

**EVALUATION OF SAVE THE CHILDREN (UK)
EU AGRICULTURAL REHABILITATION PROGRAMME
NORTH WOLLO AND WAG HAMRA ZONES, REGION 3.**

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LIVESTOCK SUB-COMPONENT

SUMMARY

This evaluation concluded that both animal health and restocking projects within the livestock sub-component made good progress despite delays in project implementation and other constraints. Important lessons were learnt by both SCF and the MoA regarding project design and implementation, and potential strategies for improved sustainability of project benefits. Although detailed evidence of project impact has yet to emerge, project achievements were considered to be appropriate considering the rehabilitation setting of the project, the pilot nature of the inputs and the overall aim of the ARP with respect to improved food security.

The livestock evaluation team concluded that SCF's livestock-related activities during 1998 should focus on consolidation, monitoring and evaluation of both animal health and restocking projects. At the present time, there is insufficient information on impact to support major changes in project design, style of implementation or geographical coverage. The most pressing need is to improve women's participation in the livestock sub-component. Considering the severe workload on the current SCF Woldia team and the limited attention to gender within the regional or zonal MoA, gender work should be supported by the recruitment of an SCF gender officer. In the restocking project, more effort is needed to identify and work with the poorest women and ensure that the credit system, particularly that offered by the MoA, acknowledges the ideas and abilities of these women. At present, the MoA seems to select beneficiaries to fit the credit system rather than design a credit system which is appropriate for the poorest.

Looking more closely at project monitoring, the animal health project had already collected useful baseline data on important livestock diseases and has considered the use of participatory tools for monitoring and evaluation. The evaluation of the restocking project highlighted the social importance of livestock for poor women suggesting that future monitoring should include attention to both livestock production and social benefits. The monitoring should also assess the impact of livestock provision on children. Although the project was generally welcomed by children, there was some evidence of negative impact on children's education.

If livestock work in 1998 follows the above recommendations, the SCF team in Woldia might find space to develop a more long term view of livestock development in northern Ethiopia. A future strategy should not only consider specific projects such as animal health or "restocking", but could also discuss more integrated approaches and the role of SCF in supporting systems which in comparison with government, have greater potential for sustainable change. Crucially, SCF should make a clear distinction between sustainable benefits and sustainable institutions - the existence of government does not guarantee provision of long term benefits to communities. Government does however, define policy. When considering the economic rationale for state provision of clinical veterinary services, SCF is well-placed to inform debate on veterinary service reform.

Finally, SCF should define the level of participation which is desirable in terms of poverty-focused, equitable agricultural development. Although community empowerment is an increasing feature of both donor and NGO policy, the definition of "participation" in the

current project and project partner remains unclear.

ANIMAL HEALTH PROJECT

SECTION 1: STRENGTHS AND WEAKNESSES

The original objective of the ARP livestock sub-component was:

"At least 10% of the farmers in the focussed areas to adapt improved livestock production practices".

As the ARP progressed, more specific sub-objectives for the animal health project were defined as follows:

- Sub-objective 1: Improve the capacity of zonal Ministry of Agriculture to design, implement, monitor and evaluate a community-based animal health system.**
- Sub-objective 2: Establish a community-based animal health system in both zones based on 35 community animal health workers serviced by 7 Ministry of Agriculture sub-clinics.**
- Sub-objective 3: Support the Ministry of Agriculture veterinary drug revolving fund through technical advice on fund organisation and financial reporting.**

The time period for achieving these sub-objectives was from December 1996 to June 1997 although in April 1997, the project was extended for six months until December 1997. A single SCF Livestock Officer was responsible for overseeing the activities of both the animal health and restocking projects. The above sub-objectives were intended to emphasize the pilot nature of the CAHW project and provide opportunities for SCF and the MoA to learn more about community-based approaches to animal health service delivery.

At the time of the evaluation, CAHWs had been trained but had not been equipped or supplied with veterinary drugs. Consequently, the evaluation team did not attempt to assess the impact of the CAHWs on livestock health in the target areas. Although aspects such as CAHW selection and training were discussed during the evaluation, comments on these activities should also be interpreted in view of the limited CAHW activities to date.

STRENGTHS

C Livestock disease confirmed as a priority problem

The evaluation confirmed earlier work of SCF regarding the major social and economic roles of livestock in rural communities and the importance of basic veterinary services.

Throughout the evaluation, livestock owners expressed both a need for veterinary services and a willingness to pay for these services. The few concerns regarding the cost of veterinary services were raised by MoA staff rather than livestock owners.

This strength relates to the overall aim of the SCF Agriculture Rehabilitation Project in

terms of improved food security.

C Learning and attitudinal change.

A common constraint to community-based animal health systems is professional bias - government veterinarians tend to regard livestock owners as incapable of recognising and treating common livestock diseases. The veterinary component of the SCF project was initially intended to be a continuation of an emergency FAO "Community Veterinary Agent" (CVA) project in northern Ethiopia. Unfortunately, the FAO project suffered from poor CVA monitoring and post-training support, and arguably did little to alleviate MoA scepticism of basic veterinary workers.

Despite this background, the SCF project has made considerable progress in terms of improved understanding of CAHW systems within the zonal and regional MoA. Through regular meetings, workshops and a study tour, MoA staff were exposed to community-based approaches and examples of CAHW projects in other countries. A summary of these activities is provided in Annexe II. The increased acceptance of CAHWs by the MoA is probably the key achievement of the project to date and indicates that in terms of veterinary service delivery in remote areas, government veterinarians are now more open to the idea of non-government employees taking some responsibility for basic services.

These strengths relates to sub-objective 1 which was largely achieved.

C Coordination, design and implementation of a CAHW system.

Based on discussions in coordination meetings with the MoA and other NGOs, a CAHW system was designed and implementation was planned. Selection of CAHWs took place via "Animal Health Steering Committees" (AHSCs) comprising the DA, the AHT and representatives from the PA and community. A participative training techniques course was conducted for CAHW trainers and training materials and course content were designed by the MoA. 40 CAHWs were trained in November and December 1997. Veterinary equipment and an initial start-up supply of veterinary drugs for the CAHWs were procured by SCF.

