

**Federal Democratic Republic of Ethiopia
Pastoral Community Development Project II**

PROJECT PERFORMANCE ASSESSMENT



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Photos of activities supported by the Pastoral Community Development Project – Phase II (PCDP)

Front cover: Pastoral women bringing small ruminants to project watering constructed with PCDP support. Afar region, Chifra woreda.

Back cover: Newly financed PCDP water tank in pastoral settlement. Afar region, Chifra woreda (left); PCDP constructed village school. Afar region, Chifra woreda (right).

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Preface

The Independent Office of Evaluation of IFAD (IOE) undertook a project performance assessment of the Pastoral Community Development Project (PCDP) – Phase II, which was in effect from 2010 to 2014 and covered almost half of the pastoral and agro-pastoral districts in Ethiopia. PCDP was launched in 2003 and conceived as a programme of three phases extending over 15 years. The project is the result of a strong partnership between the Government of Ethiopia, the World Bank and IFAD.

The project successfully introduced community-driven development, which was key in empowering pastoralist communities. The attention by PCDP to gender and women's empowerment was noteworthy. The effects of better access of pastoral women to education and health, and their economic empowerment, could contribute to profound changes in their communities. The improvements of the livelihoods and resilience of pastoralists appear to be satisfactory, although stronger evidence would be desirable.

Although PCDP has been largely successful, there are some areas which need to be addressed and improved during the third phase, which is currently under way. These concern the inclusion of local knowledge and social and environmental effects due to the project, climate change and the sustainability of benefits generated. In addition, the assessment recommends that PCDP ensures that the mobility of pastoralists is respected, and that the project engages in a more open dialogue with other Ethiopian ministries and actors, and with development partners active in pastoral development.

This project performance assessment was led by Pradeep Itty, Lead Evaluation Officer, who was supported by Yacob Aklilu, consultant for pastoral development, and Valeria Cerza, consultant for agriculture and gender. Peer reviewers from the IOE who commented on the draft were Ashwani K. Muthoo, Deputy Director, and Catrina Perch, Evaluation Officer. Laure Vidaud, Evaluation Assistant, provided administrative support.

The Independent Office of Evaluation is grateful to IFAD's East and Southern Africa Division, the Government of Ethiopia, the World Bank-Ethiopia Country Office, in-country stakeholders and partners for their inputs and support provided to the mission. I hope the results generated will be of use to help improve Phase III of PCDP and, in general, to improve the lives of pastoralists in Ethiopia.



Oscar Garcia
Director
Independent Office of Evaluation of IFAD

Pastoral women at potable water point provided through PCDP support. Afar region, Chifra woreda.

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Currency equivalent

Currency unit = Ethiopian ETB (ETB); United States dollar (US\$)
US\$1.00 = 19 ETB (Jan 2014)

Abbreviations and acronyms

CDD	Community Demand Driven
CIF	Community Investment Fund
COSOP	country strategic opportunities programme
CPE	country programme evaluation
ESMF	Environmental and Social Management Framework
ESA	East and Southern Africa Division
FPCU	Federal Project Coordination Unit
GDP	gross domestic product
ICR	Implementation Completion and Results Report
ICRR	Implementation Completion Report Review (World Bank's Independent Evaluation Group)
IFAD	International Fund for Agricultural Development
IGA	income-generating activities
IGAD	Intergovernmental Authority on Development
IOE	Independent Office of Evaluation of IFAD
MTR	Mid-term Review
MST	Mobile Support Team
M&E	monitoring and evaluation
NGO	non-governmental organization
PAD	Project Appraisal Document
PAL	Participatory Action Learning
PCDP II	Pastoral Community Development Project – Phase II
PASDEP	Plan for Accelerated and Sustained Development Programme
PCR/V	project completion report validation
PDO	Project Development Objective
PPA	project performance assessment
RUSACCO	Rural Savings and Credit Cooperative
SNNPR	Southern Nations, Nationalities and People's Region
WDC	Woreda Development Committee

Glossary

<i>Woreda</i>	District
<i>Kebele</i>	A local community consisting of one or more villages

Executive summary

Background

1. Previous pastoral development projects in Ethiopia focused on improving livestock productivity to the near exclusion of social infrastructure and service delivery. Coupled with remote locations and lack of attention, pastoral areas were marginalized in terms of social services. At the request of the Government, the Pastoral Community Development Project (PCDP) was initiated in the spirit of the decentralized administrative system designed to address these vulnerabilities.
2. **The project.** PCDP was launched in 2003 with three phases and extending over 15 years. It is financed by the World Bank, the International Fund for Agricultural Development (IFAD), and the Government of Ethiopia and beneficiary communities. PCDP I was operational from 2003 to 2008, and PCDP II was implemented from 2010 to 2014. PCDP III is currently underway.
3. The two specific objectives of PCDP II were to: (i) improve the livelihoods of targeted communities; and, (ii) increase the resilience of Ethiopian pastoralists to external shocks. The first was to be achieved through improved access to social and economic infrastructure and financial services, and increased pastoral community engagement and decision making. The second through early warning and disaster early response.
4. The project was implemented in Afar, Oromia, Somali and Southern Nations Nationalities and Peoples Regions, representing approximately 45 per cent of pastoral and agro-pastoral districts in Ethiopia. Coverage was expanded compared to PCDP I and the target group consisted of 600,000 rural households (nearly 1.3 million people) in pastoral and agro-pastoral communities.
5. The project's planned budget was US\$138.7 million: US\$80 million from the World Bank/IDA (US\$23.4 million loan and US\$56.6 million grant); US\$39 million from IFAD (half loan and half grant); regional Government contribution (US\$5 million); and contribution from beneficiary communities (US\$14.7 million in cash and in kind).
6. **Objectives and focus of the assessment.** The main objectives of Project performance assessments (PPAs) are to: provide an independent assessment of the overall results of projects; and generate lessons and recommendations for the design and implementation of ongoing and future operations in the country. This PPA focused on selected issues that emerged in the preparation of the assessment: Monitoring and Evaluation; Community Driven Development and the types of choices presented to pastoralists; Policy Dialogue; and Gender Equality and women's empowerment.
7. **Methodology.** The PPA follows IFAD's Evaluation Policy, and the methodology, including the methodology outlined in IFAD's Evaluation Manual. As a general rule, a PPA is not expected to undertake quantitative surveys and, as such, this assessment necessarily relies on data from the project monitoring and evaluation (M&E) system, the World Bank Implementation Completion and Result Report, supervision reports and other project documents. In addition to a desk review, a PPA undertakes further data collection activities. These included project field visits in the Afar and Oromia regions, and individual and group discussions with stakeholders in project sites, Addis Ababa and at IFAD headquarters in Rome.
8. As with other PPAs, the primary information collected during the short country visit was limited because of the time available. This is particularly evident in this case, as PCDP covers a very large, remote and diverse territory. The PPA mission had to limit itself to only a few *communities* in the Afar region, with information supplemented by a visit to the Borana zone in the Oromia region. The PPA mission could not visit a large sample of PCDP interventions to verify if they were functional

and well used and managed but had to rely on the reviews carried out or mandated by the project.

