancing programme management capacities of the stakeholders for sustainability of the programme. The community, local government staff as well as CISP staff have benefited directly from the training and experience-sharing sessions (local and abroad) undertaken at different occasions.

From the institutional point of view, all infrastructures developed, including water supply facilities, warehouse facilities, education facilities (extension of rooms and staff residences of schools, and VTCs), agricultural facilities (seed stores) and supports given to enhance service delivery of MF (OCSSCO) are adding up to the capacity of the weredas in service provision. The institutional arrangements to enhance promotion of cooperatives, credit and saving arrangements for exploiting available income opportunities through the catalytic action of CISP was acknowledged to be very important. In terms of logistics, projects properties like vehicles, motorbikes, computers and accessories have been transferred to the respective sector offices at the termination of the respective projects. Furthermore, new equipment and supplies like vehicles, motorbikes, copier machines, duplication machines, surveying equipment for irrigation designing and data
analysis, topo-mapping, computer with accessories, and farm tools/EGS tools were purchased and handed-over to the respective sector offices. In addition, procurement of geophysical (GIS) equipment was reported to be under process for provision to the water sector.

Recently, the programme has supported fuel and oil for running of the boreholes for short durations in response to the request of the wereda. Whereas establishment of cost-recovery systems for such schemes have been reported time and again, on the contrary, limited provision of such support over-shadows sustainability of the schemes. It was also found out that CISP transferred cash to the weredas for supporting vehicle maintenance and running cost.

4.3 **Impacts of the Programmes**

Following completions of the respective programmes (completed ones), final evaluation/impacts assessments have been conducted either by employing external consultant or through the traditional end-of-programme assessments executed by teams drawn from sector offices. All reports state of one type of benefit/impact or another that the beneficiaries gained as compared to non-beneficiaries of their status at the beginning of the programmes. However, some of the impacts seem short-lived and this evaluation mission could not verify the impacts across all beneficiaries as stated thereof. The sustaining impacts/benefits of which are still evident under the respective programmes are presented below.

4.3.1 **Community Based Water Supply**

From discussions with beneficiary communities, year-round potable water supply has had a phenomenal impact on every facet of life. For women, the developed water points have reduced the time spent wandering up and down slopes searching and carrying water from between 2-4 hours per trip to between 20-30 minutes. With the time saved, women have been able to pay greater attention to the feeding and welfare of their families, to provide more assistance with family food production, and to generate supplementary income as a result of small production activities. Availability of clean water has also meant substantial health benefits for every person in the community, particularly for women and children.

Before development of the water supply schemes, women used to collect water once a day or once every two days. Water sources were usually unprotected springs or rivers, used by both animals and humans. Some women described digging in the stream and waiting for hours for water to trickle into the hole (chirosh). However, after the development of the water points they can collect more amount of water whenever they needed it. This represents an increase in consumption from
approximately an average of 20 litres per households per day, to more than 30 litres per day. This in turn means that women are able to attend personal hygiene and maintain a sanitary domestic environment. According to the zonal Health Office, the prevalence of water born diseases like dysentery has drastically reduced over the last 10 years presumably due to having access to clean water sources.

4.3.2 Promotion of Food Security and Economic Development for Babile

It is true that goat credit encouraged control over resources by women, improved milk provision for the children and increased food security. Women beneficiaries of the goat credit have been able to create and increase their income through sales of goats from the first kids at prices of 60-80 Birr on average. They have also been able to provide children from milk production, which also contributes to health and nutrition of the children. It was also true that the beneficiaries were able to protect their assets from depletion and disposal due to the availability of the credit services. During occurrence of droughts, the goats were readily liquidated into cash and used for covering temporary needs. Thus, the scheme obviously improved resilience of the beneficiaries as compared to non-beneficiaries of equal status at the provision of the credit.

During project lifetime, each beneficiary has received two foundation-stocks and have produced 200-300 ml of milk/day for about 3 months/birth cycle (earlier periods of lactation) from one mother goat. In addition, some beneficiaries could own 12 goats at one point in time, which were sold over time to meet the financial needs of the beneficiary household, especially of the women. The average income of the beneficiaries from sales of the goats was 30 Birr/month. For the successful beneficiaries the annual income from the goats was 500-600 Birr. The beneficiary informants could own 5-10 heads of goat at one time since the start of the programme to-date from the progeny of the foundation stocks; almost all informants possess at least 2 goats at present. The goats were sold at times of critical needs of the households, or transferred to others to satisfy social kinship and/or to brides/bridegrooms on occasions of their marriage, or for family consumption in the form of meat and milk.

4.3.3 EGS

Apparently, various institutions have been engaged in development and rehabilitation/relief interventions in the zone, either before and/or during, and/or after implementation of the relief interventions in question. The presence of various programmes in parallel, aiming at enhancing food security, requires
understanding of the synergic effects/impacts that the programmes provide to the same beneficiaries.

The primary aim of the programmes was to save lives of the drought-stricken communities. Hence, addressing the short-term food shortage has been more prominent than the other objectives of the relief/EGS interventions. Given the nature and process of implementations, preservation of productive assets is most of the time unmet due to prevailing delays in arrival and distribution of the relief food quite after the problem has severely affected the household possessions.

The positive impacts of the interventions at community level mainly relates to improved access to social services like access roads, schools, water supplies, etc. developed through the relief EGS. In some places, constructions and developments of access rural roads opened up the areas to motor transport and eased travel to market places. As the result, wereda administration and Rural Development offices have regularly visited these kebeles for mobilization of the community for resettlement and planning of development works/extension services in the respective kebeles.

The SWC activities like hillside terraces and afforestation (enclosure) in Biqa kebele of Gorogutu, and stone-bunds in Balina kebele of Qersa, check-dams in Medda Oda kebele of Qersa, EGS ponds in Balina kebele of Qersa are among the few examples featuring EGS achievements in rehabilitating the environment in its actual sense. The provision of the EGS working tools (to be used communally) is also reported to have improved the working capacity of the kebeles as the beneficiaries were using their own tools for implementation of EGS activities in the absence of such communal tools.