Attempts by SCF to facilitate coordination of community-based animal health work should be viewed as an important contribution of the project although one NGO (SNV) did not participate in later coordination meetings. A list of the main meetings and training courses is provided in Appendix II.

These strengths relate to sub-objective 1 which was largely achieved and sub-objective 2 which was partially achieved - the CAHW system remains untested.

C Baseline survey and monitoring system.

Community-based animal health projects are often difficult to evaluate due to a lack of baseline data on important livestock diseases and mortality. The project has designed and implemented a baseline survey of priority livestock diseases in 40 sites using rapid rural appraisal (RRA) tools and consequently, now possesses valuable data against which the future activities of CAHWs can be measured. An indirect benefit of the survey is the introduction of MoA staff to an alternative data collection methodology which has time, cost and community participation benefits. An example of data collected during the baseline survey is shown in Appendix III.

The system for monitoring CAHWS is based on field supervision conducted by AHTs and vet assistants. The project will provide per diems for MoA staff for this activity for the first six months after the CAHWs have been supplied with drugs. The monitoring system is intended to provide close supervision of CAHWs during the first six months followed by less stringent monitoring thereafter.

This strength relates to sub-objective 1 which was largely achieved and sub-objective 2 which was partially achieved - the CAHW monitoring system remains untested.

C Support to veterinary drug revolving fund system

In consultation with the MoA, the project has procured a start-up supply of veterinary drugs for the CAHWs. The drugs will be distributed to the CAHWs from the MoA sub-clinics and will be divided into two installments. The CAHWs will use cash from drug sales to procure further supplies from the sub-clinics. The MoA is responsible for the long-term supply of drugs from the region to zone to woreda to sub-clinic. Financial incentives for the CAHWs have been calculated according to an estimated acceptable incentive of EB50/month. At the time of the evaluation, it was reported that regional veterinary staff were committed to provided drugs to CAHWs via the sub-clinics. However, this commitment was not documented.

WEAKNESSES

C Delays in project implementation

The following weaknesses were largely outside the control of the SCF Woldia team:

- delayed recruitment of the SCF agriculture project manager; the project was approved by the donor in October 1995, the project manager was in place in April 1996.
- delayed recruitment of the SCF Livestock Officer in September 1996.
- large target area of the project i.e. two zones.
- the absence of the Zonal MoA veterinarian during first months of the project.

C Lack of women's involvement

The most serious weakness of the project is the very limited involvement of women. All MoA, NGO and administrative personnel directly involved in the design and implementation of the project have been men. At PA level, "community meetings" are attended only by men. All members of the Animal Health Steering Committee and all CAHWS are men. At regional level, there seems to be a policy of excluding women from training as Animal Health Technicians. Throughout the evaluation, women were described by men as too weak to work as animal health workers or too busy with domestic tasks to attend PA meetings.

C Evidence of "top-down" AHSC and CAHW selection processes.

The absence of women's participation in the project is a reflection of the passive involvement of communities as a whole. Implementation seems to be biased towards the perspectives of MoA and government administrative structures. Criteria for selection of CAHWs and the range of activities provided by the CAHWs are defined by the MoA and CAHW treatments are restricted by the MoA.

Regarding the AHSCs, problems were detected in Taja/Dubuko and Bekelomanika. In Taja,

some AHSC members had requested per diems in response to the alleged failure of MoA staff to attend meetings as arranged. In Bekalomanika, the woreda MoA had set the number of committee members at five including the DA, AHT and PA representative. In other words, government stakeholders had the majority vote. Although four community members were selected in a community meeting involving around 300 people, two of the selected people were rejected by the MoA because this would have increased the size of the AHSC to seven members (and incidentally, given the majority vote to community stakeholders). These and other problems with the AHSCs might have been prevented if SCF had been able to provide more hands-on support to the MoA during the establishment of the AHSCs. Given the size of the project area, such support would have required additional staff.

C Priority diseases

The current CAHW training curriculum is based on conflicting approaches within the MoA. On the one hand, the MoA acknowledge that CAHWs should address locally-perceived problems while on the other hand, the MoA have pre-restricted CAHW activities to deworming, tick control, wound treatments and castration. This restriction seems difficult to justify considering the absence of a regional policy on the use or control of anthelmintics and acaricide. Perhaps the most serious restriction in CAHW activities relates to vaccination. Although illiterate livestock owners throughout Africa have been successfully trained to vaccinate their stock, farmers in Ethiopia are not allowed to do so. It is unclear whether this restriction is influenced by the limited supplies of blackleg vaccine available within Ethiopia at the time of the evaluation.

C Long-term monitoring

Although SCF have agreed to support CAHW during the first six months after training, it is not clear if or how the MoA will be able to continue monitoring when SCF ceases to pay per diems for AHTs. In addition, the use of AHTs for monitoring work means that sub-clinics are closed while the AHTs are in the field and consequently, the service offered by the sub-clinics may decline.

C Reporting system to SCF

The initial monitoring system for CAHWs has been discussed and agreed by SCF and the MoA. However, it is not clear how CAHW activity reports and AHT monitoring reports will be copied, if at all, to SCF.

SECTION 2: BENEFICIARIES, EFFECTIVENESS AND SUSTAINABILITY

BENEFICIARIES

The main beneficiaries of the animal health project to date have been MoA staff who participated in various training courses and study tours, and the CAHWs who benefitted from training. The evaluation revealed some instances of CAHWs acting as messengers and passing information about sick livestock to MoA subclinics.

EFFECTIVENESS

The animal health project should be viewed as a pilot project which was intended to inform future work. For project lessons to be regarded as significant, a balance needs to be reached

between the geographical coverage of the project and attention to detail; when resources are widely but sparsely distributed implementation may be so slow that useful lessons do not emerge during the lifespan of the project.