Performance assessment

9. **Relevance.** The project's objectives were very relevant to the Government policies, to the aspirations of communities and to IFAD's Country Strategic Opportunities Programme. The concept and design were fairly relevant and major aspects were addressed to enhance the livelihoods of pastoralists, who are among the poorest and most neglected populations of the country. The design of the results framework had shortcomings and interventions catered more to the needs of those pastoralists who needed and wanted to settle, while not taking sufficiently into account the needs of the mobile population. Relevance is consequently rated as moderately satisfactory (4).
10. **Effectiveness.** The project development objective indicators relating to livelihoods were practically all achieved, and even grossly exceeded in the case of people accessing potable water, health services, small-scale irrigation and rural roads, and of livestock benefitting from access to veterinary facilities. However, this brings into question the way the targets were set. The indicators relating to resilience were largely achieved. Overall, as most indicators were achieved despite logistical and capacity problems in remote pastoral areas, effectiveness is rated as satisfactory (5). The main problem was the overall lack of evidence of the project's effectiveness in improving livelihoods and resilience of the pastoral target population through the combined effects of the various components.
11. **Efficiency.** Data for an overall assessment of the project costs in relation to the benefits generated are not available. However, according to the indications provided through disbursement performance, financial management, economic estimates and comparison of costs, PCDP II has been, by and large, efficient. The rating is therefore satisfactory (5).
12. **Rural poverty impact.** Results have been reported for increased **household income** through irrigation and access to loans, although the percentage of households having increased their incomes was lower than the target. There are indications of increased assets, especially in relation to livelihood enhancement (access to finance, irrigation, and roads) and risk reduction. Based on these indications, the PPA has provided a moderately satisfactory rating (4).
13. Regarding **human capital**, the project emphasized awareness raising, training and capacity building of communities, district and regional staff in various disciplines. In total, an estimated 1.91 million people benefitted from the project, and pastoralists were empowered through the community-driven development (CDD) approach of PCDP. This led to a satisfactory (5) rating.
14. PCDP II lacked evidence of change in **food security and agricultural productivity**, which therefore could not be rated by the PPA. The PPA rates natural resources, **environment and climate change** as moderately satisfactory (4). The reason is that documentation is very sparse and it is not clear if the level of assessment was robust enough in enabling communities to monitor the related effects of reduced mobility and prevent potential problems linked to the interventions.
15. In relation to **institutions and policies**, significant results were reached in terms of CDD and support to decentralization. However, a rating of moderately satisfactory (4) was given due to: insufficient inclusion of local knowledge, participatory action learning and open discussion on key issues such as risk management. Furthermore, only three policy studies were produced but did not lead to policy decisions.
16. **Sustainability.** Many aspects of sustainability are positive but the PPA sees the need to ensure that infrastructure is actually functioning and that concerned

authorities provide full support through closer dialogue and coordination. It also sees the need for appropriate advice for financial profitability of the interventions. Finally, in addition to supporting sedentarization for part of the pastoral population, mobility for the other pastoralists needs to be maintained. Given these factors, the rating is moderately satisfactory (4).

17. **Innovation and scaling up.** The main innovation from PCDP is the CDD approach. PCDP has been one of the furthest reaching projects in terms of depth of CDD (financial participation and management) and in terms of numbers reached across the country. The PPA mission was informed that communities have explicitly requested other projects to be implemented through the CDD approach. The work carried out under the component of Pastoral Risk Management is being further scaled up in Ethiopia and extended to Kenya and Uganda through the Regional Pastoral Livelihood Resilience Programme. Based on the above, the rating for innovation and scaling up is satisfactory (5).
18. **Gender and women's empowerment.** On economic empowerment: PCDP II enabled women in particular to benefit from income-generating activities due to their increased access to rural finance. On women and men having equal voice and influence in rural institutions: the voice of women is certainly not equal, but it has progressed, albeit modestly, in relation to rural finance committees and at the community level to determine priority investments. More equitable balance in workloads and in sharing economic and social benefits between women and men: improvement in women's workload was made in terms of time needed to access and transport water. In addition, increased access to education and health facilities should lead to greater social and economic empowerment. Considering the challenging gender situation in Ethiopia, and especially in pastoral societies, PCDP II has made worthwhile contributions to the advancement of equality. This results in a satisfactory rating (5).
19. **IFAD's performance.** As confirmed during the main mission, IFAD has built strong relationships with both the World Bank and the Government. Due to the good partnerships, the project was able to expand its activities and address implementation obstacles effectively and efficiently. The PPA rated IFAD's performance as satisfactory (5).
20. **Government's performance.** The performance of the implementing unit is rated satisfactory. In particular, the quality of the reports was good and they were submitted on time. Dissemination of testimonials and successful stories have greatly contributed to the visibility of PCDP II. One area which was less successful, both at the level of the implementing partners and of the Ministry, is exchanging experiences with other projects and ministries, in order to learn from and improve interventions for the benefit of the pastoralists being served. The rating is moderately satisfactory (4).
21. **Overall project achievement.** Overall, project achievements met most expectations and objectives, even grossly exceeding some of them. The project performed strongly on its major component, which was improving livelihoods through access to social and economic infrastructure and financial services. It was also successful in early warning and response. PCDP has not only scaled up its work from phase I to phase II, but has also improved its quality and delivery of results. There is scope to continue accordingly. The rating of overall performance is therefore satisfactory (5).

Conclusions

22. **PCDP II has produced substantial results for pastoral communities, a neglected and vulnerable part of the population.** Achievements include the improved provision of social and economic infrastructure and financial services. Success also includes early warning and response which were widely set up.

23. **Attention was directed to women.** If this attention is sustained, remarkable transformative outcomes are likely to emerge from the improved access of young girls to education and health services and in terms of their economic empowerment through financial inclusion and income-generating activities. Monitoring gender changes will be very important to avoid possible backlashes or adverse effects on women.
24. **Empowerment of pastoral communities through CDD** also stands out, especially in the Ethiopian context. Deepening and scaling up CDD will lead to public services better catering to the needs and aspirations of the Ethiopian pastoralists and other groups.
25. **M&E and knowledge management.** PCDDP has developed a relatively better system of M&E in comparison to other projects supported by IFAD in the country, which has enabled corrective measures to be made during implementation. However, the project has not generated sufficient results in terms of evidence of impact, or at least outcomes such as food security, health and income which can be expected from a programme of this duration and size. PCDDP has not sufficiently well exchanged experiences to enhance learning.
26. **Environment, natural resources and climate change have not been sufficiently taken into consideration.** This is based on the PPA's observations in the field and the fact that mobility as a strategy to manage environmental risks has not been examined by the documents reviewed.
27. **Sedenterization of a part of the pastoral population brings overall benefits as long as the mobility the remaining population is preserved.** The construction of schools and health posts, potable water supplies and irrigation schemes, such as undertaken by PCDDP, are likely to encourage settlements. The PPA is of the opinion that this is an unavoidable process. On the other hand, mobile pastoralism makes the most rational use of natural resources in semi-arid environments and provides the economic and social backbone in these regions, benefitting the semi-settled and settled communities.
28. **PCDDP has the opportunity to capitalize on its achievements and make decisive improvements until completion in 2021.**

Recommendations

1) Improve weaker aspects of the project (while continuing to scale up through PCDDP III)

29. **Local knowledge and social aspects.** PCDDP III should better take into account local knowledge and social aspects in designing interventions and adapting them to the needs and circumstances of the populations in pastoral areas.
30. **Environmental effects and climate change.** Visits of a representative sample of PCDDP interventions by environmental specialists to review positive and negative effects on the environment would be required to have a better view on impacts and decide if more systematic environmental screening is warranted.
31. **Sustainability of benefits.** To ensure the level of satisfaction of the past beneficiaries is maintained, and to make sure that the interventions undertaken are sustained, PCDDP III should systematically revisit PCDDP I and II groups of communities (*kebeles*), together with the local services related to the other ministries.