The CISP/EU EGS programmes, especially EGS-I, had significant cash inputs for institutional capacity building and logistic supports. In addition to the direct relief resources distribution to the immediate needy people, the programmes incorporated tools support and construction of Relief Food Outlets (RFO) and training on different agendas of relevance. The construction of the 4 RFOs of capacities 1200-1600 MT curbed the serious limitation of warehouses in the weredas and continues to be an asset to the weredas.

The rural access roads, 5.2 km in Gursum and 4.8 km in Babile, are still providing services. Regular maintenance works were reportedly done through EGS resources allocated at various times. The roads are currently active and short-haul trucks are coming to the areas to collect chat and transport it to the nearby towns. Access to other social services like schools were also enhanced since development of these roads.
Another important benefit of the relief/EGS interventions is the change in dietary patterns. The major staple food commodity in Hararghe is sorghum while the food aid commodity is largely wheat. Anecdotal references inform that the introduction of wheat into the area dates back to years of abundant relief supplies. Currently, wheat has become one of the small-cereals farming system and well marketed in the areas.

Outputs of the EGS exhibit large technical shortcomings related to inadequacy of community participation in the identification of activities, inadequate technical inputs, limited supervision, and lack of maintenance works after completion of a specific intervention. This demonstrates the limited capacity of the concerned line departments at wereda levels especially at the earlier years of the interventions. Above all, ever-since EGS has been considered as a means for linking relief food assistance to long term development, it has theoretically been attached to the offices of agriculture which has never had legal mandate for the purpose. Delays in responses and limited sizes of allocated resources as compared to the actual needs also reflected in some ways upon the expected outputs of the interventions.
4.3.4 IFSPs

In discussing the impacts of the IFSPs with women informants, local goats provision comes at forefront. The beneficiaries could milk (on average) 200-400 ml/day for 2-3 months of lactation period of the goats. The milk is reportedly used for feeding children and as an ingredient for preparation of ‘hojja’, a popular hot-drink while chewing chat. Most of the scheme beneficiaries could own 8-18 goats from the two start-up female-goats at certain point in time, after transferring the kids to the associate beneficiaries. For the successful beneficiaries, the annual income from the goats ranges from 200 to 1000 Birr and of course, all informants of this scheme consider themselves of graduating from poor-wealth category to middle-wealth category.

Improved social values in terms of slaughtering goats at holidays, transfer of animals to newly married bride/bridegroom, and gift to close relatives were unnoticeable but salient benefits of the goats’ credits to the beneficiaries. All informants also speak of spreading the manures of the goats over their farmyard for home gardening (organic fertilizing).

Normally, women have no or less control over household resources and it is the man/husband who is exclusively having a voice on household properties. When divorcing, the commonest traditional norm is that the wife has to go out leaving the properties behind. One of the apparent benefits of the goats credit schemes for the women was that in cases of divorce, which is quite common in rural community, the beneficiary women are entitled to trek their whole goats with them. Cases where this situation reasoned rejoining of the husband and wife was reported in Fedis.

With the same token, the trained beneficiaries in various off-farm income generation activities have managed to earn additional incomes either working on their own small business (woodwork, metal work, weaving, sewing) or on (daily) contracts with others who have established workshops (metal work, woodwork). In most of the cases, the graduates go out for works to fill critical financial needs (gaps) of the household, earning annual income ranging from 300 to 1000 Birr, depending on the type of their engagements.

The beneficiaries of IFSP-supported MFI (OCSSCO) are earning significant income using the credit services. The rural beneficiaries used the loan fund they receive from the scheme for purchases of farm oxen, fattening, fertilizers and

\[4\] The income differs from one beneficiary to another as some beneficiaries started with one goat due to death of another one.
seeds, and petty trading. In so doing, they reported of improving farm productivity and households income. Moreover, the existence of OCSSCO in such areas where there is no bank services helped the beneficiaries to save money with it.

The Medda Telila (Gorogutu) irrigation scheme is already considered as a model work for the zone. It has enabled beneficiaries of the surrounding to produce at least twice a year. In conjunction with the development of the scheme, promotion of cash-crops (potato, onion, carrot, beet root, sugarcane) was undertaken. Hence, the irrigation beneficiaries have started producing diversity of crops which enabled them earn from 4,000 Birr to 7,000 Birr from sale of harvest from irrigated crops. These beneficiaries also reported of improving the feeding style and quantity of feeding as the result of availability of the leftover from the market quality products.

The total numbers of beneficiary from the scheme are 140 households having an average of 0.25 ha, the total command area being 35 ha. Out of the total beneficiaries, 99 households were organized into Cooperatives in 2004. The benefits accessed as the result of being promoted to such legal status also deserves acknowledgement.

In sum, the beneficiaries of the Irrigation earned a total of 213,000 Birr; 96,000 Birr from sales of the first round harvest of irrigated vegetables, 117,000 Birr from sales of irrigated chat and coffee. Before the development of the schemes, the same beneficiaries were reported to earn 13,000 Birr from sale of chat and coffee. Vegetables were introduced parallel with the development of the scheme.

Beneficiaries of the various training revealed that they have translated the knowledge they gained from the training and were able to better plan activities, monitor and report the fieldworks to a better standard than they used to do. For instance, following the trainings on Project Planning and Project Cycle Management (PCM), the weredas were able to prepare shelf-projects for three years (2005-2007) for EGS implementation (contingency plan). This was considered to be a breakthrough for the weredas as they have never had such type of comprehensive planning. This also enabled the weredas to provide readily prepared programmes for the ongoing Safety Net programmes under implementation in the respective weredas.

4.4 Effectiveness and Efficiency of the Programmes

In general terms, most of the activities of the programmes were effective in addressing the intended results and reinforcing the objectives of the programmes. Such achievements as increase in income through credit services, improved access
to clean water, solving occasional food gaps through relief food, increase in agricultural production and productivity, improved access of some remote rural kebeles for motor transport due to the rural roads, and improved implementation capacities of the stakeholders who have received various inputs and trainings under the capacity building initiatives are indicators of attainment of the objectives.