The evaluation showed that both SCF and the MoA have improved their understanding and capacity to implement community-based animal health work and have a clear and logical plan for developing the project in 1998. However, the question which might be asked is *"Would the project have made better progress and generated more in-depth information if it had been restricted to a smaller project area e.g. one zone?"* The answer to this question is probably *"Yes"*. With hindsight, the original project proposal was too ambitious in its scope and the SCF Woldia team were constantly required to re-adjust the project to match available time and resources. The SCF Livestock Officer rightly acknowledges that close supervision of Animal Health Steering Committee and CAHW selection was hindered by logistical problems and the large size of the project area. A more focussed project might have resulted in more day-to-day support in a smaller number of sites and possibly, more rapid progress.

The long term effectiveness of attempts to deliver clinical veterinary services via government structures is discussed under "Sustainability".

SUSTAINABILITY

C Lack of women's involvement

The lack of women's participation in the project raises questions of long-term sustainability. If it is accepted that sustainable development only occurs if women are equally involved in development processes, then SCF should make greater efforts to ensure that women are included in the AHSCs and trained as CAHWs.

C Private and public sector responsibilities for curative veterinary services

The CAHW system which is being established by SCF and the MoA remains untested. However, there are indications that the provision of basic veterinary services via CAHWs in the project area can be sustainable. For example, livestock owners prioritise livestock disease as a problem and are willing to pay for treatments; those people with access to MoA clinics or markets are already paying for services. Despite this situation, it seems that CAHW activities will be highly dependant on a regular and sufficient supply of drugs from the MoA subclinics.

Not only does this supply system remain untested, but experience from other regions in Ethiopia (and many other developing countries) strongly indicates that government-operated revolving funds for veterinary drugs rarely work effectively. A recent cost-recovery study by PARC in three regions in Ethiopia concluded that drug sales accounted for only 45% of the total costs of clinical services provided by the public sector.

In a climate of veterinary service reform throughout Africa, the economic rationale for state control of curative veterinary services is limited if a professional, private sector is allowed to develop. This rationale seems to be accepted centrally in Ethiopia, as evidenced by the nationwide PARC/MoA veterinary privatisation programme, but has yet to feature in the Region 3 policy. As suggested by PARC, *"New and innovative policies are clearly required if the best interests of the livestock sector are to be served"*.¹

¹ Moorhouse, P. and Ayalew Tolossa (1997). Draft Consultancy Report on Cost Recovery in Delivery of Animal Health Services. PARC Ethiopia, Addis Ababa.

When government-run drug supplies for CAHWs fail, the CAHWs immediately lose their financial incentives and cease contact with MoA clinics. Opportunities for monitoring CAHWs when they collect drugs are lost and the CAHWs either stop working or seek drugs from private sources. These experiences, common to many CAHW projects, have led to calls for combined community-based and privatised approaches to animal health service delivery from PARC since 1994. In Region 3, SCF's future strategy may need to acknowledge that although government should regulate and influence veterinary service delivery, in the long term some key veterinary activities (e.g. curative services, vaccination) are clearly private sector responsibilities.

SECTION 3: SUMMARY OF FINDINGS AND CONCLUSIONS

Considering the time and resource constraints faced by the SCF team in Woldia, the animal health project has made good progress. Although staffing levels were minimal, sub-objectives were mostly achieved in a large project area and in collaboration with a new project partner. The sub-objectives and achievements were appropriate considering the rehabilitation context of the project. The original project objective related to improved production practices was considered to be unmeasurable.

SCF has also started to learn more about CAHW systems in relation to veterinary service reform and the need to discuss public and private sector roles. There are opportunities to strengthen the CAHW system which is being established and use project experience to inform regional policy on both CAHWs and privatisation. In 1998, SCF can begin to take a more long term view with respect to sustainability of CAHW services in remote areas. There are strong indications that communities are ready to support CAHWs irrespective of the source of veterinary drugs.

The participation of women in the project needs to be improved. At regional level there seems to be a policy of excluding women from training as AHTs and this should not be allowed to influence the involvement of women in the AHSCs or CAHW training. Outdated views regarding the capacity of women to handle livestock and carry out veterinary activities need to be challenged. There are numerous examples of women working successfully as animal health workers, at various professional levels, in neighbouring regions and countries. Under the recommendations for the restocking project it has been advised that SCF should recruit a gender officer.

Regarding assistance to the project from SCF in Addis Ababa, the perception of Woldia staff was that support had been minimal. This issue was not discussed in detail although by way of example, it was apparent that key lessons and documents arising from SCF's livestock work in the east were not copied to the Woldia team as a matter of course. SCF centrally may wish to review support to the Woldia office, particularly if the livestock work attracts further funding from 1998.

SECTION 4: RECOMMENDATIONS

- C In the next 12 months, SCF should aim to consolidate and test the CAHW system which is being established with the MoA. Specific activities related to developing the

existing CAHW system include:

- Improving the participation of women in the AHSCs by ensuring that at least two women are included in these committees.
- Revising the composition of the AHSCs with respect to the balance of MoA/local administration representatives in comparison to community representatives. The latter should control the quorum while the former might be assigned a non-voting role in the committees.
- Working with the AHSCs to handover drugs and equipment to the CAHWs.
- Support to CAHW monitoring by the MoA, including clarification of the per diem and transport needs of those AHTs who are responsible for monitoring.
- Continue to support the coordination of animal health work by the MoA and NGOs in North Wollo and Wag Hamra zones.

It is strongly recommended that the geographical scope of the project should not be expanded until the CAHWs have been operational for at least 12 months. Following an evaluation of the CAHWs the MoA drug supply system, SCF may be in a position to consider scaling-up the project.

- C SCF should be aware that in the context of curative animal health service delivery, sustainable services are unlikely to develop in the absence of private sector involvement. In order to improve understanding of veterinary service reform at zonal level, it is recommended that SCF maintains a collection of documents related to both veterinary privatisation and CAHWs. This "resource centre" could be located in either the SCF or MoA office in Woldia and might be used to inform workshops at zonal or regional levels. A budget line for these activities should be defined within future animal health projects.
- C Future animal health work by SCF should support female CAHWs. There are many examples of CAHW projects in which women have played important roles in community-level forums and as CAHWs. The new gender officer (see restocking project recommendations) could oversee this work.

RESTOCKING PROJECT

The restocking project of the ARP livestock sub-component was originally governed by the same overall objective of the animal health project i.e. improved production practices.