2) Ensure that the mobility of pastoralists is maintained and not constrained

32. The Project Appraisal Document of PCDDP III states that "various factors affect success of pastoralists to grow their livestock production systems. The most important of these are access to good rangeland as well as mobility, access to markets, access to services and severity of climatic shocks". The PPA endorses this

statement but ascertains that of all these factors, PCDP has not developed interventions that preserve mobility. The PPA's view is that the pastoral populations should have free and informed choice in pursuing a mobile way of life or in settling partially or fully.

3) Engage in open dialogue and collaboration

33. The targeted communities and the project impact will greatly benefit from an open exchange of experiences with other concerned ministries, departments and stakeholders, on the basis of better evidence and learning from experiences in pastoral development elsewhere.

IFAD Management's response

Management welcomes the overall evaluation findings of the Pastoral Community Development Project, Phase II (PCDP II) Project Performance Assessment (PPA) conducted by the Independent Office of Evaluation of IFAD (IOE).

Management is pleased to note that the PPA assesses the overall performance of the project as satisfactory (5) and recognizes that the project, while operating in a very remote and complex environment characterized by ethnic and cultural diversity, a wide range of livelihood systems and competing pressures on natural resources, achieved its expected objectives to improve the livelihoods and resilience of pastoralists.

Management concurs with the PPA assessment that the project paid appropriate attention to gender equality and women's empowerment in pastoral societies enabling women to benefit from income-generating activities and increased access to rural finance, education and health. Management is also satisfied with the finding that pastoral communities and institutions have been empowered through the community driven development (CDD) approach of PCDP and have been actively engaged in local development.

Management agrees with the PPA recommendations and will ensure that they are acted upon during the implementation of the ongoing third phase of PCDP (PCDP III) as recommended. In this regard Management would like to acknowledge the following:

- (a) ***Local knowledge and social aspects***
Agreed. Management agrees that the local knowledge and social aspects should be appropriately taken into account. Management is committed to supervise the due implementation of all planned activities in this regard. For instance, a Senior Environmental and Social Management Officer at federal level and an Environmental and Social Management Specialist at regional level have been recruited. Further, staff involved in implementation at all levels as well as communities are being trained and sensitized on the environmental and social safeguards.
- (b) ***Environment and climate change***
Agreed. Management agrees that environmental effects and climate change have to be carefully considered. Management will closely monitor the rigorous use of environmental and social assessments and safeguards, in collaboration with the World Bank, who is leading the supervision of PCDP III. The regions have made the necessary preparations to implement the Environmental & Social Management Framework (ESMF). The environmental and social screening for all planned 782 community sub-projects and rural livelihood programmes have been completed. Further, IFAD has joined and is engaged in the new pastoral development task force organized by the Rural Economic Development & Food Security (RED&FS) Platform under the Federal Ministry of Livestock and Fisheries (L&F) to facilitate linkages and coordination with other Government programmes. IFAD will also encourage the Implementing Agency to join this task force, as well as the World Bank, to ensure effective coordination.
- (c) ***Sustainability of benefits***
Agreed. Management shares the concerns expressed by the evaluation on the sustainability of benefits and will explore with the implementing agency how to address the recommendation in the on-going PCDP III, given that the community infrastructures developed under the previous phases have been handed over to the decentralized government structures.
- (d) ***Mobility of pastoralist***
Agreed. While concurring with the principle that the mobility of pastoralists should be maintained and not be constrained, Management disagrees with the specific list of activities that the PPA suggests to be carried out in order to achieve that.

Notwithstanding, Management will ensure that the community consultation process in the ongoing PCDP III is enhanced to be more inclusive and capture the priorities of mobile communities.

(e) ***Engage in open dialogue and collaboration***

Agreed. IFAD is committed to participate in the relevant technical committees and working groups of the country-driven RED&FS. In this context, IFAD will engage in an open dialogue across concerned ministries, departments and stakeholders. In addition, PCDP III has already initiated policy studies at regional level and is preparing a background document highlighting existing policies and critical policy implementation gaps focusing on the lessons from PCDP I and II. It is planned to organize a round table discussion with key national stakeholders and think tanks on issues affecting the pastoral areas in the country.

Management thanks IOE for the fruitful process and will ensure that lessons learned from this exercise are internalized to further improve the performance of IFAD-funded projects in Ethiopia and elsewhere.

Federal Democratic Republic of Ethiopia

Pastoral Community Development Project – Phase II

Project Performance Assessment

I. Objectives, methodology and process

1. **Background.** The Independent Office of Evaluation (IOE) of the International Fund for Agricultural Development (IFAD) undertakes two forms of project evaluations: project completion report validations (PCRVs) and project performance assessments (PPAs). PCRVs consist of a desk review of project completion reports and other supporting documents. PPAs, involving country visits, are undertaken on a number of selected projects for which PCRVs have been conducted.
2. In the above context, the Pastoral Community Development Project -II (PCDP II) in Ethiopia was selected for a PPA because PCDP is a major project externally co-funded by both the World Bank and IFAD. It operated in effect from 2010 and 2014 and entered in its third phase in 2014 scaling up the work and experience of the first two phases with a budget of over US\$200 million. Furthermore, IOE has been concurrently carrying out a Country Programme Evaluation (CPE) of IFAD's work in Ethiopia, and PCDP is an important element of the portfolio. As this project has been widely debated within and without Ethiopia, it was considered highly valuable to have it evaluated in more depth. As the World Bank is the Cooperating Agency, IOE consulted both with the World Bank and its Independent Evaluation Group before undertaking this CPE. The work programming between IOE and the Independent Evaluation Group did not permit a synchronized mission, but the two organizations have collaborated at different stages, in a manner that has informed the different assessments.
3. **Objectives and focus.** The main objectives of the PPAs are to: (1) provide an independent assessment of the overall results of projects; and (2) generate lessons and recommendations for the design and implementation of ongoing and future operations within the country. This PPA focused on selected key issues that emerged in the PCRV: Monitoring and Evaluation, Community Driven Development and the types of choices presented to pastoralists, Policy Dialogue and Gender equality and women's empowerment.
4. **Methodology.** The PPA follows IFAD's Evaluation Policy,¹ and the methodology, including evaluation criteria, outlined in IFAD's Evaluation Manual,² and the Guidelines for Project Completion Report Validation (PCRv) and PPA.³ A six point rating scale is applied to all evaluation criteria as described in annex I. In view of time and resource constraints, a PPA is not as a general rule expected to undertake quantitative surveys and, as such, necessarily relies on data available from the project monitoring and evaluation (M&E) system, the World Bank Implementation Completion and Results Report Review (ICRR), supervision reports and other project documents. In addition to a desk review, a PPA undertakes further data collection activities. These included project field visits in the Afar and in the Oromia regions, individual and group discussions with relevant stakeholders in project sites, Addis Ababa and at IFAD headquarters in Rome, in order to provide a more comprehensive assessment of project performance.
5. **Process.** Based on a desk review undertaken in October 2014 and the CPE preparatory mission in November 2014, key issues and information gaps were identified and specified in the draft Terms of Reference of this PPA. This was consulted with the Ministry of Federal Affairs of the Government of Ethiopia and the

¹ <http://www.ifad.org/pub/policy/oe.pdf>

² http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf

³ http://www.ifad.org/evaluation/process_methodology/doc/pr_completion.pdf

East and Southern Africa Division of IFAD (ESA), and finalized after taking into consideration the comments received (annex II).

