



USAID | ETHIOPIA

FROM THE AMERICAN PEOPLE

Report on Mid-term Review of the Mercy Corps Pastoralist Livelihood Initiative Programme in Hade le Eila Woreda, Afar Region



Dawit Abebe

December 2006



Table of Content

1. INTRODUCTION	3
2. OBJECTIVES OF THE MID-TERM REVIEW	3
3. METHODOLOGY	3
4. REVIEW FINDINGS.....	4
4.1. ACHIEVEMENTS AGAINST STATED OBJECTIVES, EXPECTED RESULTS AND OUTPUTS.....	4
4.1.1 <i>Objective One: Animal health services established and strengthened.....</i>	4
4.1.2 <i>Objective Two: Improved market access and availability for pastoralists to 4 primary markets.....</i>	7
4.1.3 <i>Objective Three: Traditional livestock management practices enabled and supported to adjust with changing environmental conditions..</i>	11
4.2. STAKEHOLDERS PARTICIPATION	14
4.3. PROJECT LOG FRAME, ACTIVITY PLANNING, MONITORING AND EVALUATION APPROACH.....	17
5. STRENGTH, LIMITATIONS, OPPORTUNITIES AND THREAT (SLOT) ANALYSIS	19
ANNEX 1: MID-TERM REVIEW CHECK LIST.....	21
ANNEX 2. STAKEHOLDERS' PARTICIPATION ANALYSIS	27

1. Introduction

Mercy Corps and Cooperazione Internazionale (COOPI) are undertaking Pastoralists Livelihoods Initiative activities in Fursi and Telalak woredas of Zone 5 - Afar Region with the aim to strengthen the livelihood resiliency of 3,000 pastoralist households. The project goals and objectives include:

Project Goal: Pastoral livelihood resiliency strengthened in Afar Region-Zone 5

Project Objectives: the project has identified 3 objectives which include:

Objective One: Animal health services established and strengthened in 2 Woredas

Objective Two: Improved market access and availability for pastoralists to 4 primary markets.

Objective Three: Traditional livestock management practices enabled and supported to adjust with changing environmental conditions.

The project is funded by USAID and started in October 2005 and scheduled to be concluded in September 2007. While the grant is at the midway point, Mercy Corps intends to carry out an assessment, with the support of Tufts University. This includes review of the status of implementation, effectiveness, program strategy, approach, project results (outcomes), monitoring and evaluation methods, and stakeholders (i.e. target group and other key partners) perceptions of the project in relation to the current program objectives. The outcome of the assessment should provide feedback on areas of concern, review current indicators, provide more measurable/appropriate indicators if necessary), and ultimately input on adjustments that need to be made to better meet the overall objectives of PLI. This report is therefore, describes the findings of the mid-term review of this programme implemented by Mercy Corps in Hade le Eila Woreda of Afar National Regional State.

2. Objectives of the mid-term review

The mid term review focused on specific set of questions addressing the following issues:

- ❖ The project achievements against the stated outputs / expected result indicated in the project document
- ❖ The methods used in the project implementation and the strong points and limitations
- ❖ The impacts of the project on the target group (if any?)

3. Methodology

The review was carried out following three steps that include:

1. At initial stage the project documents such as project proposal, reports and the objective of this review as proposed by Mercy Corps has been reviewed. A checklist for the review has been prepared (annex 1). Discussion was held with the project team in Hade le Eila to develop understanding and consensus on the objective of the review and the process to be followed. A systematic approach through which the team can assess their programme was used.

2. After a discussion with the project team a series of group and individual discussions, community meetings and personal observations of project activities in selected Kebeles have been carried out.

3. Finally an informal feedback on the findings of the review to the project team on an individual bases has been provided.

4. Review Findings

4.1. Achievements against stated Objectives, Expected Results and Outputs

Under this section the project achievement at the level of activities to output, and secondly achievements at output to expected result and Impact (if any) were reviewed and findings were summarized below.

4.1.1 Objective One: Animal health services established and strengthened

Planned activities

In order to achieve this objective the project had planned the following activities:

- Train 30 CAHWs
- 15 CAHWs out of previously trained 30 CAHWs will be selected & trained on additional training, receive basic veterinary equipment and seed money to initiate private veterinary business.
- Facilitate community identification of selection criteria and selection process for CAHWs
- Provide business skills development training for 30 CAHWs in Fursi (Hade le Eila) and Telalake Woredas.
- Train 10 Woreda animal health technicians from Fursi (Hade le Eila) and Telalake
- Provide some veterinary equipment to Woreda animal health activities.
- CAHWs exchange visit will be carried out

Accomplishments

Initially the project had planned to train 30 CAHWs and establish basic animal health service delivery system in the target Woreda. Out of these 30 individuals the most motivated 15 CAHWs will be selected by the community on the basis of community identified selection criterion and receive additional training, basic veterinary equipment and seed money to start a private animal health service business. However, before the start of the project there were 15 CAHWs trained and supported by FAO providing animal health services in the Woreda. Consequently, Mercy Corps have changed its initial plan and decided to strengthen the existing CAHWs through providing refresher trainings and re-equipping with basic equipment, facilitating exchange visits for CAHWs to observe functional and successful CAHWs system in other areas, and enhancing the capacity of the Woreda veterinary service system.

Accordingly, during this review it was known that the project has accomplished the following activities since its inception:

- Organized and conducted two refresher trainings for all except 2 CAHWs who were not able to attend the training on business management.
- Veterinary equipment that were not included into their kit by FAO and replacements for damaged and missing have been made. CAHWs were also supplied with cabinet to ensure safe and appropriate drug and equipment handling.
- It was envisaged in the proposal that competent CAHWs will be granted seed money to help them start a private animal health business but this was not materialized. Following PLI wide agreement made with FAO to support establishment of private veterinary drug supply system, the project jointly with the Woreda Pastoral and Rural development office have identified one Animal Health Assistant to support and establish private animal health services in the Woreda. During this review it has been found that memorandum of understanding has been signed among Mercy Corps, the Woreda Pastoral and Rural development office and the individual, and preparation was underway to establish the private veterinary drug pharmacy and create linkage with the CAHWs network in the woreda.

- 11 CAHWs and community representatives were taken for exchange visit to Moyale (LVIA project area) and Yabello (CARE project area) where successful community based animal health workers system has been established and functional.
- Carried out regular monitoring of CAHWs in the field.