More specific sub-objectives for the restocking work were later defined as follows:

- Sub-objective 1: With the MoA, identify appropriate sites for restocking in North Wollo and Wag Hamra zones.**
- Sub-objective 2: In partnership with community forums and MoA, identify 260 beneficiaries for restocking in 4 woredas.**
- Sub-objective 3: Through participation of beneficiaries and community representatives, purchase and distribute livestock.**

Sub-objective 4: Use participatory monitoring and review to revise implementation procedures and assess impact on beneficiaries and disseminate project experience.

In common with the animal health project, the restocking work was intended to be a pilot project which would assist SCF and the MoA to learn more about the provision of livestock to poor households. The term "restocking" is probably inappropriate as it usually applies to the recapitalisation of people who are highly dependant on livestock, particularly pastoralists. This project aimed to use livestock as more of an income generation mechanism targeted at poor female-headed households. At the time of the evaluation, the women had only received livestock a few months previously and therefore the productivity of the animals was not assessed in any detail. Instead, the team focussed on ways of working such as community participation, selection of beneficiaries and the design of the credit system. The latter was based on the redistribution of offspring (or cash acquired through the sale of offspring) from "first" to "second"-level beneficiaries. Again, due to the short time interval between the provision of livestock and the evaluation, the repayment system was not fully assessed.

Regarding implementation, sub-objectives 2 and 3 were implemented using two different approaches to identifying and working with poor women. In Meket woreda a partner NGO, SOS Sahel was used whereas in Gidan, Bugna and Sekota woredas the project was implemented via the MoA. SOS Sahel worked at community level via indigenous community-based organisations called kires. The MoA implemented the project via pre-existing, woreda-level Input Supplies and Credit Committees (ISCC) working with local administration, veterinary staff and PAs. The evaluation of the restocking project included a comparison of these contrasting styles of implementation.

SECTION 1: STRENGTHS AND WEAKNESSES

STRENGTHS

C Good working relationships developed with project partners

SCF has developed good working relationships with NGO and MoA project partners for the implementation of the project. Most of the specific aspects of the project were understood and detailed written agreements for the purchase of livestock had been produced.

These strengths relate to sub-objectives 1 to 4.

C Selection of sites and fodder production

Sites for restocking had been carefully selected according to the availability of grazing and other resources. When sufficient time was available to grow fodder, back-yard fodder production had been successful and easily managed by the women.

These strengths relate to sub-objective 1.

C Household profiles

Detailed household profiles have been collected for all beneficiaries. This is useful baseline data for monitoring and evaluating the project.

This strength relates to sub-objectives 2 and 4.

C *Number of beneficiaries*

239 out of an intended 260 beneficiaries received livestock from the project. These beneficiaries were located in 4 woredas.

This strength relates to sub-objective 2.

C *Livestock as a form of assistance for poor women and children*

Almost unanimously, informants agreed that the provision of sheep to poor women was an appropriate form of assistance. Specific benefits mentioned by the women included use of dung for fuel and the common expression that the sheep provided hope for the future. The women explained how the sheep "*Made the house lively*" and filled the space in the house that was used for livestock at night. The sheep raised expectations that income for clothes or meat would be available in the future. The children felt proud because they were able to herd the sheep like other children in the village. As one girl in Mekerkeriat said, "*All animals are beautiful but sheep are the most beautiful of all.*" Due to her good management, one woman had been asked to care for the sheep of a relative and would receive half the offspring in return. In general, the sheep were easily managed. Pre-prepared fodder had been used and the sheep were easy to herd by the children or by hired shepherds.

The expected benefits to be derived from the sheep were largely related to a gradual increase in flock size and the sale of offspring to procure other stock, particularly cattle, clothes or other items. During festivals, a lamb could be slaughtered for meat or sold to buy new clothes for the children. The wool from the sheep was also useful.

This strength relates to the overall aim of the ARP in terms of improved food security.

C *Procurement of livestock*

The beneficiaries were closely involved in the procurement of livestock. They attended livestock markets and selected the types of sheep which they wanted i.e. adult females of an appropriate breed. Some of the sheep were pregnant or had lambs at foot. MoA veterinary staff were also present to check the health of the animals.

This strength relates to sub-objective 3.

C *Support to indigenous institutions*

In Meket woreda where the project was implemented through SOS Sahel, the use of the kires had a beneficial effect on the kires as institutions. SOS Sahel's work with the kires can be viewed as capacity-building which fits well with current donor and NGO views of sustainable development via local, community-based groups.

This strength relates to sub-objectives 2 and 3.

WEAKNESSES

C *Selection of beneficiaries and the MoA credit system*

In Mekerkeriat (SOS Sahel system) it was evident that not all beneficiaries could be

categorised as "the poorest". Although interviewees often described a poor woman as lacking any livestock, some beneficiaries already owned livestock before receipt of sheep from the project. This anomaly seemed to relate to the way in which the project had described the intended beneficiaries to the kire i.e. "the beneficiaries should be poor women or female-headed households". Consequently, some single women with assets and some women whose husbands were away seeking work also received livestock from the project.

In Metemesk (MoA credit system) there was a striking difference in the physical appearance of the women who had received sheep in comparison with the women in Mekerkeriat. In Metemesk, the beneficiaries were far better clothed and possessed more jewellery and items such as umbrellas, pens and books. By appearance alone it was evident that these women were not selected from the lowest wealth group. When the selection process was investigated in more detail it was apparent that the poorest women in the village had not participated in meetings arranged by the DA and PA because they were fearful of the credit system or felt that they would not be selected as beneficiaries. Due to past failings of MoA credit programmes and poor levels of repayment, current MoA credit was based on strict repayment procedures and legal action, including imprisonment, of defaulters. Furthermore, the DA was evaluated by the MoA according to the "success" of the credit and the proportion of women who repaid the loan on time. Consequently, there was little incentive for the DA to encourage the selection of the poorest women because these women were considered to be a greater risk in terms of credit repayment. When asked to explain the procedure in the event of unavoidable loss of sheep due to disease, neither woreda-level MoA staff in Gidan or the DA in Metemesk could describe what might happen to women whose sheep had died. However, they did say that "Credit has to be repaid". According to one informant in Metemesk,

"The selection was not fair. The PAs are helping their relatives. It will be good if outside observers are around and the community decide by themselves. There are the poorest of the poor who didn't get the chance because they fear that no one will recognise them, accept them or trust them. They don't have any guarantee (for credit)".