6. A combined CPE cum PCDP II PPA mission to Ethiopia took place from 19 February - 14 March 2015. Meetings were held in Addis Ababa with key partner ministries and institutions, including the Project Coordination Unit and the Ministry of Federal Affairs, the Ministry of Agriculture (Animal Resources Development Sector and the Disaster Risk Management and Food Security Sector), non-governmental organizations (NGOs) such as Pastoralist Forum of Ethiopia, Oxfam and Save the Children, research institutions and independent consultants.⁴ Field visits to project areas were conducted in Afar region in three *woredas*, namely, Chifra and Direa (PCDP II *woreda*) and Mille, (a *woreda* which was not covered by PCDP II and served as control *woreda*). In Oromia region, visits to PCDP project areas were made to Dire *woreda* and focussed on the Rural Savings Cooperatives (RUSACOs) – sometimes also referred to Pastoral Savings Cooperatives or PaSACOS- supported by PCDP. The mission team also met the country office staff of the World Bank to discuss project performance of PCDP II and the partnership with IFAD. At the end of the mission, the preliminary PPA findings were presented at a wrap-up meeting organized by the Government for all the partners of the IFAD Ethiopia programme. In addition, a dedicated meeting was held with the Minister of Federal Affairs, his staff and the IFAD Country Director for more in depth discussion.
7. Based on desk review findings and data collected in the country, this report was prepared by the PPA team. It was thereafter peer reviewed by IOE for quality assurance before being shared with ESA and the Government of Ethiopia, for their comments before finalizing and publishing the report.
8. **Project monitoring and evaluation system.** PCPD II had an extensive M&E system. The Participatory Monitoring and Evaluation (PM&E) system was effective in collecting and analyzing data. The project developed simple monitoring formats to collect and compile information during implementation and track implementation problems in a timely manner. Information at community level was collected and analysed at *woreda*, regional and federal levels. The project also established an automated MIS data that fed back into project management and allowed project staff to focus on sub-projects whose completion or functionality was lagging. Baseline data were compiled using secondary data at start up, but were not used at completion for which another 'baseline' was drawn by the external consultant mandated for an 'End evaluation'. There is therefore an issue of time and incongruity between the baselines.
9. The project was reviewed through an 'End evaluation' commissioned by the Ministry of Federal Affairs,⁵ and an Implementation Completion and Results Report was carried out,⁶ followed by the World Bank ICRR,⁷ and thereafter the Government also produced an end of Project Performance Report.⁸ The two key reports which this CPE uses are the 'End evaluation' as this report on the data it collected and the World Bank ICRR which is considered by both the World Bank and IFAD as the official completion report.
10. **Limitations of the PPA.** The PPA complements reports and assessment by using information collected during the mission and triangulated to either support or not the results reported by the project. As with other PPAs, the primary information collected during the short country visit was limited because of the time available to conduct the field visits. This is particularly obvious in this case as PCDP covers a very large, remote and diverse territory. The PPA mission had to limit itself to few

⁴ A list of persons met during the country visit is given in annex VI.

⁵ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, End Evaluation, Loyya Consult, March 2014.

⁶ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, Implementation Completion and Results Report on PCDP II, BDS Center for Development Research, April 2014.

⁷ World Bank, PCDP II - Implementation Completion and Results Report Review, October 2014.

⁸ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, End of Project Performance Report, February 2015.

kebeles in the Afar region with specific information supplemented by the CPE sub-team who visited the Borana zone in the Oromia region. The PPA mission could not visit a large sample of PCDP realizations to verify if they were functional and well used and managed but had to rely on the reviews carried out and which contain a fair amount of information and data. In particular, the End Evaluation,⁹ conducted 176 focused group discussions and interviewed 920 households in a total of 88 *kebeles* from 20 sample *woredas*, of which 16 were beneficiary and 4 control. The report does, however, not provide information on the current functional state of 130 infrastructure units visited nor on their use. The End of Evaluation report states that 'to get a good representation of the project performance, the sample of *woredas* and *kebeles* were carefully selected by the regional project coordination units in consultation with the federal project coordination units'.¹⁰

⁹ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, End Evaluation, Loyya Consult, March 2014.

¹⁰ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, End Evaluation, Loyya Consult, March 2014.

II. The project

A. The project context

11. **Geography.** With an area of 1.2 million square kilometres Ethiopia is the largest country in the Horn of Africa bordered by Eritrea to the North, Djibouti and Somalia to the East, Somalia and Kenya to the South and Sudan and South-Sudan to the West. The total population in 2014 was estimated at 96.5 million with the rural population accounting for 81 per cent of the total.¹¹ Ethiopia has witnessed a decline in per capita land holding due to high population growth. Pastoral and agro pastoral areas of Ethiopia are largely located in the lowlands which cover about 60 per cent of the territory (over 500,000 km²) and are home to 12 million people (about 12-15 per cent of the country's total population).
12. **Political context.** The Ethiopian People's Revolutionary Democratic Front (EPRDF) has governed Ethiopia since 1991. Prime minister Meles Zenawi led the government from 1995 until his death in 2012. His deputy, Hailemariam Desalegn, has been prime minister thereafter until the 2015 legislative election. After the political crisis following the 2005 elections, the third national elections held in 2010 were generally peaceful. The ruling Ethiopian Peoples' Revolutionary Democratic Front (EPRDF) emerged with all but two seats in the Federal House of Parliament. The border conflict with Eritrea remains unresolved, although outright conflict remains improbable. Furthermore, fragility in Somalia poses immediate security challenges.
13. Since 1995 the government has implemented an ambitious decentralization program by devolving authority to autonomous regions and then sub-regional governments. However limited institutional capacity at district and lower level is a challenge faced during the process.
14. **Economy.** Economic growth averaged 10.4 per cent annum during 2009-2013.¹² Gross Domestic Product (GDP) growth is expected to average 10 per cent in 2014/2015, and to remain at about 9 per cent in the coming years according to the World Bank Global Economic Prospects.
15. Between 2010/11 and 2012/13 the agriculture sector grew between 9 per cent and 4.9 per cent per annum, while the other sectors rose even more rapidly. Agriculture accounts for 43 per cent of the GDP in 2012/13 and the services sector is now the largest with 45 per cent of GDP while industry contributes 12 per cent.¹³ Although its share of GDP has been declining over the past decade, agriculture continues to be the backbone of the Ethiopian economy, contributing to about 80 per cent of employment and 70 per cent of export earnings in 2012/13.¹⁴
16. **Poverty.** The rapid and broad-based economic growth registered over the last years has been effective in generating employment, improving income and reducing poverty. Employment has been created for instance through micro and small scale enterprises and large scale public projects. As a result, in 2012, urban unemployment rate has decreased to 17.5 per cent from 20.4 in 2009.¹⁵ Unemployment and underemployment remain, however, critical challenges in Ethiopia as the population is steadily growing. Per capita income has increased from US\$373 in 2009/10 to US\$550 in 2012/13. According to the Household Income and Consumption Expenditure Survey, the headcount poverty has declined from 38.7 per cent in 2004/05 to 29.6 per cent in 2010/11, in rural areas the rates

¹¹ EIU, Ethiopia Country Report 1st Quarter 2015 and World Bank, Databank:

<http://data.worldbank.org/indicator/SP.RJR.TOTL>.