Such factors as giving due attention for the participation of the stakeholders, smooth working relationship and collaboration, decentralized planning/linkage with pertinent structures, building of the community capacity, etc have enhanced the effectiveness of the programmes and the efficiency with which the programmes have been executed. Redefining the activities and the budget in response to the external factors and prevailing needs of the government sector offices as well as the target community featured the general flexibility of the programmes that led to programme achievements.

4.4.1 Community Based Water Supply

In general, in all of the weredas, it was witnessed that the project had addressed activities in conformity with the interest and priorities of the targeted communities and with plans and priorities of the counterpart government offices. This was possible due to the fact that planning and implementation of the project was reportedly accomplished with adequate involvement of stakeholders. Without saying, the target groups have benefited from the project outputs. In some areas, mismatching of the water requirement and the number of users was observed as the result of lack of other water points in the surrounding as well as increase in the number of people year after year.

4.4.2 Promotion of Food Security and Economic Development for Bable

The programme was effective in disbursement of the inputs (physical) to the needy beneficiaries of the time. The inputs were reported to be largely used for the intended purpose. In view of the beneficiaries, goats provision has been somehow effective in addressing parts of the problems of the beneficiary-women. As it was the first of its kind in the area, it served as a learning process for the subsequent programmes.

However, it was mentioned time and again that monitoring and follow-up of the provisions was so weak that the informants complained of the ‘government’ for denying due attention and facilitation of the repayment of the inputs provided to the beneficiaries. Above all, there was no formal mechanism strong enough for
inputs provision on loan basis and most of the development actors were doing on their own ways, with weak vertical and horizontal linkages. As a consequence, the effectiveness and efficiency of the programmes was negatively affected to a certain extent at this generation of the interventions.

4.4.3 EGS

The earlier EGS programmes were considered highly effective both in terms of meeting the temporary food needs of the beneficiaries and development of sustainable assets like the RFO. These structures curbed the serious shortage of warehouse in the four weredas and are usually occupied with grains for the relief and/or for other development purposes (Safety Net, for instance). The interventions were also viewed as effective in light of meeting the primary objectives set out in the programme planning (filling the temporary food gap while at the same time engaging the beneficiaries in local development work).

At times, delays in mobilization of resources to the final destination were encountered resulting in extension of distribution periods beyond the initially planned periods. This also brought about unnecessary negotiation with the DPPC and the line departments to temporarily settle down the tension due to the people affected by the food crisis.

4.4.4 IFSPs

The overall implementation efficiency and effectiveness of the projects were strong in terms of organization and management. There was strong horizontal and vertical linkage with regard to working relationship, and facilitation of the projects. The role of CISP is generally provision of technical support/backstopping and facilitation of different stakeholders through the existing government structures so as to make it more cost-effective which is viewed as important procedure for sustainability of the achievements after the withdrawal of CISP. However, the timeliness was highly influenced by the bureaucratic legacy in the area, and the very frequent turnover of officials.

4.5 SUSTAINABILITY OF THE ACHIEVEMENTS

Whilst some schemes are still functioning even after more than 8 years of their development, some others were short-lived for both technical and management limitations. All the programmes were designed and implemented under the framework of national sectoral policies and donors area of focus. This could have served as a fertile ground for sustaining at least large part of the achievements. On the contrary, the roles and responsibilities of the stakeholders after taking-over the
activities at completion were not discharged to the expected level. In addition, unreliable weather condition and occurrences of droughts is viewed as the limiting factor for sustainability of certain achievements.

4.5.1 Community Based Water Supply

Protection of schemes, keeping the premises free of contaminations, proper water management committees and water users charge are systems in place at almost all of the visited schemes. The beneficiaries are aware of the need to keep the well environment free of contamination by keeping animals away from the well enclosure, prohibiting the cleaning of clothes, water pots on the well apron, and restricting the grazing and watering of animals in areas adjacent to the water point. In most of the cases the water points are well protected with fencing. The number of water schemes protected by fencing and guards ranges from 50-100% (50% in Gusum, 67% in Babile, 100% in Fedis and 100% in Qersa). In other cases, the fencing is more of nominal, and animals could simply reach pumping poles to cause any damage to the pumps. It was found out that 35 (75%) of the visited 53 hand pumps (shallow wells and hand-dug wells) and 4 (80%) of the visited 5 boreholes are currently functioning. In general, the absence of follow-up and timely maintenance by concerned bodies either from governmental or any individuals attributed as a factor for breakage of the unfucntional structures.

Most schemes have established charging water fees to cover wages of guards and costs of spare parts. Monthly fees for water charge for domestic use ranges from 0.50 Birr to 1.50 Birr/month/household. The water sale at borehole site is 0.25 Birr for a 20 litre. On water points, which have guards, water collection time is fixed mainly in the mornings and afternoons. Some schemes have even fixed duration of water collection (about four-hours) both in the morning and afternoon. The monthly salary of the guards ranges from 50 Birr to 150 Birr. At some water points, the payment is in kind which is 3-4 quintals of sorghum per annum.

In view of the total initial investment cost for each of the water points, with a minimum assumption, large part of the water points in Babile and Gursum have recovered the cost through collection of water users’ fee. In areas where management of the water points is strong, theoretically, significant amount of money should have been saved, covering running costs (Table 1 and 2).
Table 1. Water Point Development Cost

<table>
<thead>
<tr>
<th>Developed Potable Water Type</th>
<th>Initial Investment cost (BIRR)</th>
<th>Design Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hand Dug Well</td>
<td>24,000</td>
<td>10 Year</td>
</tr>
<tr>
<td>Shallow Well</td>
<td>75,000</td>
<td>11 Year</td>
</tr>
<tr>
<td>Borehole</td>
<td>33,200</td>
<td>15 Year</td>
</tr>
<tr>
<td>Digging</td>
<td>230,000</td>
<td></td>
</tr>
<tr>
<td>50m³ Tanker</td>
<td>69,000</td>
<td></td>
</tr>
<tr>
<td>One Water Point</td>
<td>12,000</td>
<td></td>
</tr>
<tr>
<td>Cattle Trough</td>
<td>21,000</td>
<td></td>
</tr>
</tbody>
</table>