In summary, the MoA credit system in operation in Metemesk was characterised by a fear of credit among the poorest women and DA concerns over levels of repayment and the assessment of his work. MoA staff seemed unable to describe what action would be taken in the event of unavoidable loss of the sheep. The beneficiaries had been selected according to their collateral and status, and therefore the credit system was more suited to wealthier women. The views and abilities of the poorest women had been largely overlooked - it should be noted that these women may only be able to save around 25 cents per week. It should also be noted that Metemesk was the only restocking site visited where the MoA had implemented the project. The evaluation team did not assess the selection of beneficiaries in Bugna or Sekota woredas.

C Integration with veterinary services and the SCF animal health project

At the time of livestock purchase, animals were examined for fitness by MoA veterinary staff. The animals procured for Mekerkeriat beneficiaries also received anthelmintic in the market. However, provision of MoA veterinary services in project sites was not well organised. Women in Mekerkeriat indicated that they would need to rely on traditional practices (particularly the use of skin incisions) if their animals became sick. In Metemesk women said that they could inform the DA if they had a problem but this action would be of

limited value for acute health problems. One woman had travelled to Muja to try to buy anthelmintic from the MoA but was told that the sick animal had to be examined before medicines would be dispensed. Advice to move a sick sheep from Metemesk to Muja is not particularly helpful.

C Possible negative impact on children - herding responsibilities and education

Although interviews with children showed how they had benefited or expected to benefit from the project, there was some evidence that children might be removed from school in order to herd livestock. This evidence was limited to a single beneficiary in Metemesk who took her son away from school so that he could look after the sheep. The interview with this woman highlighted the tendency for each family to herd their own livestock separately from other families. This practice related to the allocation of grazing plots to specific households rather than communal use of land. Even households with very few animals, such as the project beneficiaries, would herd their own animals. The labour demands on children were compounded if different livestock species were reared because different animals required different grazing management and therefore more children to look after them. When schools are accessible, it seems that some families select children to go to school and other children to herd the livestock. Whatever the case, future baseline surveys for restocking work should include an assessment of child labour demands and access to education.

SECTION 2: BENEFICIARIES, EFFECTIVENESS AND SUSTAINABILITY

BENEFICIARIES

Information on beneficiaries is provided under "Weaknesses" above. In general, the kires were more effective at targetting poor women than the MoA. Beneficiaries were well-informed about the need to provide repayment in the form of cash derived from offspring sales although they were not always aware of the identity of the second-level beneficiary.

EFFECTIVENESS AND SUSTAINABILITY

The provision of livestock to poor households is a labour-intensive exercise involving numerous community-level meetings, careful selection of sites and beneficiaries, time-consuming procurement, veterinary care and monitoring. In some sites, fodder production is also required. Despite these difficulties, the pilot nature of SCF's restocking work has yielded useful lessons and although targetting needs to be improved, the provision of sheep to poor women is clearly a welcome and highly appropriate form of assistance.

As part of a discussion on options for limiting costs and improving effectiveness and sustainability, the evaluation team compared the two institutions which had been used to implement the restocking work viz. kires and the MoA/PAs. A scoring system was used to score indicators related to institutional capacity, approach, costs and SCF's current approach. This exercise showed that the kires were considered to more cost-effective and better able to work with the poor to provide sustainable benefits. The MoA scored highly on geographical coverage and western technical know-how.

These results indicate that effective, community-level institutions already exist in the SCF project area but neither the MoA or SCF has much capacity (or willingness?) to work with

them. The clear option for SCF is to work with the MoA to channel assistance to communities via the kires. Such an approach would require a very long-term commitment to institutional change in the MoA, perhaps leading to DAs acting as facilitators rather than controllers of change. The kire/CBO option needs to be placed firmly on SCF's agenda for the north - it offers possibilities for delivering a wide range of development assistance.

Livestock evaluation team's comparison of kires and government structures (MoA/PAs).

Indicator	Kires/CBOs (median scores)	MoA/PAs (median scores)
Sustainability of institution	5	3
Sustainability of benefits provided	4	2.5
Consistency of membership/staff	5	2
"All community are members"	5	5 (PAs)
"All poor people are members"	4.5	5 (PAs)
Geographical area of coverage	2	5
Level of indigenous technical knowledge	4.5	2.5
Level of western technical knowledge	1	4
Willingness to identify and work with the poorest	5	2
Capacity to identify and work with the poorest	5	3
Low running costs (overheads) of institution	4	1
SCF's capacity to work with this institution	1.5	4.5
MoA capacity to work with this institution	1	5

NB Each indicator was scored from 0 to 5 by each of the four team members and the median score calculated.

SECTION 3: SUMMARY OF FINDINGS AND CONCLUSIONS

The evaluation concluded that the provision of sheep was an appropriate form of assistance for poor women. Although too early to measure economic benefits derived from offspring sales, the project had clearly improved the confidence of the beneficiaries and given them hope that their situation would improve in the near future. The sheep were easily managed.

The evaluation noted marked differences in beneficiaries in sites where targeting had been

conducted by the kires (SOS Sahel site) and the PA/DA (MoA sites). Beneficiaries in the latter site were clearly not the poorest women in the community and consequently, SCF need to review the credit system and targetting procedures used by the MoA. Specifically, the credit system should be designed with the beneficiaries not in isolation from them. Implementation via the kires would also benefit from more external supervision of the selection process.

The project has been relatively successful in terms of limited livestock losses because restocking sites were carefully selected and in some sites, fodder was grown before the sheep were procured. Future site selection should also consider beneficiary access to services, particularly education and veterinary services. If there is a risk of children losing access to education, the project will need to investigate alternative herd management systems which require less labour and more sharing of resources. Veterinary care might be improved by basic training of the beneficiaries and practical agreements with MoA clinics or subclinics which enable women to buy medicines without moving their animals for several kilometres across the mountains. Female CAHWs might also be trained in restocking sites.