¹² IMF SSA Report and Ministry of Finance and Economic Development, Annual Progress Report for F.Y. 2011/12.

¹³ Ministry of Finance and Economic Development, Growth and Transformation Plan Annual Progress Report for F.Y. 2010/11; 2011/12 and 2012/13.

¹⁴ African Economic Outlook, Ethiopia 2104, African Development Bank, OECD, UNDP:

http://www.africaneconomicoutlook.org/fileadmin/uploads/aeo/2014/PDF/CN_Long_EN/Ethiopie_EN.pdf

¹⁵ Unemployment and Labor Market in Urban Ethiopia: Trends and Current Conditions, Fitsum Dechasa Kibret, 2014.

fell from 39.3 per cent to 30.4 per cent whereas in urban areas the decline was larger as it fell from 35.1 per cent to 25.7 per cent. Much of the decline since 2004/5 is attributed to a decline in urban poverty, poverty is therefore still more of a rural phenomenon and inequality in rural areas started to rise.¹⁶ About 2.7 million people are still expected to be dependent on emergency food aid and another 7 million people are estimated to be chronically food insecure in 2013/14 in the pastoral, agro pastoral and some drought prone areas.¹⁷ Overall, Ethiopia is on track to meet 6 Millennium Development Goals (1, 2, 3, 4, 6, and 8) and likely to meet the other 2 Millennium Development Goals (5 and 7). (See footnote 18).

17. **Pastoralists and livestock.** Ethiopia has the largest livestock inventory in Africa, including more than 49 million cattle, 47 million small ruminants, nearly 1 million camels, 4.5 million equines and 45 million chickens, with livestock ownership currently contributing to the livelihoods of an estimated 80 per cent of the rural population.¹⁸ As estimated by the Intergovernmental Authority on Development (IGAD) Center for Pastoral Areas and Livestock Development (ICPALD) in 2013, livestock production accounted for about 47 per cent of agricultural GDP. Livestock in pastoral regions accounts for an estimated 40 per cent or so of the country's total livestock population. Noteworthy is that cattle from pastoral areas provide also draft animals for the Ethiopian highlands. Despite the important contribution to the national economy, pastoralists and agro-pastoralists are among the poorest and most vulnerable rural households in Ethiopia.
18. It is estimated that the Somali pastoralists constitute 53 per cent of the pastoral population followed by the Afar 29 per cent, the Borana 10 per cent. The remaining 8 per cent are found in Gambela, Benishangul and Tigray regions.¹⁹
19. Remittances play an important role in Ethiopia also for pastoralists. It has been reported for instance that some diasporas in Somali region send their money to be saved in form of livestock, mainly camel, to assist the clan and sub-clan with camel milk during prolonged drought; according to a household survey in this region, up to 57 per cent of the pastoralists and agro-pastoralists are beneficiaries of remittances irrespective of the amount of wealth they have. (See footnote 20).
20. Main development issues reported by PCDP are: land-tenure security for grazing land and constrained mobility due to new settlements, encroachment by sedentary populations as well as large-scale development schemes; poor access to public and social services; weak government institutions and limited public participation in local decision-making processes; environmental degradation, increasing shocks and asset depletion; vulnerability to recurring droughts exacerbated by climate change; restrictive livestock marketing and export policy; restrictions on movement and conflicts related to natural resource management and regional competition.²⁰
21. **The project background.** Previous pastoral development projects in Ethiopia²¹ focused on improving livestock productivity to the near total exclusion of social infrastructure and service delivery. Coupled with remote locations and lack of attention, pastoral areas were marginalized in terms of social services. Following the Plan for Accelerated and Sustained Development Programme (PASDEP) - which was Ethiopia's Poverty Reduction Strategy Paper- and at the request of the

¹⁶ Ministry of Finance and Economic Development, Growth and Transformation Plan Annual Progress Report for F.Y. 2012/13 and Ministry of Finance and Economic Development, Development Planning and Research Directorate, 2012. Ethiopia's progress towards eradicating poverty: an interim report on poverty analysis study 2010/11.

¹⁷ African Economic Outlook, Ethiopia 2014, African Development Bank, OECD, UNDP.

¹⁸ Ethiopia Dairy Value Chains, USAID CA No. 663-A-00-05-00431-00 Land O'Lakes, Inc. IDD. November 2010.

¹⁹ Gebremichael Yohannes, 2015. Opportunities and challenges of government implementation strategies in pastoral areas: Shinile district, Somali region, Ethiopia. In: Institute for Peace and Security Studies, Addis Ababa University. The intricate road to development; government development strategies in the pastoral areas of the Horn of Africa.

²⁰ World Bank, PCDP II Project Appraisal Report, 2008 and World Bank, PCDP III Project Appraisal Report, 2013.

²¹ For example, the World Bank-financed Third Livestock Development Project, implemented in the three major pastoral areas of Ethiopia, exclusively focused on developing the livestock sector.

Government, the PCDP was initiated in the spirit of the decentralized administrative system designed to address these vulnerabilities.

22. **Description of PCDP I.** PCDP is a programme launched in 2003 with three phases and extending over 15 years. It was financed by the World Bank, IFAD, the Government of Ethiopia and beneficiary communities. The World Bank is the Cooperating Institution for all three phases. PCDP I was operational from 2003 to 2008. The Project Development Objective was to provide capacity-building and establish effective models of public service delivery, investment and disaster management in selected pastoral areas that address communities' priority needs and reduce their vulnerability. It aimed at identifying, piloting processes and institutionalizing mechanisms introduced. Some 94 per cent of PCDP I resources were disbursed 12 months before the closing date (PCDP II Appraisal Report).
23. In February 2011 IOE undertook a PCR of PCDP I, based on both the World Bank and the Government of Ethiopia Implementation Completion Reports. The overall assessment was moderately satisfactory with most of the criteria rating likewise. Critical points include: results framework and M&E; implementation of the disaster-management component; inappropriate financial planning and monitoring leading to 25 per cent of sub-projects not completed because of lack of funds; social and environmental screening having come to a standstill; non recruitment of environmental specialists at federal and regional levels; studies conducted being more appropriate to sedentary agriculturists than to pastoralists; the design not giving sufficient attention to sustainability; lack of gender strategy and underrepresentation of women in project implementation bodies. The main points on the satisfactory side were: the relevance and the fact that more than 80 per cent of communities and local stakeholders were satisfied with PCDP and wished a second phase; the human and social capital built through capacity development and empowerment and educational facilities; community driven development as an innovation in the country and foreseen for scaling up in the second phase. The performance of IFAD was evaluated as moderately satisfactory as IFAD was more involved in implementation only once the field presence office was established in 2005. The Government's performance was evaluated as moderately unsatisfactory because of the approval of micro projects beyond the financial balance available, its funding of only 68 per cent of the appraisal projection, the process of moving responsibility from the Ministry of Agriculture to the Ministry of Federal Affairs and the poor collaboration between Government units and with NGOs.
24. The World Bank's Independent Evaluation Group reviewed PCDP I Implementation Completion Report in August 2011 and rated the outcomes, the Bank performance and the Government performance as moderately unsatisfactory while the risk to development outcomes was assessed as significant. Reasons reported were the shortcomings of the quality at entry, serious capacity constraints for implementation, 25 per cent of subprojects were incomplete, 20 per cent of completed projects were not operational, the considerable risks of elite capture and the government not having the instruments or the experience to guarantee success in decentralization of decision-making. Furthermore, long gaps between supervision missions, the lack of candour and failure to follow-up on problems weighed in the performance of the Bank while the M&E design was weak with key performance indicators not well linked to the Project Development Objectives. The ICR was also difficult to prepare due to the manifold shortcomings of the project's results framework and the various data insufficiencies.
25. **Description of PCDP II.** PCDP II was implemented in effect from 2010 to 2014, triggered by the demonstrated capacity of communities and local governments to disburse PCDP I well ahead of schedule, following initial difficulties. Given the long-term requirement for effective State support to pastoralist livelihoods and service