Outputs / Expected Results Achievement

The community and CAHWs discussed with during this review said that the CAHWs have been trained and left by themselves without any technical support, supervision, drug supply and linkage for reporting diseases outbreaks and to report problems encountered. Consequently, all or most of the CAHWs were not providing services. However, they said that after support from Mercy Corps project has started all CAHWs are prepared to resume their activities. More specific benefits / results of the project have been mentioned as outlined below.

- CAHWs have learned additional knowledge and skills as a result of the refresher trainings provided in addition to reviewing their lessons from the initial training.
- The presence and support of Mercy Corps have uplifted the moral of the CAHWs to continue providing veterinary services to their community.
- Appropriate recording of the reporting format and reporting of disease outbreak and veterinary services provided by active CAHWs has improved.

Discussion

Mercy Corps followed an approach of strengthening previously FAO trained 15 CAHWs in order to establish a private community based animal health workers system instead of training new CAHWs in the same area. The CAHWs system established by FAO has been assessed and analyzed using the National Guideline and Minimum standard set by the Ministry of Rural and Agriculture as a point of reference. The findings were summarized as follows:

- ***Baseline survey and community dialogue*** were not conducted. Community identification and prioritization of locally important diseases were not facilitated. Diseases and health problems included in the training curriculum were identified by the trainees themselves during the training but not by the community. This approach some times may not be good in the cases where the person selected for the training is not a livestock keeper himself and/or don't have a good knowledge of livestock diseases in his/her areas.

Livestock owners are unwilling to pay for services and drugs due to poor understanding and awareness on how the CAHWs system operates, this could be due to lack of community dialogue on creating understanding on sustainable animal health delivery system.

- Communities were not involved in the ***selection of the CAHWs*** in all the Kebeles. They were selected by woreda and / or Kebele officials with community involvement. There was no selection criterion identified and used, it seems that selection was carried out haphazardly. It was learned that most of the CAHWs are not based in their location, and they spend most of their time in the center of the woreda. In fact some of them are permanently based in Hade le Eila town that is more than a day walking distance from their Kebele.

Recommendations: Continuous community dialogue should be facilitated to assess the performance of the CAHWs and improve community awareness on sustainable community based animal health delivery system.

- There was no **drug supply system** put in place to ensure sustainable drug supply for the CAHWs. FAO did not consider this aspect when designing and implementing the CAHWs system in the Woreda. It was learned that most of the CAHWs are not operational due to lack of drug. The six CAHWs met and discussed with during this review have made clear that they have finished the drugs that they were supplied following their initial training as a starter kit long time ago. Only very few CAHWs have still some drugs from the initial stock and providing services to their community.

The drugs were sold on full cost recovery bases, and the CAHWs were supposed to replenish their kit afterwards. However due to lack of drug supply system the CAHWs were not able to replenish their kit with the money obtained from sale of the initial supply. The CAHWs said that they kept the money for long time and used it for other personal reason.

“I had 400 Birr collected from the drug sale, and I kept this money for 4 months not knowing where to go to buy more drugs until I finally decided to use it for something else”

Medina Ali (CAHW from Arso Kebele)

The process to establish private veterinary pharmacy in the Woreda is underway. During this review it was learned that Animal Health Assistant working with government in the Woreda has been identified and letter of agreement signed among Mercy Corps, Pastoral and Rural development office, FAO and the Animal Health assistant. FAO would provide a drug worse of ETB 20,000 as initial capital. It is envisaged that Mercy Corps would provide veterinary equipment, training and other related supports to both the CAHWs and the private pharmacy owner.

Establishment of a private veterinary service requires that at least the veterinarian / animal health assistant prepared to start a private veterinary pharmacy / clinic should be trained in business plan preparation and prepares his business plan. The business plan helps to forecast the financial return of a particular pharmacy and also to determine the number of CAHWs that the pharmacy can support.

Recommendation:

- *It is important that the identified private pharmacy owner be trained in business skills and prepares business plan to help him/her understand and build confidence before starting the business.*
- *While working on the establishment of the private pharmacy Mercy Corps could use its own financial sources (non-PLI) to buy drugs and supply CAHWs.*

- Although **CAHWs disease outbreak and veterinary service provision reporting** has improved after Mercy Corps support, at project level this information has not been analyzed and compiled reflecting the type of services provided (treatment, vaccination ...etc). This monitoring data would show the immediate results obtained in terms of numbers and types of animals treated and / or vaccinated by diseases. One of the expected results as stated in the project proposal is “Breeding and milking stock in 3,000 pastoral households treated for diseases and/or parasites”, in the absence of monitoring data it is difficult to verify achievement of this result. The same information would also be useful to triangulate the findings of CAHWs service impact on disease prevalence before and after the service, and on the livelihood of the livestock keepers that would be measured at the end of the project period.

Recommendation: *It is important that CAHWs activity monitoring data be analyzed and compiled in the form of report on monthly bases.*

- Government animal health staff has been provided training on early warning system, diversified livestock management-Positive deviance and veterinary laboratory techniques and procedures. Although the training needs were identified in consultation with the government staff, putting it into use particularly the training on laboratory technique is very precarious due to the lack of the facilities. The animal health services in the Woreda totally depend on the CAHWs system, and therefore the training for government veterinary staff should have focused on skills and knowledge that would enable them to support this system.

***Recommendation:** Government partner staff should be trained on participatory approaches such as participatory training techniques, PRA, community based monitoring and evaluation and participatory impact assessment.*

4.1.2 Objective Two: Improved market access and availability for pastoralists to 4 primary markets.

Planned activities

The project had planned the following activities to achieve this objective:

- Improve accesses to market through supporting conflict resolution and peace building initiative activities, which include:
 - Undertake conflict analysis to understand the root causes of conflict in the area
 - Facilitate discussion with Woreda administration, clan leaders, elders and pastoralists to present the findings of conflict analysis, improve understanding of the tension and conflict, and determine actions that can be taken to minimize tension and conflict.
 - Facilitate an exchange visit for Woreda administrators and clan leaders
- Identify opportunities and actions to increase the number of vendors, variety of commodities for trade at the local market
- Gather and disseminate market information, such as sale and purchase price of livestock, grains and vegetables.
- Organize and facilitate group livestock sales.