Source: East Hararghe Water Resources Development Bureau

Table 2. Estimation of Cost Recovery Analysis of Hand-Dug Wells

<table>
<thead>
<tr>
<th>Woreda</th>
<th>Developed Potable Water Type</th>
<th>Water Tariff 1m³ (BIRR)</th>
<th>Average Water Abstraction/ Household (litre/cap)</th>
<th>Total No. of Households Using the Scheme</th>
<th>Total Volume of Water Abstracted per Year (litre)</th>
<th>Water Fee to be Collected per Year</th>
<th>Design Period (Years)</th>
<th>Total Revenue Until Design Period (BIRR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gurum</td>
<td>Hand Dug Well</td>
<td>1.25</td>
<td>50</td>
<td>417</td>
<td>82828966</td>
<td>10.34763</td>
<td>10</td>
<td>110348.63</td>
</tr>
<tr>
<td>Babile</td>
<td>Hand Dug Well</td>
<td>1.25</td>
<td>80</td>
<td>339</td>
<td>9898802</td>
<td>123173.5</td>
<td>10</td>
<td>123735.00</td>
</tr>
<tr>
<td>Fedis</td>
<td>Hand Dug Well</td>
<td>1.25</td>
<td>40</td>
<td>363</td>
<td>5299460</td>
<td>6624.75</td>
<td>10</td>
<td>66247.50</td>
</tr>
<tr>
<td>Kersa</td>
<td>Hand Dug Well</td>
<td>1.25</td>
<td>33</td>
<td>128</td>
<td>1541760</td>
<td>1927.20</td>
<td>10</td>
<td>19272.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>52.75</td>
</tr>
<tr>
<td>Average</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>52.75</td>
</tr>
</tbody>
</table>

Babile * un-functional water point

Regarding the promotion of SANPLAT, it was observed that the beneficiaries who received SANPLAT during IFSP-I at highland weredas (Gorogutu, and Kersa) reported of filling of the latrines and re-building with and/or without SANPLAT.

5 Design period refers to the estimated duration of service under normal conditions.
In lowland weredas (Gursum and Babile), SANPLAT was abandoned ascribed to termites damage to the wooden support. The role played by health extension agents in creating awareness and eventual promotion of the SANPLATs to the beneficiaries in the highland weredas was more apparent than it was in the lowland weredas. In general, however, it requires more work to popularize and ensure widespread uses of the structures by the community.

4.5.2 Promotion of Food Security and Economic Development for Babile

The goats credit to women were more or less sustainable in a sense that the beneficiaries who managed to maintain their stock could reproduce them, and used the goats to cover critical financial needs of the family. Some beneficiaries have at least two descendants (goats) from the 1998 provisions. The total proportion of beneficiaries of this kind was not known as no follow-up was made to track the beneficiaries’ status. But this was an indication for the potential of the venture provided that appropriate capacities and mechanisms were put in place for stern follow-up. Some other beneficiaries lost their foundation stock due to the disease outbreak following the receipt of the goats.

4.5.3 EGS

Due to the recent move by the regional government on conservation of natural resources and reclamation of degraded lands, the sustainability of certain activities on soil and water conservation are quite evident. Obviously, a number of social service infrastructures (schools, staff residence, clinics, springs, ponds etc.) were developed or maintained through EGS resources, no question about their sustained uses until their natural lifetime.

Off all the EGS achievements, the four RFOs constructed at the four weredas are having more profound services in view of the shortage of warehouses in the respective weredas and in light of the size of food/grain resources coming to the weredas every year. Currently, the RFOs are under very good condition and used for storing grains for the ongoing Safety Net programmes as well as relief food resources.
4.5.4 IFSPs

In the IFSPs, institutional arrangements were stronger than the previous programmes. Sector policies were more scrutinized over time and the devolution of decision-making power to the woreda gave opportunities for local structures for sector focused capacity building initiatives of the programmes. The trainings offered at various occasions have created relatively better awareness on the project management both by the government personnel and the beneficiary community. Involvement of the community (consultation) in programmes identification and implementation, consideration of local contexts in provision of inputs were potential factors for sustainability of the achievements. And yet, the study found out that there are certain gaps in information flows from the programmes to the beneficiaries and inadequate supervision of the provisions including goat credits and inputs (seeds).

The decisions and efforts to promote the saving and credit groups, established here and there, into legal cooperatives (and the achievements thus far) are steps that ensure access of the members to formal financial institutions for sustained business that can bring measurable impacts on the households food security. To that end, irrigation beneficiaries, VTC graduates and some members of the goat credits groups were organized into cooperative associations, bylaws developed and the schemes handed over to the beneficiaries.

The support provided to the OCCSCO has created access of the rural people to credit services enabling them engage in minute businesses of their interests. The existence of the MF scheme in the area enhanced saving tradition of the beneficiaries.
4.6 SWOT ANALYSIS OF THE SCHEMES

4.6.1 Strengths

- Participatory approaches and involvement of relevant stakeholders in the planning and implementation of the programmes, need-based interventions;
- Existence of water management committee established right at the beginning of services of the schemes (WUC, Water Board, saving and credit groups and groups liability for credits – oxen, goats);
- Consideration of environmental health and hygiene, and gender in the programmes;
- Requirement for down payment for accessing the livestock credit (20 Birr for goats and 100 Birr for oxen from each beneficiary);
- Flexibility of the programmes in response to emerging needs;
- Introduction and promotion of different cash crops (vegetable types, and their adoption by many households (crop diversification)), and promotion of locally acceptable technologies; and
- Transparency in financial allocations especially for the recent programmes.

4.6.2 Weaknesses

- Absence of collection of WUF on regular basis at some water points;
- Weak follow-up of the schemes from the sector especially after handing over;
- Most of the established water points lack cattle-trough where need exists;
- Weak in compilation of information on achievements in respect of each phase of the programmes at wereda as well as zonal levels; and
- Slow purchasing process of the required equipment for VTC graduate by CISP;
- Dependence on rented vehicles for the ongoing programmes.