delivery in the Ethiopian lowlands, the Government of Ethiopia, IFAD and the World Bank saw the confirmation of the need to continue their engagement with PCDP II.

26. **Project objectives.** According to the Project Appraisal Document (PAD), the overall objective of PCDP II was 'to sustainably improve the livelihoods of pastoralists living in the arid and semi-arid Ethiopian lowlands'. The PAD explained that 'a livelihood is defined as a people centered concept comprising four key elements related to the well-being of individuals and families: i) growth and stability of income; ii) access to social and public services; iii) the social relations, institutions and natural environment that facilitate or constrain standards of public services; iv) reduction of vulnerability to disaster.
27. Two specific objectives were defined in the Results framework of the PAD and the President's report: (i) improving the livelihoods of targeted communities; and, (ii) increasing the resilience of Ethiopian pastoralists to external shocks. The first was to be achieved through improved access to social and economic infrastructure and financial services, increased pastoral community engagement and decision making. The second through early warning and disaster early response. Finally, improved access to information and awareness of pastoral development issues was also aimed at. While recognising the central role that animal production plays, PCDP II also helps to identify and develop alternative livelihoods, including sedentary agriculture and non-agriculture income generation with a view of enhancing the development prospects of different segments of the pastoral populations.
28. **Project areas and target groups.** The project was designed to be implemented in 55 *woredas* of Afar, Oromia, Somali and Southern Nations Nationalities and Peoples Regions, representing approximately 45 per cent of pastoral and agro-pastoral *woredas* in Ethiopia. Coverage was expanded to 23 additional *woredas* compared to PCDP I. The target group consisted of 600,000 rural households (nearly 1.3 million people) in pastoral and agro-pastoral communities.
29. **Project costs.** The project's planned budget was US\$138.7 million,²² US\$80 million from the World Bank/IDA (US\$23.40 million loan and US\$56.60 million grant), US\$39 million from IFAD (half loan and half grant), regional Government contribution (US\$5 million) and contribution from beneficiary communities (US\$14.7 million in cash and in kind).
30. **Components.** The project was structured around the following components (breakdown according to ICR indications p. 31): (i) Sustainable Livelihoods Enhancement (68.7%) for which all the government and beneficiary contributions went to; (ii) Pastoral Risk Management (22.3%); (iii) Participatory Learning and Knowledge Management (1.4%); (iv) Project management (7.2%). In addition, US\$5.8 million were foreseen for contingencies.
31. **Changes during implementation.** No significant external events affected the project context but the Mid-term Review (MTR) in 2011 introduced operational changes to reduce significant delays in implementation and to improve development outcomes.
32. The four original Project Development Objective (PDO) indicators were revised after the MTR: six new PDO indicators were added, three indicators were raised from intermediate to PDO level and two of the original four were dropped. The resulting PDOs are presented in tables 1, 2 and 3 along with the main intermediate indicators. Although two qualitative PDO indicators were dropped along with various intermediate indicators, some continued to be monitored and an

²² The World Bank Appraisal Report and the ICR give a total budget of US\$133.2, the differences could not be explained to the CPE.

assessment was undertaken through the 'End evaluation' survey conducted by an external consultant and these provide information on achievements.²³

B. Project implementation

33. **Implementation arrangements.** The project was executed by the Ministry of Federal Affairs who had overall responsibility. The Ministry of Federal Affairs had the possibility to convene a Federal Inter-ministerial Board (FIB) consisting of the Ministries of Education, Water, Health and Agriculture to discuss integration of activities. The Federal Project Coordination Unit (FPCU) was responsible for overall project management, annual planning, fiduciary management, liaison with federal stakeholders groups, project communication, overall M&E and reporting, strategic staff capacity-building and mobilization of technical backstopping. The Regional Project Coordination Units (RPCUs) were responsible for the planning, management and coordination of project activities, and for facilitating capacity-building. Committees were formed at lower levels (Woreda Development Committee [WDC]) and Kebele Development Committee). The implementation of the project was well embedded into the existing federal, regional and local institutional structures.
34. **Project approach.** PCDP has been conceived around community-driven development (CDD), participatory action learning cum sustainable livelihood approaches (SLA) and decentralized decision making development processes. Communities developed Community Action Plans (CAP) and contributed in cash (5 per cent) and labor (10 per cent) to qualify for project funding, with cash deposited in advance. By design (i.e., project fund allocations) and community choice, most activities focused on basic social service infrastructure. Regional and *woreda* governments committed to equip and operate the facilities.

Component 1. Sustainable livelihoods enhancement

35. This component aimed at providing sustainable access to critical social and economic infrastructure and financial services to pastoral and agro-pastoral communities. With a budget of US\$93.4 million, this was PCDP II's largest component. It was designed to strengthen decentralization processes for participatory planning at the community and *woreda* levels within regional government structures. The focus was on engaging women and men in designing and implementing Community Action Plans (CAPs), including identifying, budgeting, implementing and evaluating sub-projects. PCDP Mobile Support Teams (MSTs) provided technical support for capacity development for a range of actors, including training in community-based conflict management. The two subcomponents were the Community Investment Fund (CIF) and the Rural Livelihoods Programme.

(i) Community Investment Fund (CIF). The CIF financed community projects through grants appraised and endorsed by WDC (supported by the MSTs). The Committees included administrative representatives, customary institutions and beneficiary communities. As verified during the field visits, each community was offered to prioritize investment options such as water supply, micro irrigation, healthcare, education and rangeland management. The demand driven and community centred development model of the project ensured ownership of the investment prioritized and implemented by the target communities. Accordingly, a total of 2.85 million pastoralists and agro-pastoralists, were mobilized, sensitized and consulted during community action plan (CAP) preparation processes. 41 per cent of this population were female and 19 per cent youth.

36. The proportion of projects was highest in Somali (46 per cent), followed by Oromia (25 per cent), Afar (15 per cent) and Southern Nations, Nationalities and People's Region (SNNPR) (14 per cent). According to the Ministry of Federal Affairs' End of Project Performance report, of the planned 2,682 projects, 2,664 were completed.

²³ Government of Ethiopia, (Ministry of Federal Affairs), PCDP-II, End Evaluation, Loyya Consult, March 2014.