Accomplishments

The planned conflict analysis in the Woreda has not been carried out. Conflict prevention, resolution and management training has been provided for 24 members (12 from each side - Afar and Oromo) of joint peace building committee for seven days. In addition to the technical support provided through training Mercy Cops has also supported three conflict resolution meetings providing logistical support to the joint peace building committee members. An exchange visit that was planned for the joint peace building committee didn't materialize due to the violent conflict occurred between Afar and their neighboring Oromos.

About 47 potential vendors interested to trade at the local market have been identified. Three market places such as Dalifagi, Bati and Showarobit identified as accessible market points for pastoralists from Hade le Eila. Pastoralists market information needs were identified and this information / data were collected periodically (twice in a month) from these markets using a specific format developed for this purpose. The information had to be analyzed and disseminated through posting in each of the Kebeles to assist the pastoralists decision making on what, when and where to sell their livestock and buy household commodities. However, the information has not been disseminated until the time this review was carried out.

Outputs / Expected Results Achievement

The project anticipated that the following results would be achieved as a result of the implementation of planned activities:

- 10,000 livestock de-stocked by pastoralists
- 3,000 pastoral households participate in primary markets 4 times annually
- 20 new vendors in Fursi (Hade le Eila) and Telalake Woreda markets operates

Although suitable indicators have been identified to monitor the process, the data has not been monitored and recorded to measure the changes. Therefore, it is not possible at this time to comment on the outputs/results achieved under this objective.

Discussion

Conflict resolution and management

A brief analysis of causes of conflict in the areas has been attempted through discussion with elders, members of the Woreda administration and Mercy Corps staff. The major conflict in Hade le Eila woreda is between the Afar communities and the neighboring Oromo communities from Senbete woreda of Oromia Zone of Amahara Region. Elders noted that the conflict between the two communities goes back in time for several decades. The main causes of conflict in the past years were associated with raiding of livestock by young men from both sides which occurs mainly during the wet season when there is plenty of milk. Conflict also occurs during dry seasons when water availability is very scarce. Conflict resolution and management system through the traditional institutions used to be the main mechanism to resolve the problem.

Competition over natural resources particularly scarce water is still one cause of conflict in recent years. It has also been said that the establishment of Hade le Eila town (the Woreda center) which was not there before has not been accepted and considered as land grabbing by the neighboring Oromo communities. Infrastructure development such as upgrading of access road and introduction of electric power to Hade le Eila town crossing the land of the Oromo communities have exacerbated the situation. The establishment of formal government system at Woreda level has undermined and weakened the traditional conflict resolution and management system despite its strong history of peaceful and effective forum of negotiation. The Woreda government system capacity is very weak in both sides and consequently unable to negotiate effectively and resolve differences. It was known that the local Oromo communities feel that they are not represented in the local woreda government, and consequently the woreda administration has a very weak legitimacy to the views of the community. Thus, the current conflict has a complex nature and cause, and due to poor negotiation and communication between the two groups violent forms of conflict is frequently occurring in the area.

It has observed that the inability to negotiate and resolve one incidence is resulting into a cycle of killing and revenge. During this review access to Hade le Eila Woreda through the 14km access road crossing the Oromo area is very scaring due to the high tension and fear of attack. During the last 12 month a number of clashes have occurred and took a life of more than 50 people from both sides and caused significant loss of resources (see Figure 1).



Figure 1 Private cars destroyed during a conflict along the road to Hade le Eila

It was observed during this review that the government (federal armed force) in collaboration with Woreda administrations of both sides was facilitating the return of stolen animals (see Figure 2). Historically facilitating the return of stolen animals has been a part of conflict resolution and peace keeping process through continuous dialogues and negotiations between elders from two communities. The stolen animals used to be returned willingly by members of the group who had stolen the animals, building trust and confidence on both side and easing tension for violent conflict. However, the current approach does not involve the elders and dialogue between the two communities and it only focus just on the return of the animals. The process involves that the Kebele chairman from communities involved in conflict and raiding in both side to collect stolen animals and hand over to the federal armed force which in turn pass it over to the owners. In this approach a gap has been created between the two communities, unlike the history of direct communication and continuous discussion between the two groups.

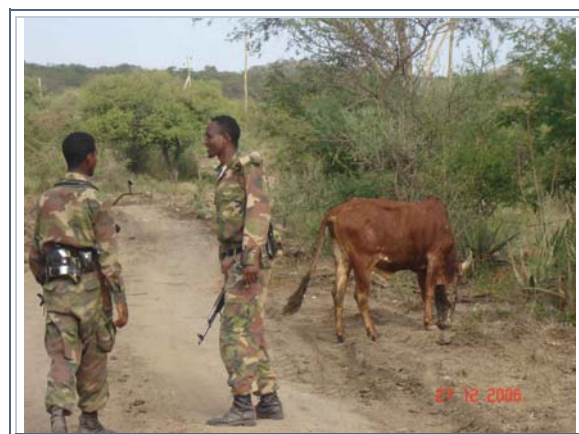


Figure2. Federal armed force returning stolen animal.

The conflict between the Afar and their neighboring Oromos has a very significant impact in terms of access to market for Afar people from the project area. Senbet Market is the nearest primary market for Afar people from Hade le Eila Woreda. This market place is located within the Senbet Woreda and is dominated by the Oromo people. Secondly, the market can only be accessed through the 14km road passing into Oromo area, and therefore with the current conflict situation it is unthinkable for the Afar people to access this market either to sell their livestock or buy household commodities.

The conflict resolution activity of Mercy Corps is highly relevant to improve livelihood of the Afar pastoralists and their neighboring Oromo community. Joint peace building committee selected by the respective communities from both sides has been established by local government. The members of the committee represent the 12 target kebeles (6 from each side). The committee has been supported by Mercy Corps technically (capacity building training on conflict resolution, management and prevention) and logistically (transport, food etc) to facilitate their movement for meetings and community discussions. Mercy Corps, as a result of this intervention, has achieved a certain level of reduction in the level of tension and violence. More specifically the number of kebeles involved in violent conflict has reduced from six to only two after the project intervention started.