In terms of more general, community-based development work the evaluation provided evidence that community-based organisations such as kires can take responsibility for targetting beneficiaries and basic management of project inputs. SCF should continue to work with kires (or other CBOs) when opportunities arise and encourage the MoA to develop better links with CBOs. This approach would compliment a more in-depth level of community participation which SCF should be adopting from 1998.

SECTION 4: RECOMMENDATIONS

- C In addition to the 239 households which have already received sheep from the project, SCF is planning to provide sheep or goats to a further 500 households. In order to properly monitor the existing restocked families and implement new work with more attention to selection of beneficiaries, SCF should expand it's own capacity through the recruitment of staff. Considering the need to also address gender issues generally within the agriculture project and a gap in MoA capacity with respect to women's development, a gender officer should be recruited. The job description for the gender office might be summarised as follows:
- Assist the SCF Livestock Officer in the implementation of the restocking project, paying particular attention to the selection of beneficiaries, project monitoring and institutional support to community-level women's groups.
 - Develop the capacity of the animal health project to involve women in community-level forums and training as CAHWs.
 - Through links with other NGOs working in northern Ethiopia, identify appropriate ways to raise awareness of gender issues within SCF and it's project partners.
- C Future restocking work requires better targetting of beneficiaries and revisions to the credit system. In both MoA and SOS Sahel restocking sites the use of community

influence over repayment should be developed by ensuring that second-level beneficiaries are aware the identity of the first-level beneficiaries and working with women's groups to formulate appropriate bye-laws.

For restocking implemented through the MoA, SCF should:

- Review the MoA system for evaluating DA performance with respect to credit activities. DAs need to be less fearful of working with the poorest members in the community.
- Improve the participation of the poorest women by better orientation of woreda-level MoA staff; ensure that the MoA identify and work with poor women to design appropriate systems for the selection of beneficiaries and loan repayment; clarify the action to be taken in the event of unavoidable loss of livestock. Poor women need to be less fearful of credit.
- Develop a system for cross-checking the selection of beneficiaries before livestock are purchased.
- Work with the MoA and beneficiaries to design insurance schemes to safeguard against livestock losses.

For restocking implemented through SOS Sahel, SCF should:

- Use SOS Sahel to conduct wealth ranking with the kires followed by on-site cross-checking of beneficiaries.
- Work with SOS Sahel to design insurance schemes to safeguard against livestock losses.

C Resource management and access to services should be considered when selecting restocking sites. More specifically:

- SCF should relate access to grazing land to the use of children as herders and access to education. Opportunities for more sharing of both natural and labour resources should be investigated.
- Veterinary care may need to be improved in future restocking sites. Options include the training of beneficiaries as CAHWs or more general training of women's groups. For the latter, agreements with the MoA will be needed to ensure that medicines are dispensed without the need to move stock long distances to clinics or sub-clinics.
- Fodder production requires long-term planning because the establishment of fodder crops requires around 12 months growing time. SCF should continue to carefully plan restocking to ensure that fodder is planted as early as possible in the project cycle.

C Coordination of MoA activities might be improved by assigning one MoA person at woreda level to oversee the restocking activities of different MoA personnel e.g. veterinary department, credit experts, DAs and extension staff.

Appendix I

METHODOLOGY

The methodology for the evaluation of the restocking project was based on two main activities

- a review of project and project-related documents such as the project proposal, the SCF "Making Ends Meet" food economy survey and various progress reports and the mid-term review.
- a series of interviews with different stakeholders in the project viz. beneficiaries, non-beneficiaries, community-based organisations and partner agencies (government partners such as MoA at zonal and woreda levels, and PAs; NGO partners). All interviews were semi-structured and used checklists of open questions. Interviews were supported by direct observation e.g. the homes of beneficiaries were visited to check on fodder production; veterinary sub-clinics were inspected

Team composition

Mesfin Ayele, Livestock Officer, SCF Woldia.

Mensihet Abraham, Gender Expert, SOS Sahel, Meket.

Dr. Wassie Molla, Zonal Office of Agriculture, North Wollo.

Andy Catley, Vetwork.

Activities

8th-9th December	Orientation and briefing on overall SCF agriculture programme; aims of the evaluation; preparation of evaluation methods and presentation to other evaluation teams.
10th December	Finalise preparations and travel Woldia-Filaket.
11th December	Meet Meket woreda MoA - Ato Tamre (Head Zonal MoA) and Ato Solomon (Extension Team Leader). Travel to Merkeriat and interview women and children in restocking sites.
12th December	Continue interviews with women in Mekekeriat; interview kire leader. Travel to Filaket.
13th December	Travel to Dubuko and Taja with vet assistant. Visit Dubuko subclinic and interview AHT, AHSC members, CAHWs and livestock owners.
14th December	Writing up field notes. Travel to Woldia and arrange further field work in Bekelomanika.
15th December	Travel to Muja, Gidan woreda. Interview Ato Geleta (Acting Head Zonal MoA), Ato Worku (Extension Team Leader), Ato Genenew (vet assistant) and Ato Mulugeta (Credit and Supply Expert). Brief visit to beneficiaries of poultry package in PEP site.

16th December	Visit Bekelomanika subclinic and Kebero Meda. Interview AHT, livestock owners, DA and AHSC members.
17th December	In Woldia. Feedback of findings and provisional recommendations to other evaluation team members.
18th December	Visit Metemesk restocking site. Interview women beneficiaries and non-beneficiaries, DA and DA supervisor. Travel to Lalibela.
19th December	Summary session to finalise main findings and recommendations; prepare materials for final feedback session in Woldia.