Of these, 2,658 were operational as of the end of January 2015. This included 874 schools (33 per cent), 594 water supply schemes (22 per cent), 401 human health posts (15 per cent), 373 livestock health posts (14 per cent), 177 micro-irrigation schemes (7 per cent), 159 community roads (6 per cent) and 86 other projects (3 per cent).²⁴

(ii) Rural Livelihoods Programme. This subcomponent was implemented by the Federal Cooperative Agency and its line bureaus in regions and *woredas*, with support from the Ministry of Federal Affairs. Of the planned 548 rural savings and credit cooperatives (RUSACCOs), 448 were formed and legally registered as savings and credit cooperatives. Of these, 428 opened saving bank accounts by the end of the project; 416 received project seed money and engaged in inter-loan activities. Women benefitted most from this component, representing two-thirds of the 30,731 registered members. The RUSACCOs' objective was to facilitate income-generating activities (IGAs) and to increase involvement of women in economic activity. Once established and registered, the pastoral RUSACCOs were eligible for project financing, account books and promotional material as well as a grant to facilitate IGA (including micro-entrepreneurship) undertaken by the beneficiary communities. The World Bank-ICRR reported that 70 per cent of RUSACCOs' members had active loan accounts and 100 per cent of members had active saving accounts.

37. RUSACCOs mobilized ETB 23.07 million in savings and ETB 6.9 million in paid share capital. Most mature loans were reportedly repaid. A total of 168 RUSACCOs were established in Oromia, 147 in Somali, 73 in SNNPR and 60 in Afar. Some 23,000 members accessed loans by the end of the project.

Component 2. Pastoral risk management

38. Pastoral risk management was the second largest component and had the goal of strengthening the prevention and mitigation of disaster risks in pastoral and agro-pastoral areas through two sub-components, namely i) Pastoral Early Warning and Response Programme and ii) Disaster Preparedness Investment Programme.
39. **(i) The Pastoral Early Warning and Response Programme**, aimed at improving and expanding the existing Pastoral Early Warning Systems through a participatory approach, including the preparation of *woreda* Disaster Preparedness Contingency Plans to be aggregated at regional level. The short term focus was on the provision of appropriate training and equipment. Medium term assessment of trends was based on regular collection and analysis of data relevant to specific livelihood zones which relate to the main income sources of the population (e.g. riverine farming, agro-pastoralism, fishing etc.). The ultimate objective was to set up a system for providing regular early warning information for 129 *woredas* covering practically all the *woredas* of the four regions targeted. Activities included strengthening or establishing Disaster Risk Management Committees (DRMC) at *woreda*, zone and regional levels. 522 community data collectors from 529 *kebeles* were trained and employed for 5 days/month. Data collection formats were translated into Afaan Oromo, Somali and Afar. Disaster risk and vulnerability profiles were developed for *woredas*. Regions and *woredas* were equipped with motorcycles and appropriate communication, data servers, computers and accessories. Seasonal food security assessments were also conducted. Community data collectors were replaced by *woreda* development agents following the conclusion of PCDP II.
40. The Early Warning and Response Directorate of the Ministry of Agriculture has disseminated monthly early warning reports to all concerned stakeholders (100 per cent, exceeding the 80 per cent target). In addition, based on the information provided by the Pastoral Early Warning System, the project provided

²⁴ Ministry of Federal Affairs, 2015. PCDP II End of Project Performance Report.

assistance for emergency response (e.g. water distribution) to affected populations. These amounted to ETB 5.27 million in Afar, ETB 5.25 million in Somali, ETB 3.61 million in Oromia and ETB 1.77 million in SNNPR plus an additional ETB 2,55 million for flood affected emergency response.

41. **(ii) Disaster Preparedness Investment Programme**, aimed at supporting the development of regional disaster preparedness strategies and prioritized investment plans, as well as the provision of grants to beneficiary communities to carry out disaster preparedness sub-projects. Under this component, a total of 162 strategic sub-projects were implemented in all four pastoral regions including water development (58), rangeland management (32), forage development (23), livestock markets (16) and irrigation (7). The intermediate indicator for the preparation of Disaster Preparedness Contingency Plans (DPCPs) from pastoral and agro-pastoral sub-projects was not achieved. At the time of the World Bank-ICRR, only 6.15 per cent of pastoral and agro-pastoral sub-projects had prepared DPCPs, while the target was 80 per cent.

Component 3. Participatory learning and knowledge management

42. This component aimed at involving pastoralists and local development-support organizations in knowledge-generation and documentation activities through three sub-components:
43. **(i) Participatory action learning (PAL)**. This sub-component was to support pastoral communities in the identification of research topics (stemming *inter alia* from indigenous knowledge and local innovation) and jointly conduct such studies with research specialists and development agents. The PAL activities were not implemented as planned due to the following factors: capacity constraints of the MSTs and *woreda* staff; established PAL groups were neither informed of the objectives nor consulted on local innovations for documentation and scaling up; assigned staff and stakeholders found the new concept challenging to integrate in the implementation process. As the PAL had not met its targets at the time of the MTR mission, the Federal Project Coordination Unit requested its cancellation and the reallocation of the PAL resources to other knowledge management activities, namely the identification and documentation of 11 best practices and studies to inform policy-makers and create awareness about PCDP II. At the time of the World Bank-ICRR, there was still little evidence of these studies being put into practice; nevertheless, they could still prove valuable in the future to policies and practices in the pastoralist community.
44. **(ii) Knowledge management and networking**. Implemented activities under this subcomponent included: the development of a PCDP website (with more than 60,000 visitors, as reported by the Ministry of Federal Affairs); documentary films on PCDP activities were broadcasted on the national TV in Afar, Somali, Amharic and Afaan Oromo; a 30 minutes documentary film about PCDP II was produced in Amharic and English; mini media clubs were formed in 38 schools to disseminate the objectives of the project; experience sharing visits were arranged between *woredas*; and, a weekly radio program was broadcasted for a period of one year on pastoralist issues. These broadcasts included news, interviews with community elders and local administrators, storytelling, dramas and other segments of interest in different languages. The project also played a lead role in organizing the Ethiopian Pastoral Day Celebrations with high level participation with the presence of Ministers or even his Excellency the Prime Minister. Knowledge management activities also included setting up resource centers at FPCU and RPCU levels, and the development and translations of manuals and guidelines, training modules, workshops and review meetings.
45. **(iii) Policy implementation studies**. Under this component three policy studies were undertaken but no policy decisions have been taken.