Recommendations: *It is important that Mercy Corps review its approach towards conflict resolution and prevention. The following issues should be taken into consideration:*

- *Given the fact that the causes of conflict are complex and dynamic, it is important to undertake conflict analysis regularly specific to the project area.*
- *The fact that the peace committee has been formed by individual selected from the Kebeles with conflict tension is commendable. However, the committee is formed by external authority (government) and the sense of community ownership is very poor. Therefore, it is important to review if the members of the current Woreda joint peace committee are supported and accountable to their respective communities.*
- *The members of the Woreda joint peace committee should be inclusive of all those who are affected by the conflict and those who directly or indirectly affect the peace in the area. This can involve elders, religious leaders, government officials / administrators, traders, governmental and non-governmental development organizations...etc. The wider community from the target areas should be sensitized and aware of the causes of conflict on the basis of the finding of the conflict analysis. Their participation at all level of the process such as selection of the committee members / representatives, identifying roles and responsibilities of the peace committee ...etc should be enhanced.*
- *It is recommended that a joint local peace committee at Kebele level be established for adjacent Kebeles based on traditional institution. This will promote direct communication, dialogue and trust for peace among the communities of adjacent kebeles.*
- *Some of the issues that the peace committee could facilitate discussion and negotiation among others could be:*
 - *The issue of land ownership and political border should be discussed.*
 - *Access to and joint management of natural resources despite its geographical location. One specific example is that access and joint management of water point in Elbaba Kebele of Hade le Eila Woreda would be fundamental step to conflict resolution and prevention process.*
 - *Unbalanced development intervention can affect peace. Therefore, key development needs around the conflict area should be identified and addressed. In view of this, Mercy Corps has rehabilitated one water point (hand dug well fitted with water pump) in Senbet Woreda for Oromo community. However, the water point is located far outside the target areas of conflict and thus not clears if it makes a difference and considered as an incentive for the peace.*
- *It is important that the capacity of the Woreda administration be strengthened on issues of governance, accountability and transparency in addition to the training on conflict resolution and prevention. Mercy Corps can work with other institutions having similar interest and objective in the area such as World Vision.*

Market information collection and dissemination

Mercy Corps has identified 3 primary markets such as Dalifagi, Bati and Showarobit accessible for pastoralists from Hade le Eila Woreda. It was anticipated that information from these markets will be collected and made accessible to the pastoralists to help them make informed decision in terms of what, where and when to sell their livestock and buy household commodities. After more than 10 months of exercise of identifying the market places, designing and re-designing data collection format and collection of the information, the project has learned that the information reaches the pastoralists before the data collected by Mercy Corps has been analyzed and disseminated. Consequently, the project decided to discontinue the data collection and dissemination activity.

The project should have carried out a study on market constraints and challenges in the area so that activities addressing the problems identified are implemented. The Afar pastoralists has established and maintained a very effective traditional information exchange system “*Dagu*” for centuries. Without the use of this system of communication it would have been difficult to maintain their pastoral livelihood for those

last centuries. Information such as related to market, availability of grazing and water, disease outbreaks in livestock and human, conflict issues etc communicated and disseminated through this system. The fact that traditionally every individual is obliged to exchange information makes “Dagu” the most powerful means of communication among the Afar pastoralists. Among the Afar men, Radio is the second most important household item following AK-47. Thus, almost all Afar men own and use radio to access information from the rest of the world.

Recommendation: *Therefore, if lack of market information is an important issue that needs to be addressed it would be good to make use of the advantage of the traditional information dissemination system “Dagu” and explore and use other efficient ways of information dissemination approaches..*

Organize and facilitate group livestock sale

This activity was not initiated until the period this review was carried out. However, it is useful to address some of the challenges of livestock market in the area. During normal year (non-drought) pastoralists usually decide to sell animals in response to financial demand for cash to fulfill other needs such as to buy household commodities, pay for health services both human and veterinary, pay for schools etc. This is not convenient for livestock traders who would usually prefer to buy large number of stock at one given time. If the local traders are organized and buy livestock from pastoralists at their choice of time and place and collect at central place and linked with large livestock traders/ exporter would address the constraint and satisfies both sides interest. This requires proper organization and training of the group members, prepare temporary livestock holding area with watering and feeding facilities, identification of large traders/exporters and establish a linking with the group...etc.

Recommendation: *Mercy Corps can work on this with ACDI/VOCA providing training to marketing groups.*

4.1.3 Objective Three: Traditional livestock management practices enabled and supported to adjust with changing environmental conditions.

Planned activities

The overall project activities planned to achieve the stated objective in Hade le Eila Woreda include:

- 2,100 household will be trained in diversified livestock management practice.
- 5 water points will be developed and rehabilitated
- Woreda fairs will be organized.

Accomplishment

The project has organized training on diversified livestock management practice for 810 households selected from 8 Kebeles. The training was facilitated by three pastoralists identified as a positive deviant in their livestock management practice.

The project has rehabilitated 8 water points. These are 4 in Hade le Eila Woreda and 4 in Semurobi & Gelalo Woreda. The rehabilitation includes

- cleaning and changing hand pumps of previously dug shallow wells, these are 4 in Semurobi & Gelalo Woreda and 1 in Hade le Eila Woreda
- developing two traditional open well and spring in Elebaha Kebele, Hade le Eila Woreda (Figure 5)
- construction of watering troughs in Elebaha Kebele, Hade le Eila Woreda (Figure 5)
- construction of cement cloth washing facility in Hade le Hangege Kebele, Semurobi & Gelalo Woreda (Figure 4)

The project has also provided a capacity building training on maintenance of water pumps. This involved training of 2 individuals selected by their respective community.

Outputs / Expected Results Achievement

During this review discussions have been held with pastoralists who attended the training on diversified livestock management practice from Arso & Elebaha Kebeles and they have generally expressed their appreciation towards the approach and the importance of the livestock management practices discussed on this training. However, it was learned that at least those this discussion was held with didn't start practicing or using the experiences they learned from their colleagues (positive deviants). It is too soon to observe changes or adaptation of the positive deviants experience due to the fact that training was conducted during the last 3-4 months.

Of all the project activities, the rehabilitation of the water points would be the only activity where it was possible to observe tangible immediate results during this review (Figure 3-5). Particularly in Hade le Hangege Kebele, Semurobi & Gelalo Woreda where previous hand dug wells have been rehabilitated and made functional, the communities have mentioned a number of benefits derived as a result of the Mercy Corps intervention. These include:

- They are able to access quality and safe drinking water for both human and livestock (reduced risk of water point contamination by human being and livestock).
- Convenient and reduced risks of physical hazard that could occur during water collection particularly to pregnant women and children.
- Reduced the time and labor spent to collect water from a river.
- Able to identify minor technical problems and repair of the water pumps. It was possible to see during this review when locally trained community members dismantling and inspecting the water pump (see Figure 6).