4.6.3 Opportunities

- Proximity of the weredas to urban centres and ready market for agricultural products;
- Development-oriented, and the entrepreneurial experience of the community;
- Experience of the community in the use of irrigation for growing cash crops;
- Opportunity of promoting the small credit groups to the legal cooperative levels;
- Existence of conducive sectoral policies;
- Long experience of CISP in the areas and good working relations with stakeholders;
- Ease of rearing of goats and experience of the rural women in doing the business.
4.6.4 Threats

- Absence of qualified personnel at wereda water desk and limited assistance for the beneficiaries and limited compilations of information;
- Tendency of grabbing resource provided to the sector office to run the sector activities by some officials (motorbike of VTC, vehicle of water sector);
- Increasing number of schemes users (population explosion) and its pressure on attaining food security as intended;
- Repeated restructuring of the governments and disengagement of stability among staff of the sector offices;
- Lack of consistency in credit provision across all NGOs: some NGOs provision of interest free inputs, others free handout of the relief resources; and
- Recurrence of droughts it potential effect on the functionality of schemes.

4.7 Lessons Drawn

During the course of implementation of CISP/EU programmes over the last 10 years, a number of learning points were identified. The major ones are presented below.

1. In spites various feasibility studies and rapid need assessments conducted during appraisal of the programmes, baseline information of food security at household level, to serve as a benchmark for assessment of comparative benefits of the programmes, is inadequate. Though there are certain indications of attempts to establish such information including maintaining personal files of beneficiaries at the earlier generations of the programmes, these information are not consistently kept to serve the purpose. Cognizant of this shortfall, CISP has envisaged to conduct detailed study for establishing such information on the livelihood of the beneficiaries for the newly approved project.

2. Regarding water points protection, the involvement of kebele administration in association with the WUC has a positive contribution to its sustainability and safeguarding even the collection of water fees. In line with that restructuring the existing village level Water Point Management Committee (WPMCs) of each sites to Water Board at KA level through election of committee members from each WPMCs is taken up for effective water schemes management. The establishment of Water Board at kebele administration level will help the communities integration on mutual benefits/activities (shared accountability and responsibilities).
3. In its true sense, dairy goat implies improved breed of high milk producing types like Anglo-Nubian breeds. The goats provided to the women beneficiaries of the programmes were all local breeds of low milk production. Some beneficiaries have fresh memories of the improved breed promotion through the FARM Africa programmes in Gursum and regret of the interruption of the buck stations and the need to reinitiate such buck stations to have improved milk yield of the local breeds. However, for practical reasons (management problems), buck station is deferred until appropriate system exists. After years of advocating, establishment of buck stations under farmers’ management system was proved to be not cost effective.

4. At the initial generations of food security programmes, saving and credit groups were organized through the Cooperative Promotion Section under the Office of Agriculture, which was later on detached and promoted to independent office level. The Office of Agriculture continued organizing saving and credit groups as it was cosignatory of the programmes. At present, the Cooperative Promotion Office has been working to promote the saving and credit groups into Multi-Purpose Cooperatives and/or Union so as to enable them access credit on their own and further engage in business. The saving and credit groups established by the Office of Agriculture, after the Cooperative Promotion Section was detached, were more or less neglected by the Cooperative Promotion Office with a pretext that the previous beneficiary files are not with them. Anyways, getting the beneficiaries of saving and credit groups (oxen, goat, seed and fertilizer beneficiaries) organized into such legal entity is a standing lesson for development through such schemes.

5. Inputs provision on revolving fund basis is effective only under the existence of formal groups like cooperatives associations and/or saving and credit groups of group-liability. Even then, when large number of beneficiaries residing in various localities distant from one another is involved, it overstretched the already limited monitoring and supervision capacity and revolving of the fund becomes complicated.

6. Lack of detailed feasibility studies preceding some of the programmes like Promotion of Food Security, IFSP I, as well as lack of ex-post evaluation by independent consultants for the same programmes and some EGS programmes are missing links between one phase of intervention to another. The time interval between submittal of proposals and donor’s approvals, quick staff turn-over and frequent restructuring were reported as stumbling-block for fast take off and tracking of the programmes. These situations further necessitated frequent reviews and re-planning of some major activities and high
frequencies of request for extension of projects duration more than the initially envisaged period of implementation.

7. All in one, implementation and follow-up of the development schemes of any kind by the relevant co-signing line department is not as enthusiastic as it is spoken of at the signing of the projects. In most of the cases, follow-up of such programmes dramatically drops in intensity following the completion and handing over of the schemes. This also necessitated re-defining of the responsibilities and continuous capacity building works for all relevant sector offices. It is dubious that such shortcomings are solved only with inputs of an NGO whose existence in the area is time-framed and budget-limited.

4.8 External Factors

The potential threats mentioned under SWOT Analysis section above have somehow exerted their influences on the smooth implementation of the programmes. The major external factors, which affected the programme or interplayed to do so, identified during this study, are presented here.

1. The occurrence of the latest food crisis across the country in general and in these weredas in particular coincided with implementation stages of the respective programmes, and had its own negative impact on the pace of programme implementations.

2. CISP and LDs informants perceived of expectation of free handouts of relief resources at the earlier stages, as most of the beneficiaries were returnees from Somalia and Djibouti who were used to receiving free handouts for long period, having a profound bearing on the effectiveness of the inputs planned in the form of credit/revolving systems. One has to acknowledge that inconsistence of working procedures among different NGOs that have been persistent constraints across implementation of all programmes including the recent ones. Free provision of farm inputs by the UNHCR to the returnee and oxen, fertilizers, and goats by other NGOs in adjacent weredas has negatively affected the repayment of the credits. Furthermore, lack of regular quarterly/biannual monitoring and coordination meeting by the ZDPPD and relevant desks limited share of experiences of the NGOs and other development organizations operating in the zone.

3. Due to more priorities and attentions for other activities that are implemented through the government, follow-up and backstopping from the wereda stakeholders, was really unsatisfactory. During implementation of the earlier programmes, limited understanding of the line departments’ staff
on procedures and regulation of establishment of credit and saving groups was encountered and took sometimes to create common understanding. Apart from that, though attempts were made to make the project planned activities more realistic, all partner agencies were ambitious to see their specific activities to appear in the project. This resulted in lengthy negotiation process and delays in the Implementation Agreement after approval of the projects, and hence, frequent revisions and amendments of some projects.