Number of people interviewed by project and location

Animal Health Project

Interviewees	Location		Total
	Dubuko and Taja	Bekelomanika and Kebero Meda	
Community members - female	0	3	3
Community members - male	3	20	23
Animal Health Steering Committee members	2	2	4
Community Animal Health Workers	2	0	2
Animal Health Technicians	1	1	2
DAs	0	1	1
Woreda MoA staff	2	4	6
Total	10	31	41

Restocking Project

Interviewees	Location		Total
	Mekerkeriat	Metemesk	
Individual interviews with beneficiaries	7	1	8
Individual interviews with non-beneficiaries	2	4	6
Group discussions with beneficiaries	3	14	17
Children	7	4	11
Kire leaders	1	0	1
DA/DA supervisor	0	2	2
Woreda MoA staff	2	4	6
Total	22	29	51

Appendix II

Meetings, workshops and study tours conducted by the animal health project

Training/Workshop	Number of participants	Timing	Participating institutions	Location	Major topics
"Towards a Coordinated Strategy for Improved Animal Health in North Wollo Zone."	9	2 days, July 1996.	SCF; SOS; regional, zonal and Meket woreda MoA.	Filaket	Discussion on how to develop zonal strategy to establish a community-based animal health delivery system; review of the FAO-funded CVA programme.
"Towards a Coordinated Strategy for Improved Animal Health in North Wollo and Wag Hamra zones."	17	1.5 days, October 1996.	SCF; SOS; regional, zonal and woreda (8) MoA; Kombulcha vet lab.	Woldiya	Review of progress since first meeting; action plan for CAHW training, baseline data collection and to devise drug revolving fund management system.
"Training of Trainers" for CAHW training.	15	10 days, November 1996.	Zonal vets and woreda vet assistants.	Kombulcha	Participative training techniques for training CAHWs; training in lesson planning; discussion on how to establish a sustainable CAHW system.
Training workshop on CAHW baseline data collection and analysis.	19	1.5 days, May 1997.	Woreda MoA vet assistants and AHTs.	Woredas	PRA and RRA tools for data collection and analysis.
Refresher training for CAHW trainers.	8	1.5 days, September 1997.	Woreda vet assistants.	Kombulcha	Participatory teaching techniques and exercises; lesson planning exercises.
CAHW training, North Wollo.	26	15 days, Oct-Nov, 1997.	Farmers from 26 PAs.	Woldiya & Mersa	CAHW training. Minimum to be able to deworm, use acaricide, treat wounds and castrate.
CAHW training, Wag Hamra.	14	5 days, Nov-Dec, 1997.	Farmers from 14 PAs.	Sekota	As for North Wollo CAHW training.
Study tour.	7	10 days, August 1997.	Regional vet (1), zonal vets (2), zonal team leader (1), SOS expert (1), SCF expert (1).	Kenya	Visits to ITDG CAHW projects in Meru and Tharaka Districts.
Training for vet assistants and AHTs.	52	7 days, December 1997.	37 AHTs; 15 vet assistants.	Kombulcha	Laboratory techniques; participatory disease monitoring; record keeping and report writing.

Appendix III

Example of baseline data for CAHWs

Appendix IV

Examples of interviews from Mekerkeria restocking sites

Azanu Kibret

Azanu was a 42 year old woman who was living with her elderly mother. Her main sources of income were the brewing and sale of local beer (tela) and small-scale trading in salt and coffee.

Azanu first heard about the restocking project from a credit specialist who visited the village and met the women in a group meeting. The aims of the project and the system of credit was explained to the women. The women then registered their names and the first beneficiaries were selected from those women who were poor, who didn't have husbands or whose husbands were away doing seasonal work. The poor women were those that didn't own any livestock - not even a chicken, and who had to share their land with others.

Azanu was informed about the date and market where her sheep would be purchased. She went to the market with someone from the kire and another person from the administration. She selected the two sheep herself believing that both animals were heavily pregnant. She chose the local breeds. The sheep were inspected by someone from the veterinary department and some drugs were given to them.

When she got the sheep home, Azanu tethered them for a while until they became adapted to the area. During this time she fed them on the fodder that she had grown. Then she sent them out to graze with the other animals. The sheep were herded by her god child, a 12 year old girl. If the sheep became sick, she would buy tablets or inform the administrators who would then arrange for the veterinary department to visit the village.

Regarding the production of the sheep, one of them had delivered quickly, after only a week. The other didn't give birth after a long time so she sold it and replaced it with another. This one still hasn't given birth. The first benefit gained from owning the sheep was that *"When you have animals you feel confident"*. So far, the other benefits gained from the sheep was their manure and the herding of the sheep by the child. The latter was a benefit because *"In the countryside the children are happy when they have animals to look after."* Azanu expected to benefit further from the sheep by selling the offspring or sometimes slaughtering one for meat. The wool of the sheep was also important.

Azanu didn't know exactly who the second beneficiary would be, although she did know that they were registered with the administration.

Overall Azanu felt that the provision of sheep was a good way to help the poor women. However, the sheep had to be carefully selected and the other problem was that other people in the village became jealous. They wanted to use her fodder for their own animals and they didn't want her to improve her life.

(Interviewers - Mensehet, Mesfin, Dr.Awassi, Andy)

Enat Ambaw

Enat was a 40 year old woman with seven children, four of whom were living with her. Enat made her living from farming, small-scale trading ("gesho") and some daily labour in the village nursery.

Enat first heard about the project during a PAPI meeting. The female-headed households in the meeting requested sheep, goats and hens. Enat applied to be registered for the project and was successful. Other people said that she was lucky but they expected to benefit from the project later on.

Her sheep were purchased in Geregera. She chose the sheep and negotiated a price. The purchasing committee then effected the payment. She had previously grown fodder for the sheep and this was used to feed them; she had also given them salt. If the sheep became sick Enat said that she would get tablets from the MoA or use a traditional practice called "gufita".

Regarding the benefits from the sheep, they had been a source of hope and the children were happy and proud because they could herd the sheep in the village. Also, there was an expectation among the children that there would be meat and new clothes on holy days. It was too soon to have gained any cash benefits. Some manure had been used for fuel.

To date, two offspring had been produced. If they continued to increase in number, some could be sold and a cow purchased with the profits. A cow was a big asset which yielded daily benefits in the form of milk. The sheep would benefit the children because income from the sale of offspring could be used to buy clothing, meat, milk or butter.