Figure 3 Rehabilitated water pump in Hade le Hangege Kebele



Figure 4. Cloth washing facility at Hade le Hangege Kebele



Figure 5. Rehabilitated livestock watering trough in Elebaha Kebele

Discussion

Pastoralists training on diversified livestock management practice

It would be useful to identify indicators to measure changes demonstrated by those who have attended the training in relation to the training received on specific diversified livestock management practices as a measure of immediate results / process. One possible indicator to measure the process would be

dissemination of the experience or lessons learned from the training to others who had not been on the training.

Water point rehabilitation

There were several hand dug wells fitted with hand pumps constructed by SC-USA in the early 1990's. Community members met and discussed with during this review highlighted that all of these water points were not functional until Mercy Corps rehabilitated and made most of them functional. Although the community appreciated the support of Mercy Corps, they noted that some of the rehabilitated hand pumps didn't last long providing services. Out of the total 5 hand pumps rehabilitated, 2 in Hade le Hangege Kebele, Semurobi & Gelala Woreda and 1 in Elebaha Kebele, Hade le Eila Woreda were not providing service during this review. The 2 water pumps in Hade le Hangege Kebele were not properly cleaned during rehabilitation and therefore, the water has bad smell and is not safe for use. The water pump in Elebaha Kebele was broken down and not maintained due to lack of spare parts. Locally trained water pump technicians said that some of the parts of the water pump are of poor quality and it easily brakes.

Building the local capacity on proper handling and maintenance of the water pumps have been very much appreciated by the community. They indicated that this is what makes Mercy Corps different from previous organization who has tried to support them. However, despite the technical skills provided on how to repair the different parts of the water pump, the trained technicians identified a number of gaps affecting continuity of the services. These were:

- Some important tools required to do maintenance work were not provided and were only shown during the training
- Use of poor quality spare parts
- They have not been linked to or shown from where to find spare parts.
- They don't know where to go to seek for technical support which is beyond their capacity.

The gaps identified are very relevant and lessons have been already learned from previous organization in the same area and other projects that these are some of the technical issues that could affect sustainability of a water project.

Figure 6. Locally trained community water technicians (Humer Aswab, Ali Hassan and Hassan Sherif from Hade le Hangege Kebele) demonstrating the knowledge and skills learned to maintain water pumps



Financial sources that can be used to buy spare parts and pay for maintenance of the water points are also crucial to ensure sustainability of the service after pull out of an organization. In Hade le Hangege Kebele this issues has been raised and discussed during the community meeting. It was learned that the community members are already aware of this issue and in the process of organizing themselves to mobilize resource locally. During this review, water committee has been established and prepared its draft by-laws. The community has agreed to pay a flat rate of monthly water user fee of ETB 1 per household. A different approach of charging such as payment according the amount of water being used – the more water used the more to pay - has been raised and it is decided to consider this approach in the long term. Preparation was

underway by the water management committee to construct masonry fence around the water points to prevent misuse of the water pump. The initiative taken by the community to manage their own development issue is very much appreciated; however, it is crucial to build their capacity in different areas related to group management, leadership and financial management so as to help them manage their problem properly. Similar initiative has to be introduced and encouraged in other Kebeles as well.

In Hade le Hangege Kebele all the 4 water points are located in arduous of less than 100m where the community has partially settled (agro-pastoralists). These water points are used by the majority of the pastoralists only for three months during post harvest season when they bring their animals to graze on the crop residue of this area. The community has raised shortage of water source in the dry season grazing area where the livestock stays for longer period of the year and requested for chances to develop water point in this area.

Recommendations:

- *The community water technicians should be equipped with the necessary tools to enable them to undertake proper maintenance of the water pumps*
- *Establish linkage between the community water technicians and the nearest water equipment suppliers in Addis Ababa or Kombolcha.*
- *The idea that every water users should pay according to the volume of water used should be introduced so that to ensure financial resources availability to pay for spare parts and other services.*
- *Strengthen the management and resources mobilization capacity of the water management committee.*

4.2. Stakeholders participation

Stakeholders' participation maximizes the social and institutional benefits of the project and on the other hand minimizes its negative impact. It is therefore, important to undertake analysis of stakeholders. The process involves identification of key stakeholders that would likely be affected either positively or negatively by the proposed intervention; determining their interests; determining their power and influence; and formulation of strategy to enhance their participation.

With this regard, it was found important to assess the approaches and actions taken by Mercy Corps to enhance community participation into the project intervention. The assessment was done based on review of documents, discussions with the community, government partners and the project staff, and analyzed the finding on the bases of the project cycle management approach (annex 2).

In ideal situation stakeholders' analysis should take place at early stage of the project design and planning. This has not been carried out in the case of Mercy Corps. Community, government partners and the private sector has been mentioned as key project stakeholders. However, systematic analysis of these stakeholder in terms of their interest & expectation; potential and gaps (knowledge, experience, potential contribution ...etc) and how to involve them in the project intervention has not been carried out. Under such circumstances, opportunities that would contribute to the success of the project could be missed and/or the negative impact of the intervention would weigh up its positive impact. During this review, level of stakeholders' participation at the different stage of the project cycle and benefits gained; opportunities missed and challenges faced due to lack of stakeholders participation under each objective has been assessed and presented below.

4.2.1 Objective One: Animal health services established and strengthened

Community participation: there was no community involvement at all level of the Community-based Animal Health workers system design and establishment. The consequences of such poor community participation have been presented in detail in section 4.1.1. The CAHWs system was initially designed and

implemented by FAO, and later Mercy Corps took over and continued to provide support. It is obvious that Mercy Corps can't be held accountable for the wrong doings in the initial steps. However, Mercy Corps should have assessed the strength and weakness of the established system and identify action points before embarking directly into activities to support the CAHWs. Some of the key start up activities would include:

- *To facilitate community dialogue at each Kebele and evaluate the performance of the CAHW (is the CAHW be available at all time in his/her Kebele? Willing to provide services? ...etc), and their decision/approval of continued support to the CAHW.*
- *Facilitate community identification of major livestock diseases and health problems in each species in the area that would help to review the appropriateness of the content of the initial training as well as to collect information that need to be included in the refresher training.*
- *Identify and agree on the roles and responsibilities of the community on CAHWs routine monitoring*
- *Enhance community awareness and understanding on how the CAHWs system operates (issues of cost recovery, the problem of free drug and other sustainability factors).*

Pastoral and Rural Development Office:

Though the Pastoral and Rural Development office is very weak in capacity they have been participated in implementation of refresher trainings organized for CAHWs.