4. In spite of detailed studies by experienced personnel on groundwater availability, unexpected geological and geophysical formations at some sites where boreholes were drilled yielded poor water discharged, and hence, costed the programmes in terms of finance, time and energy.

5. Preparedness, planning and implementation of sound EGS activities, in its true meaning, that can contribute to future development of the localities satisfying watershed management principles for environmental protection was inadequate. On top of that, the low level of interest of the community to participate on the EGS activities (the community could not identify immediate benefits of some EGS activities) somehow affected the quality and sustainability of some structures developed through EGS.

6. Technical constraints in the initial design of irrigation schemes including timely implementation of the structures, lack of clear strategy on the sustainability and phasing out in goat credit schemes and veterinary drug revolving fund, lack of strategy to addressing the required working capital/equipments for skills training graduates were also identified bottlenecks.

7. Absence of government body as such to takeover the livestock credit schemes after CISP pulls out (finalized); the cooperatives promotion office was not fully established at wereda level then. Seemingly for the same reason, the fund collected from the beneficiaries as a down payment\(^6\) has been kept in a bank without providing any service to the beneficiaries for long years. Furthermore, absence of any formal mechanism or experience in the rural areas for recovering the revolving fund inputs (seeds, initial oxen credit, initial goats credits, fertilizers) resulted in low repayment rates of the inputs provided through credit schemes.

\(^6\) BIRR 2000 (roughly 10 Birr = 1 Euro) from 100 goat beneficiaries and 16700 from 167 oxen beneficiaries
5. CONCLUSIONS AND RECOMMENDATIONS

From the discussions made with all stakeholders at various levels and observations made at field level, the following conclusions and recommendations were drawn.

1. During implementation of water supply programmes, rural water department was not represented at wereda level. The urban water supply office was a proxy-partner in receiving assistances and the required materials at handing-over of the schemes. After the phase out of the programmes, the office was not in a position to (and not officially mandated to) provide the required backstopping for the developed schemes.

2. It was noted that most of the failed water points are hand-dug wells due to drawdown of the groundwater table. Furthermore, the pressure posed by the recurring drought and concomitant breakdown of household’s livelihoods on one hand and increasing population on the meagre resources on the other remains a concern for sustainability of the programmes. Almost all of the rehabilitated and newly developed water points are currently serving beyond the standard number of beneficiaries.

   Thus, future water points development operations have to focus on shallow-wells and boreholes in relation to their sustainability. For practical reasons, future trainings/activities should focus on follow-up of trained community members and increasing the number of women participants accompanied with study tour (experience sharing visits) on successful sites to ensure effective adoption of new approaches. Besides, additional potable water supply system either by the government or NGO or private investors, should be developed to lessen the over-draining of the existing water points. Real effort is required in raising awareness of the rural community on family planning and availing the required inputs. CISP may have to look into options in that line.

3. During the field survey at Gursum wereda where rehabilitated water points failed, it was observed that individuals made their own hand-dug wells and some of them are selling 20 litre of water with 0.25 Birr while the two schemes developed by government and CISP within 100 metre radius have failed.

   This triggers to think of searching into possibilities of privatization of water supply schemes. Cases of private Birkas in Somali Region may be assessed for experiences and modalities of establishment.
4. Faecal-borne diseases are the major disease in rural areas. Seemingly with that understanding, CISP made efforts to bring WATSAN into action in the intervention weredas. The intervention on promotion of pit latrine, perceived to be important component of WATSAN, was not satisfactory especially at Gursum, Bahile and Fedis weredas due to high prevalence of termite problem.

The water schemes have enabled thousands of households to have access to clean and safe water. The level of benefit obtained by the beneficiaries were more than satisfactory. The per capita water consumption was found to be far better after the interventions. The water service charges, enacted by functional scheme, are good indicators of their sustainability. The infrastructures of some protected water sources were, however, found to lack cattle-trough, drainage line is short and the washing basins are not functional due to their improper design (too high for women and children to use them).

Furthermore, in spite of reports of distribution of SANPLATS to various kebeles in the intervention weredas, the evaluation team could witness only few of these on the ground. The people are not well aware of the inputs and their future distribution should take into account the local circumstances and demand.

*Extensive awareness raising should be done along with demonstrations on wider scales and distribution of the SANPLATS.*

5. In most of the schools where School-Based Nutrition has been promoted, serious shortage of water supply was reported. It is true that water availability has been considered when establishing the schemes, which might have dried over time.

*Hence, such intervention should be integrated with water point development, or rehabilitation of the existing schemes, or irrigation scheme establishment due to the observed water shortage for its sustainability.*

6. For the earlier interventions, working with the returnee populations who are used to receiving free handouts from different institutions was reported to be a serious challenge. The pressure from the natural situations in such structurally food insecure weredas has also affected active participation of the beneficiaries in the project cycle and failure to repay credits.

*Most of the credit provisions focus on the area of agricultural production (fattening, agricultural inputs). While this is encouraged in such areas*
where agricultural production and productivities are the main concern, the credit provision should be tailored to diversify the income sources of the clients in order to avoid risks and that clients could be able to compensate the lose in one activity by the other and finally be able to repay. Potential areas of development include small-scale irrigation, cattle-fattening, beekeeping, small-scale dairy, poultry, and petty trading.

7. By essence, EGS activities are aimed at reducing vulnerability to food insecurity (in the long-run) in areas where they are implemented through SWC, reforestation, development of rural social infrastructures and environmental sanitations (long-term effects) against provision of relief food resources to fill the temporary food gap (short-term objectives). The short-term objective is to prevent depressed conversion of household assets\(^7\). However, sustainability of assets created/outputs, contribution to disaster resilience of the areas and environmental rehabilitation, and capabilities of schemes management bodies at all levels remained a concern. Since recently, the regional government has placed relatively good attention on prevention of further degradation of the natural resources and/or reclamation of the degraded land. This is a commendable move and some hilly areas in the Eastern Hararghe Zone are seen well protected and enclosed. SWC achievements in EGS are more positively impacting on the environment mainly where development of physical structures were integrated with area enclosures and planting of seedlings.