Enat named the second-level beneficiary as Asnaku Eyasu.

(interviewers - Mensehet, Mesfin, Dr.Awassi, Andy)

Teuluba Mengesha

Teuluba was a 55 year old woman with two children. She made a living from contract farming and her son earns some money from working in the village nursery.

Teuluba first heard about the project when the women were told to form groups. She didn't know who was responsible for selecting the beneficiaries but she had attended many meetings about the project. She assumed that she had been selected as a beneficiary because she was poor, meaning that she had no livestock.

Her sheep were purchased in Geregera by herself and the purchasing committee. The sheep were inspected by the MoA and some tablets were given to them. Teuluba had grown grass using seed from the village nursery. This grass, together with salt and beer residue (atella) had been used to feed the sheep. They had also been sent for grazing and her daughter looked after them in the fields. If the sheep became sick, Teuluba said that she would use traditional medicine (incision) or drenching.

So far the sheep had produced two lambs. For her daughter this was a good hope and in future, the lambs could be sold to buy clothes or slaughtered for meat. The sheep also produced manure which was used as fuel. She did not know the identity of the second-level beneficiary.

Generally, Teuluba preferred to receive sheep rather than other animals. She said that she was

too old to move around and earn money from trading, so the sheep were good for her. If the sheep died it would be a loss and a burden for her.

(interviewers - Mesfin and Dr.Awassi)

Fanta Mekonnen

Fanta was an unmarried woman of 33 years with no children. She lived with her elderly father. She used to earn her living from embroidery but had to stop this activity following her the death of her sister. She has some land which is ploughed by her brother and she also has a few plots of onions.

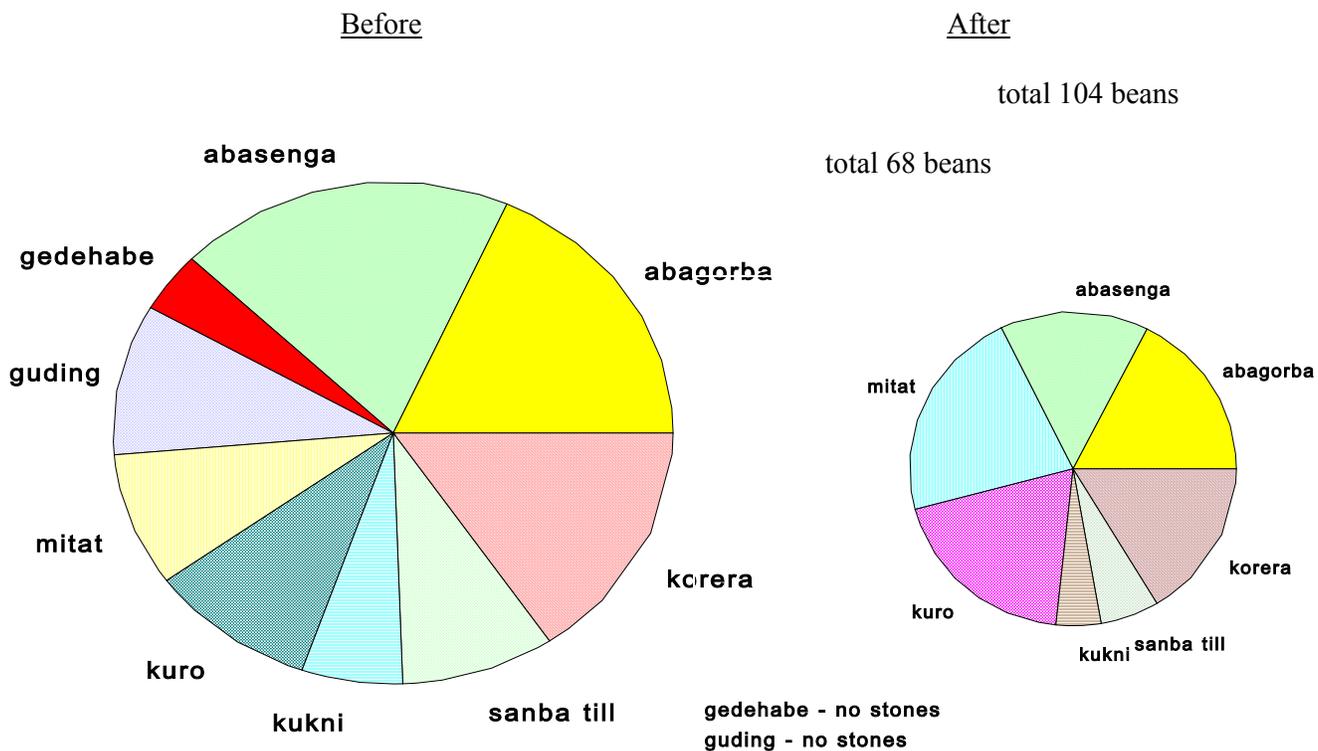
Fanta first heard about the project in a meeting with SOS Sahel staff. The women were told to grow forage like elephant grass and other grasses. She felt that she was selected as a beneficiary because she was unmarried and had successfully grown the forage. Also she was poor, meaning that she had no husband, no means of income and no livestock, whereas other women had at least something, like cattle.

She selected her sheep at Gergera market with the CBO committee. A vet inspected the sheep and gave a treatment for worms. Agreements were signed with SOS Sahel which said that she should pay back the loan after one year.

When she moved the sheep back to her home, she fed them in the backyard on the forage and also gave them some minerals and the residue from local beer (atella). The sheep are now herded with her brother's animals using a shepherd. The cost of the shepherd is 36 birr per year plus food.

Fanta said that the sheep had given her hope - *"Their breath makes the house lively"* and their dung was being used as fuel. So far, the two ewes have produced three lambs though one lamb died. She has a hope to get a better life from the sheep and she can sell some to fill the gaps in her financial needs or buy bigger livestock like a cow. Also, she said that she would feel proud when she was able to slaughter a sheep at festival times.

Important livestock diseases around Bekelomanika veterinary sub-clinic before and after clinic became operational.



Method: "Before" and "After" proportional piling with a group of 14 livestock owners in a coffee shop.