4.2.2 Objective Two: Improved market access and availability for pastoralists to 4 primary markets.

Community participation:

- ***Conflict prevention and resolution:*** presumably the first step in conflict prevention and peace building intervention involves analysis of the conflict situation which helps to understand the root causes of the conflict and to identify the steps and strategies that can be taken to reduce tension and prevent potential conflict. Community can play a significant role at this step. However, conflict analysis was not carried out at all, and thus their views on the causes of the conflict and what they think as appropriate activity and strategy has not been identified and included.

At the implementation stage of the intervention the community were represented and involved through the Woreda joint peace building committee. However, there are a number of questions raised during this review about the role and legitimacy of this committee. Some of the concerns raised include that they the committee were established by external authority (government) and not very much recognized by the wider community; only one person being selected per Kebele note representative, ...etc. questioning their meaningful participation in the peace building process. The participation of the wider community is very poor.

Community participation in monitoring and evaluation of the intervention was not satisfactory. Although indicators such as “number of markets accessed by pastoralists and number of pastoral households that participate in markets 4 times annually” have been identified to monitor the outcome of the intervention, there is no monitoring system on how, when ... this information is collected and the role of the community in this process is not clear.

- **Livestock market:** constraints affecting livestock marketing, activities and strategies need to be followed to address the identified constraints should be identified with the community involved at early stage of the intervention. Market information collection and dissemination activity which was not successful may not be identified as a need. Some other alternative activity and strategy could have been identified if the community would have been involved at need assessment, design and planning stage.

The only activity implemented under livestock marketing improvement initiative is collection of market information but the collected data has not been analyzed and disseminated, and at present the whole activity has been dropped as not relevant. Thus community involvement is not clear.

Local government participation

- **Conflict prevention and resolution:** participation at need assessment and design and planning stage is not satisfactory. The Woreda administration noted that they have been involved in the implementation of the activities although this is not properly coordinated and planned between the two partners. There is no system set up to monitor output level achievement and therefore, the role of the government is not clear in this.
- **Livestock market**
The Woreda Pastoral and Rural development office is the very weak in capacity and has not been involved in this intervention.

Private sector

- **Conflict prevention and resolution**
The private sectors are one of the stakeholders that can be affected by conflict (Figure 2) above private business cars destroyed during the conflict). Despite the important role that the private sector could play in peace building and conflict resolution, they have not been involved in this initiative at all.
- **Livestock market**
The project has identified about 47 livestock traders operating as middle-men and exporters to work as partners. The fact that these traders have been identified to work with was important; however their participation in the project activity is not visible.

4.2.3 Objective Three: Traditional livestock management practices enabled and supported to adjust with changing environmental conditions

Community participation:

- **Diversified livestock management practice:** community participation is good in the identification of the diversified
- **Water point rehabilitation:** of all project activities the community participation is better in the water component.
 - **Need assessment:** the activity has focused in the rehabilitation of existing water points and therefore there was no need assessment carried out. However, during this review demand for new water points in various areas have been mentioned by the community.
 - **Design and planning:** community involved in identification of resources and activities and thus there was satisfactory level of participation.
 - **Implementation:** community has participated in contributing labour, locally available resources, organizing and coordinating activities, and therefore the participation level is very good.
 - **Monitoring and evaluation:** community organized and formed water management committee to monitor and ensure sustainability of the water point.

Local government participation

- **Diversified livestock management practice**

The Woreda Pastoral and Rural development office have been involved in the training process at the implementation stage.

- **Water point rehabilitation**

The Pastoral and Rural development office is the government body which supposed to be a partner in the implementation of this activity. However, the office is very weak particularly they do not have the expertise and capacity in the area of water development. Therefore, it is difficult for Mercy Corps to ensure government participation at this moment.

4.3. Project log frame, activity planning, Monitoring and Evaluation approach

The design of the project logic, activity planning, and monitoring and evaluation process has been assessed through reviewing the project documents such as proposal, work plan, reports and discussion with the project staff. The observations were summarized below.

Project log frame: The project log frame was constructed in different way than the standard matrix in which project's intervention logic, assumptions, objectively verifiable indicators and sources of verification are presented. The limitations observed in this log frame are:

- The way the project log frame was constructed doesn't clearly depict the vertical logical linkage between activities, output / Expected result and objective. It just shows lists of Expected Results, Outputs, Activities and Indicators.
- There is confusion between output and activity. Specific example under animal health objective under major activity column says "Community Animal Health Workers system developed in Fursi" - can this be an activity or an output to be achieved? An activity should be a detailed list of actions to be undertaken to achieve certain result.
- It is not clear from the log frame which results (Objective or Expected Result or Output) that the lists of indicators are used to measure. Most of the indicators are relevant to measure the process but the lists don't seem to be exhaustive. Some more additional process indicators can be added.

Planning: a weekly internal planning form has been prepared (showing planned activity, Indicators, locations and inputs required) and completed by the respective technical officers and implemented after being approved by the project coordinator. It would be much easier to prepare an annual plan with detailed activities, indicating person / institution responsible, implementation period on monthly and quarterly bases and resources required including budget. Then activities on quarterly basis out of the annual plan can be planned and implemented based on review of the past quarter achievement.

Monitoring and evaluation: the project envisaged two approaches to undertake monitoring and evaluation of its activity. First it developed and introduced weekly / monthly internal progress monitoring and reporting format. The format has parts to list summary of planned activities for the reporting period, activities accomplished, deviations and correction measures, and Remarks. The format has to be completed by the respective officers and approved by the project manager. Although the internal monitoring approach seems to be good, it has not been implemented consistently. The monitoring format is good and can be made more complete by including a section in which out put level results can be monitored under each objective.

The second approach for monitoring and evaluation was to organize a monitoring and evaluation visit with government counterpart, which has not been carried out until this review.

During this review, the woreda administration has indicated that there is no joint planning and review of activities, thus most activities particularly those related to conflict had been implemented in uncoordinated manner. They have also noted that although they receive progress reports regularly they have problem of getting the message because of language barrier.