*The achievements of EGS activities using the EU resources in highlands and mountain terrains of Gorogotu wereda should be replicated to other areas.*

8. There has been linkages and overlaps between EGS and other development programmes in various aspects (objective, areas and population targeted, planning and implementation approaches, types of projects implemented) which call for co-ordination between the programmes and institutions involved.

*Hence, this is high time for restoring zonal level coordination meeting so as to avoid duplication of efforts, identify learning points and share experiences among like-minded institutions.*

9. For some beneficiaries, the provision of livestock (oxen and goat) seems to have good impacts, which have lasting effects to-date. For others, the impact was too short-lived. Cases in point are that some oxen credit beneficiaries

\(^7\) The beneficiaries complain that relief resources are usually too little and too late to avoid asset selling.
fattened the oxen and sold for covering some unnecessary social rituals like wedding instead of replacing the stock and going for further efforts to graduate from poverty. Surprisingly, the old beneficiaries do not remember the members of their groups, as they have never met ever since they have received the credit, let alone having the information on the present status of the scheme. Though attempts were made, linkage/capacity of the credit groups to the relevant department was inadequate. Of course, absence of such departments at the earlier stage of the programmes, especially of credits services is acknowledged. Hence, professional and institutional support was reported to be not satisfactory. This was also a cause for high number of arrears of the goat credit in the earlier credit schemes. Some informant beneficiaries reported that they have never been requested to transfer the kids to the second (associate) beneficiaries though they have agreed to do so at the receipt of the credit, and they do not remember of having any bylaw.

The same scapegoat was mentioned for the failure of repayment of oxen and seeds credits. Repayment of goats was comparatively good as all beneficiaries were women, and that women are proved in many occasions to be more responsive to credits than their gender counterparts. The women perceive goats as simple to handle and easy to accommodate and goat credit is one of the most reliable and favourite types of credit for rural women as they are traditionally accustomed to rearing and managing them. The repayment is also simple. But the main problem with the goats is that disease outbreak mostly exterminates the mother goats (foundation-stock).

10. The decentralization process and repeated restructuring of sector offices has resulted in serious information gaps and confused accountabilities. The water sector has been moved out of the Rural Development pool and currently placed under Administration. Similarly, OIDA which was established very recently, has been annexed to Rural Development. Coupled with the already dwindling capacities, such instability of the offices under a specific sector has its own bearing on transfer of information, and future sustainability of such activities.

One of the difficulties encountered during this evaluation process was that most of the beneficiaries could not recall the time they received the inputs. Indicative of fast disengagement of government staff, similarly, almost all informants from the government stakeholders were new assignees. Coupled with the misfiling and dislocation of documents during the hasty decentralization, it was quite difficult to find appropriate references pertinent to the earlier programmes. There is a high time for all stakeholders to handle such files carefully and revive them for further references. It has
been mentioned in the terminal reports of the respective phases of the water related projects that CISP has put in place database management systems (MIS) for the water sector. The zone also confirmed the same. However, the situation is not evident as such, be it at the zonal or at wereda levels. The study team has to wait for days to obtain some basic/essential information from the zone, mainly due to lack of organized information.

*There is a need to strengthen the database at least at zonal level.*

11. The wereda sector offices have complained of CISP’s stronger partnership to zone and the resultant proxy-role of the zone in taking resources and facilities of capacity building (strengthening the capacity of the line departments of the respective intervention weredas for effective and sustainable management of programmes outputs). This has been witnessed that resources have fallen at disposal of institutions of less relevance to the programme (and to the hand of wrong people) and sometimes allocated to non-intervention weredas.

*This seems contradicting to the rationale of provision of capacity supports, and hence, requires action sooner than later.*

12. The idea of establishing the revolving seeds system was brought into action in the absence of established mechanism or seed strategy (policy) *per se*. The untimely distribution of seeds and delayed planting (about a month later than the normal planting) and coincidence of the programme with the 1999/2000 famine-year affected the payment of the seeds. According to Qersa informants, the community in the area is used to provisions of seeds in the name of credits/revolving fund which has never been recovered. The required follow-up and concern from the concerned government body was also reported to be weak. This situation and lessons from other similar actions and pilot programmes served as a learning point to focus on supporting promotion of groups, established here and there, into legal cooperatives before granting such inputs.

Seed schemes in the preceding food security programme in Babile had better chance of repayment as even the limited attempts have yield certain repayments. Furthermore, when handling distributions of inputs to large number of beneficiaries like both FSED and IFSP, it attains emergency-feature. The large number of beneficiaries also complicated the repayment situations, overstretching the already limited local capacity. For these and other reasons, experience shows that, large-scale seed interventions have never come up as success stories.
In general, the issue of establishment of seed revolving schemes of the programmes under discussion can be safely cited as an example of unsuccessful operation. The seed stores constructed at Gursum and Fedis are currently used for storing other tools of the office of agriculture. In the absence of proper networking and strong linkage (extension systems, seed systems, traders and farmers), and of course, in the absence of any guideline and legal framework/mechanism, the provision of seeds, oxen and goat credits was the gap for the failure of the scheme.

As mentioned hereof, large-scale seed interventions usually bear a form of emergency as the rural community are recipient of emergency resources year-in and year-out. The experience of other institutions working in the area or in the vicinity also doesn’t show any examples of success, except that the recent HCS Seed Fare (Seed Voucher) was reported to be successful⁸. Whatever the case may be, unless and otherwise strong linkage between extension system is established, beneficiary-friendly credit systems and locally compatible seeds production and supply is put in place, never again on seed credit. FAO is currently conducting community-based seed production system whereby introduction and promotion of valuable crops is undertaken to infuse functional seed system in the community.

*Three years have already elapsed since the programme was launched, and some experience should be gained at this stage to be shared with other institutions involved in seed venture.*

13. The efforts to establish private nurseries also remained in vain. According to the information obtained from CISP and sector offices, none of the beneficiaries could promote the scheme and all quitted it after the first year. The idea was to enable the selected beneficiaries produce seedlings of local demand (trees, vegetables and fruit), as one means of generating income. According to the then beneficiaries, local prices are too low to justify the business: most farmers get tree seedlings for free and/or for nominal charges from the nearby government nurseries as well as through development NGOs for the campaign of environmental rehabilitation (tree planting). If there were strong feasibility study, this scheme wouldn’t have been attempted from the beginning.

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⁸ According to HCS, the repayment rate of the seed voucher is unusually satisfactory (60-80% when it is paid in kind and 100 when it is paid in cash (needs in-depth study)).
14. The performance of goat credit under IFSP-I was somehow better than the previous programmes. The beneficiaries are expected to settle a down payment of 10 Birr/head of goat they receive (mandatory). In principle the beneficiaries are expected to save a defined amount of cash (5-10 Birr) to be able to use it whenever needed in the form of credit withdrawal. The associate groups are also required to pay the required initial instalment. In the weredas where bank service or OCSSCO is available (Gursum, Babile and Qersa), the beneficiaries selected three co-signatories and the fund is deposited in the bank. In other weredas like Fedis and Gorogutu, the initial instalment fund and the savings of the groups (intermittently saved) are in the hands of the groups’ chairpersons and/or DAs, and/or treasurers of the groups. The savings as well as the down payments of the credit and saving groups is highly liable for embezzlement as there is no any kind of auditing and follow-up of the utility and availability of the cash at present. The Cooperative Promotion Offices of the respective weredas are attempting to promote these groups to the legitimate cooperative level. Most of the saving and credit groups for goats credit are anxious to be organized in any form of association whereby they can have access to services which they feel are lacking as the result of absence of such organizations.

This opportunity must not be missed and the Cooperatives Promotion Desks of the respective wereda should move fast in bringing these sections of the community into formal associations. This also eases facilitation of retrieving the cash amounts collected from the goat credit beneficiaries, which are reported to be in the hands of individuals. There also seems a need for expansion of OCSSCO or any other financial institution into other weredas (Gursum, Fedis) so as to enable rural community engage in productive investments.

15. In accordance to the commitments it entered with the OCSSCO to improve its implementation capability at the intervention weredas, CISP has provided equipments like motor bike and computers. It was learned that the computers have been withheld at OCSSCO Head Office. This has been raised and recommendations forwarded at all monitoring missions over the last couple of years.

CISP needs to continue discussion with the OCSSCO officials on the immediate transfer of the equipment provided to the office (or its equivalent) to improve the capacity of the Branch Offices as they are running serious shortage of essential facilities like computers and motorbikes.

16. The Gorogutu (Medda Telila) Irrigation Scheme construction and placement of the night storage structures provided a credible model for potential
multiplication by OIDA for similar actions in areas where the natural terrains limited sizes of command areas. And hence, strict follow-up and correction for any defaults should be taken into account to obtain the maximum benefit the scheme can provided and sustain its functionality. Moreover, there is a strong need for establishing of strong link between the Medda Telila Irrigation Users’ Association and Farmers’ Union in Alemaya and/or other horticultural seeds supplying agencies in the surrounding not to constrain the scheme beneficiaries with seeds of horticultural crops.

In parallel, construction of strong retention-wall as well as treatments of the catchment of the Night Reservoir (may be using gabions) should continue on regular basis to safeguard from obstruction of the outlets and any damages to the entire structures by heavy flood and soil slides. Simple backstopping to the Association may suffice here.

17. All the weredas suffered from serious shortfall of regular budget for the respective desks from the central treasury. The support of CISP, both in maintenance of transports facilities and provision of new ones, and office supplies like computers, copiers and duplication machines tremendously enabled them respond to requests coming to the weredas from the higher hierarchy. Largely, informants (beneficiaries and government stakeholders) showed enthusiastic impressions of the achievement of the CISP interventions. Informants from sector offices especially appreciated the commitment and transparency of CISP programmes (IFSPs and EGS). Recently, it was learnt that, CISP has transferred cash to the wereda accounts for covering maintenance costs of transports and other related costs.

Experience shows that project funds transferred to government accounts are liable to embezzlement as they are hardly audited through the formal government systems. CISP needs to verify that the cash transferred to the weredas for spare-parts and maintenance would be used for the intended purposes.

18. Finally, CISP being operating in the area for more than a decade, the experiences it gained and partnerships established at various levels during the course of implementation of relief and development programmes is an added value of the NGO to access funding windows of major donors.

For the years to come, CISP may have to remain a prominent partner of the EC in providing quality relief and development services, as well as provision of experiences and skills upgrading (capacity building) for local administration for improved achievements in the area. And so, CISP needs to put together the experiences gained thus far, producing working document so as to enable ease of reference for any interested institutions.
CISP has been working in Ethiopia since 1986, where it engages in emergency, social rehabilitation as well as longer-term development Programmes. The organisation's motto "Rural Development for Self Reliance" underscores its strong belief in the ability of communities to decide, direct and implement their own development goals. CISP works hard to ensure that its programmes address real needs and are designed in partnership with the communities with which it works.

CISP works in close partnership with the government line departments at both woreda (district) and zonal level as well as with community based organizations, community leaders and the beneficiaries themselves.

The real challenge facing an NGO like CISP is the question of what added value it can offer to Ethiopia's poverty reduction strategy. In other words, what is its mandate and what do its many and varied partners - be they government's institutions, local NGOs or Community Based Organizations - expect from the organization? This publication, which refers to ten years of work of CISP in Eastern Hararghe in the area of food security, tries to answer to these questions and is addressed to government partners, NGOs, development practitioners, donor agencies. Any comment forwarded to CISP on the contents of this publication will be welcomed by the Organization.

**CISP**

**Head Quarters**
Via Germanico, 198 - 00192 Rome (Italy)
Tel + 39 06 3215498 - Fax + 39 06 3216163
E-mail: cisp@cisp-ngo.org
Website: www.cisp-ngo.org

**Country Office in Ethiopia**
P.O. Box 60014 Addis Ababa
Tel. + 251 11 6 624556 - Fax + 251 11 6 626666
E-mail: cisp.aa@ethionet.et