Recommendation: *It would be useful to introduce a quarterly planning and review process through which achievements of the past quarter will be reviewed and plan for the following quarter will be prepared under each objective in participatory manner involving all stakeholders (the project team and project partners). This approach will enhance participation, transparency and above all facilitates better coordination and co-operation among partners. Since such process will be facilitated using the local language it will improve the communication and understanding among the stakeholders.*

Staff capacity

Some of the project staff has very minimal experience and skills on community based development approaches. The observed lack of community participation and monitoring of each of the activities and results could be associated to the lack of capacity of the staff in these areas.

Recommendation: *it is important that the staff capacity in participatory planning, monitoring and evaluation, community dialogue facilitation etc should be enhanced.*



Figure 7. Community discussion at Hade le Hangege Kebele, Semurobi & Gelalo Woreda



Figure 8. Focused group discussion at Elebaha Kebele, Hade le Eila Woreda

5. Strength, Limitations, Opportunities and Threat (SLOT) analysis

The strength, Limitations, opportunities and Threats has been analyzed and the findings are summarized as follows:

STHRENGTH	LIMITATIONS
<p>GENERAL: PROJECT MANAGEMENT</p> <ul style="list-style-type: none"> • Highly committed and motivated staff and willing to work in remote and high conflict tension area. • Well established office facility and presence on the ground • Positive relation with the local administration and the community. • Highly appreciated and recognized presence in the area. • Good internal planning and reporting system 	<p>GENERAL: PROJECT MANAGEMENT</p> <ul style="list-style-type: none"> • Lack of community based development approach among some staff. • Because of the security reason the project manager was based in Shoarobit town for most of the time due to conflict tension along the road to Hade el Eila, and thus most of the management activity was carried out from remote through telephone communication. • Inconsistent use of the internal planning and monitoring system. • Unsatisfactory participation of stakeholders at different level of the project cycle (need assessment, design and planning, implementation, monitoring & evaluation). • The log frame lacks clarity in terms of what are Expected result, output and activity.
<p>Objective One:</p> <ul style="list-style-type: none"> • An approach taken to strengthen and support existing CAHWs system • Refresher and business skills development training for CAHWs • Re-supply of veterinary equipment • Improved veterinary kit handling and management • Improved CAHWs reporting of activities and disease outbreak • Exposure of the CAHWs and community members to other functional CAHWs system. 	<p>Objective One!:</p> <ul style="list-style-type: none"> • Poor CAHWs selection approach by FAO • Lack of sustainable drug supply system established by FAO • Poor community participation in the design and establishment of the CAHWs system • Lack of review of the CAHWs system established by FAO². • Insufficient analysis and documentation of process monitoring data to measure achievements at output /Expected Result level.
<p>Objective Two:</p> <p>Conflict resolution:</p> <ul style="list-style-type: none"> • Capacity building training on conflict resolution, prevention and management for 24 individuals from Hade le Eila (Afar) and Senbet Wored (Oromia) • Logistical support to facilitate peace meetings 	<p>Objective Two:</p> <p>Conflict resolution:</p> <ul style="list-style-type: none"> • Lack of analysis and understanding of the root causes of conflict in the area • Weak and less influential peace committee • Weak and less influential local administrations. • Lack of community based peace committee at kebele level • Weak integration between government and

¹ The CAHWs system has been initially designed and established by FAO and Mercy Corps may not be blamed for the Limitations that has been caused.

² Mercy Corps should have carried out an initial review of the existing CAHWs system to identify strong and weak areas on the basis of the activities that will enable to strengthen the system.

STHRENGTH	LIMITATIONS
<p>Marketing Initiatives:</p> <ul style="list-style-type: none"> • Identified potential markets accessible to Afar pastoralists of Hade le Eila Woreda • Livestock traders have been identified to establish linkage with livestock producers • Awareness creation on marketing 	<p>traditional conflict prevention and resolution approach.</p> <ul style="list-style-type: none"> • Lack of continuous engagement by all stakeholders. <p>Marketing Initiatives:</p> <ul style="list-style-type: none"> • Lack of analysis and documentation of process monitoring data to measure achievements at output /Expected Result level. • Lack of continuous monitoring and review of activities to measure its contribution to the expected output/result (e.g. market information collection-dropped after several months)
<p>Objective Three: Diversified livestock management practice</p> <ul style="list-style-type: none"> • Use of pastoralist who are successful in their livestock management practice to train others. <p>Water point rehabilitation</p> <ul style="list-style-type: none"> • Planned water points have been rehabilitated (100% physical achievements) • Local capacity building to ensure sustainability of the water points. • High community participation at the implementation of the activities • Rehabilitation of water one point in Oromia side (non-project area) as an incentive for peace building process. • Community water user management committee established in some of the Kebeles. 	<p>Objective Three: Diversified livestock management practice</p> <ul style="list-style-type: none"> • Not sure if Farmer Field School model can work among pastoral context (Lessons, experience from other areas????). • No monitoring system put in place to measure the indicators of achievements at out put l/Expected Result level. <p>Water point rehabilitation</p> <ul style="list-style-type: none"> • Lack of tools for locally trained community water technicians • Lack of linkage established between community water technicians and water equipment suppliers • Poor quality water pump parts being used. • Poor construction quality of some of the watering troughs (e.g. Elebaha Kebele, Hade le Eila Woreda). • Demand for more water point development
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Strong government partners and community support for Mercy Corps presence • Expanding development interventions such as animal health, water development ...etc to conflict target areas in Oromia side would be an incentive to establish peace between the two groups. 	<ul style="list-style-type: none"> • Insecurity and tension • Drought occurrence could hamper implementation of development work and aggravates the conflict situation

Annex 1: Mid-term Review Check list

Objectives

The mid term review focused on specific set of questions addressing the following issues:

- ❖ The project achievements against the stated outputs indicated in the project document
- ❖ The methods used in the project implementation and the strong and weak points
- ❖ The impacts of the project on the target group (if any?)
- ❖ Lessons learnt that could be transferred to government offices, NGOs and other target groups

1. The project achievements against the stated outputs indicated in the project document

Objective 1. Animal health services established and strengthened in 2 woredas

Outputs	Planned activities for the 1 st year	Achievements	Result		Deviation reason and for deviation	What Indicators used and Relevance?	
			Expected	Realized so far		Process	Impact
30 CAHWs receive 2 trainings			<ul style="list-style-type: none"> 15 private CAHWs operating in Fursi woreda 				
5 CAHWs group exchange visits to observe functional and successful CAHWs system			<ul style="list-style-type: none"> 15 private CAHWs with strengthened delivery and business practices in Telalak woreda 				
Facilitate access to medications and equipment for 30 CAHWs			<ul style="list-style-type: none"> Breeding and milk stock in 3,000 pastoral HH treated for diseases and/or parasites 				
10 woreda government technicians trained			<ul style="list-style-type: none"> Woreda government services and outreach improved 				

Objective 2: Improved market access and availability for pastoralists to 4 primary markets

Outputs	Planned activities for the 1 st year	Achievements	Result		Deviation and reason for deviation	What Indicators used and Relevance?	
			Expected	Realized so far		Process	Impact
<ul style="list-style-type: none"> • Conflict and tension assessment findings 			<ul style="list-style-type: none"> • 10,000 livestock sold (de-stocked) 				
<ul style="list-style-type: none"> • Facilitated events to understand conflict and tension 			<ul style="list-style-type: none"> • 3,000 pastoralist HH participate in primary markets 4 times annually 				
<ul style="list-style-type: none"> • Market information collected and disseminated 			<ul style="list-style-type: none"> • 20 new vendors in Fursi and Telalak woreda markets 				
<ul style="list-style-type: none"> • Group livestock sales 			<ul style="list-style-type: none"> • 3,000 animals purchased (restocked), if livestock die-off occurs. 				

Objective 3: Traditional livestock management practice enabled and supported to adjust with changing environmental conditions.

Outputs	Planned activities for the 1 st year	Achievements	Result		Deviation and reason for deviation	What Indicators used and relevance?	
			Expected	Realized so far		Process	Impact
<ul style="list-style-type: none"> • 2 woreda fairs organized 			<ul style="list-style-type: none"> • Breeding and milk stock in 3,000 pastorali HH increase productivity capability 				
<ul style="list-style-type: none"> • 2,100 pastoral HH trained in diversified livestock management practices 			<ul style="list-style-type: none"> • 2,100 pastoral HH utilizing 3 diversified livestock management practice 				
<ul style="list-style-type: none"> • 10 points water sources developed or rehabilitated 			<ul style="list-style-type: none"> • Improved access and availability to 4 pasture areas 				
<ul style="list-style-type: none"> • 20 woreda technical service providers trained 							

2. The methods used in the project implementation and the strong and weak points

Objective one: Animal health services established and strengthened in 2 woredas

- Design and establishment of the CAHWs system
 - Participatory baseline survey & community dialogue (What was carried out?)
 - The training
 - Relevance of the course content
 - Language of the training
 - Number of trainee per training session
 - Venue (where did the training conducted?)
 - Logistical (Boarding ??)
 - Length of the training duration and appropriateness of timing
 - Cost sharing of the training expense?
 - Gender and cultural issues?
 - Training methodology and trainer
 - Training approach (participatory?)
 - Training aids (what was used to facilitate the training?)
 - Live & sick animal, specimens, illustrations, diagrams, pictures, photos, drugs & equipment
 - The trainer
 - Level of training (vet. /AHA/AHT/CAHW)
 - Trained to train CAHWs (PTT)
 - Monitoring of CAHWs performance
 - Post training monitoring
 - Routine monitoring
 - Specific issues monitored?
 - Who is doing the monitoring?
 - Frequency of the monitoring?
 - Refresher training
 - Frequency?
 - For how long (duration)
 - CAHWs activity reporting
 - Drug supply system?

Objective 2: Improved market access and availability for pastoralists to 4 primary markets

Questions to be asked

- What are the approaches followed to implement this objective?
- Conflict resolution and peace building
 - How is this activity being done?
 - Inventory of conflict situations (violent conflict occurrence) in the area before and after the project activity started?
 - The number of Kebeles (PAs) involved in conflict situations in both sides (Afar and Orom) before and after the project?
 - Have we done conflict analysis and causes in the project area?
 - What is the nature and causes of conflict in Fursi and Telalake woreda
 - Peace Building Training for members of joint Peace Building Committee (Fursi & Sanbete) that was conducted June 2006 in Fursi town:
 - Who formed the Peace building committee and how?
 - What is the out come of the training?
- Marketing information collection and dissemination processes in Fursi and Telalak woredas
 - How is this done?
 - Sustainability of the system?
 - How can it be done better?
- What are the strength and weakness?

Objective 3: Traditional livestock management practice enabled and supported to adjust with changing environmental conditions.

- What are the approaches followed to implement this objective?
- About pastoralist Trainings on identified 2-4 Diversified Positive Behaviours under traditional livestock management practices in Fursi woreda and partly on Telalak woreda:
 - What are the 2-4 Diversified Positive Behaviours identified?
 - Who are the target groups for this training?
 - The target groups previous knowledge / awareness about the positive behaviours? Is this behaviour new to them? If not, why they haven't practiced it before?
 - What impacts have been realized as result of this training?
- Water points rehabilitation (including training committees on water management) in Fursi (Elebaha), Telalak and Samrobi Gelalo woredas
 - What types of water points? (Borehole/shallow welletc) and where are they located?
 - Do we have an environmental impact assessment of the water points?
 - What is the water management training involves (technical,....?),how do this fit into the traditional resources management system?
 - Assess sustainability of the water supply system?
 - Is there any risk that the water development aggravates the risk of conflict in the area?

3. SLOT analysis

Annex 2. Stakeholders' participation analysis

ANALYSES OF STAKEHOLDERS' PARTICIPATION AT ALL LEVEL OF PROJECT CYCLE

Implementing organization (Mercy Corps / COOPI)-----

Method:

Project staff will be asked to identify main project stakeholders, and then followed by half-day session on evaluation of the participation level of each of the stakeholders after short briefing and understanding has been created on Project Cycle by the consultant. The evaluation will follow the following framework:

1. Community Participation

Project Cycle	High participation	Moderate participation	Low participation	Very low participation
Need assessment				
Design and planning				
Implementation				
Monitoring				
Impact assessment				

2. Private Vet. Participation (if available)

Project Cycle	High participation	Moderate participation	Low participation	Very low participation
Need assessment				
Design and planning				
Implementation				
Monitoring				
Impact assessment				

3. Government Vet. Department Participation

Project Cycle	High participation	Moderate participation	Low participation	Very low participation
Need assessment				
Design and planning				
Implementation				
Monitoring				
Impact assessment				