Component 4. Project management

46. The Ministry of Federal Affairs' FPCU was responsible for the overall PCDP II management, coordination and backstopping at the federal level. The decentralized approach provided RPCUs, housed in pastoral commissions or Bureaus of Agriculture, substantial management roles at regional levels, with the WDCs having similar roles at *woreda* levels.
47. Major implementation issues identified by the mid-term review were: (i) financial replenishments were held due to late submissions of Statement of Expenditures, resulting in construction delays due to capacity constraints; (ii) high staff turnover of trained MSTs and WDC members; (iii) weak capacity of internal audit control; (iv) security issues impacting implementation in some *woredas*; and, (v) the need for adjustments of the results framework for better measurement of the PDOs.
48. While staff turnover remained a chronic problem,²⁵ construction delays were addressed. It was authorized to increase the first tranche payment for remote communities from 30 to 50 per cent. The CIF grant ceiling was raised from US\$35,000 to US\$50,000 and the community cash contribution was capped at 5 per cent. *Woredas* affected by security issues in Somali Region were replaced with other *woredas*. These measures ultimately reduced delays with cash advances averaging less than four months. Yet, despite the setup of an internal audit and fiduciary control, the project had to rely on external audit function due to capacity weaknesses, according to the Bank's ICRR.
49. The M&E system of the project was regarded as fair with regard to outputs, both with the original and the restructured PDOs, with improvements observed in measuring progress after the restructuring process. In acknowledgement of the robustness of the system, the Bank's ICRR states that "In retrospect, it would probably have been better to retain community satisfaction survey results in the M&E framework". The system was able to track physical progress of the project in detail and to provide output-oriented reports on a regular basis, while providing staff with timely information for remedial actions. The M&E system also benefitted the Pastoral Risk Management component by gathering data through community data collectors which, in turn, were fed to the Early Warning Regional Bureaus and the Early Warning and Response Directorate for analysis and interpretation. The system also provided proxy indicators for measuring active savings accounts and loans for RUSACCOs.

²⁵The high turnover of trained staff affecting project implementation is viewed differently by higher authorities. It is considered as the inevitable outcome of the country's economic growth attracting skilled staff to better job opportunities. This problem may likely continue with PCDP III, as well.

Table 1

Results achieved in relation to Project Development Objective 1: Sustainable Livelihoods Enhancement

Social services	
Project Development Objectives indicator	Result
<i>Per cent of the targeted community members satisfied with service delivery through PCDP II-financed social infrastructure</i>	Achieved 87% actual, 70% target
Per cent of girl students enrolled (grade 1-8) in PCDP constructed school sub-projects per year	Almost achieved 43% actual, 45% target
People with improved access to potable water sub-projects	Achieved and exceeded 1 232 166 actual, 150 000 target
People with increased access to health services provided by the PCDP constructed facilities	Achieved and exceeded 757 648 actual, 450 000 target
Intermediate indicator	
Percent of community members disaggregated by gender attending project-related meetings (total, female, youth)	Achieved t: 54% actual, 50% target f: 42% actual, 30% target y: 19% actual, 20% target -almost achieved
Percent of approved (budgeted) community sub-projects completed each year	Achieved actual 99%, target 80%
Percent of PCDP (social and infrastructure) sub-projects completed that become operational	Almost achieved actual 93%, target 100%
<i>Percent of woredas posting woreda CIF plans, budgets and service performance at public centers</i>	Achieved actual 100%, target 90%
<i>Percent of woredas with a complaint redressal system for CIF</i>	Achieved actual 100%, target 90%
Economic services	
Project Development Objectives indicator	Result
<i>Percent of savings and credit beneficiaries whose household income has increased</i>	Not achieved actual 63%, target 80%
Percent of RUSACCO members with active <u>loan</u> accounts: total (t) and female (f)	Total achieved 70% actual, 70% target Not achieved for female 72% actual, 90% target
Percent of RUSACCO members with active <u>savings</u> accounts: total (t) and female (f)	Achieved total actual 100%, 95% target female actual 100%, target 70%
Number of livestock benefiting from increased access to health facilities subprojects	Achieved and exceeded 2 290 170 actual, 450 00 target
Households with improved access to small scale irrigation subprojects	Achieved and exceeded 43 574 actual, 9 500 target
People with improved access to rural roads subprojects	Achieved and exceeded 364 907 actual, 200 000 target
Intermediate indicator	
<i>No. of credit beneficiaries</i>	<i>actual 33 274, no target*</i>
Percent of rural savings and credit groups established that are offering credit service two years after establishment	Achieved actual 100%, target 80%
<i>Percent of savings and credit groups with <5% 30-day overdue payments</i>	Achieved actual 96%, target 95%

* Implementation Completion and Results field mission 3/19/2014, includes 18,467 beneficiaries from own savings and 14,807 from seed capital.

NB: Indicators and results in italics were formally dropped in 2011 after the Mid-Term Review restructuring but most data continued to be monitored which permitted reporting on final results.

Table 2

Results achieved in relation to Project Development Objective 2: Improved resilience

Project Development Objective indicator	Result
<i>Percent of community members satisfied with timeliness, quantity and quality of disaster early response</i>	Achieved according to Project End Term Evaluation 75.7% of households, 70% target
Percent of Disaster Early Response Grant-financed early response activities within one month after request is officially submitted up on pastoral area Early Warning System identifying change from "normal" conditions	Achieved 100% actual, 80% target
Early warning information on disaster risks available for all pastoral and agro-pastoral woredas	Almost achieved 122 actual, 126 target (96.8%)
Intermediate indicator	
Percent of early warning monthly reports and quarterly early warning bulletins produced and disseminated (national and regional) by Early Warning Response Department of Ministry of Agriculture	Achieved 100% actual, 80% target
<i>Four regions prepare comprehensive strategic disaster preparedness investment plans</i>	Achieved 4 out of 4
Percent of community based disaster preparedness infrastructure investments that are operational and have maintenance plans	Achieved 94% actual, 85% target
Percent of approved budgeted disaster preparedness infrastructure investments sub-projects completed each year	Achieved 89% actual, 80% target
<i>Percent of available disaster preparedness infrastructure investments resources expended on prioritized strategic investments by region</i>	Not achieved 68% actual, 85% target
Percent of pastoral and agro-pastoral projects prepare and review Disaster Preparedness Contingency Plans	Not achieved 6.15% actual, 80% target

NB: Indicators and results in italics were formally dropped in 2011 after the Mid-Term Review restructuring but most data continued to be monitored which permitted reporting on final results.

Table 3

Results achieved in relation to Project Development Objective 3) Participatory learning and knowledge management

Intermediate indicator	Result
<i>Number of Participatory Action Learning Groups that have completed research activities</i>	Not achieved: actual N.A., target 64
<i>Number of policy implementation studies and number of decisions legislated in support of policy frameworks</i>	Not achieved: actual studies 3, target 5; actual decisions 0, target 2

Key points

- PCDP is a large programme launched in 2003 with three phases and extending over 15 years, financed by the World Bank, IFAD, the Government of Ethiopia and pastoral communities.
- Pastoral communities in Ethiopia are amongst the poorest sections of the population and have been neglected for many decades.
- This PPA evaluates the second phase which was effective from 2010 to 2014.
- The project's approach was based on community driven development and decentralized development processes.
- The two project development objectives were i) to improve the livelihoods of targeted communities, and ii) to increase the resilience of pastoralists to external shocks.
- As a result, in relation to the first objective, a total of 2,658 economic and social infrastructure sub-projects were realized, financed through community investment funds. 448 rural savings and credit cooperatives were established and serving 30,700 members, 66 per cent of whom were women.
- With regard to the second objective, early warning information was made available to practically all pastoral woredas of the four regions covered and disaster early response activities were financed within one month after request.
- The total pastoralist population benefiting from PCDP II was estimated at over 1.3 million.

III. Review of findings

A. Project performance

Relevance

Relevance of objectives

50. PCDP I, in a sense, was designed as a pilot project to introduce “effective models of public service delivery” to address “communities' priority needs and reduce their vulnerability”. The achievements of community-based models for service delivery as well as the community satisfaction with this approach triggered PCDP II. The objectives of PCDP II were refined to focus on resilience and livelihood issues. These two objectives of PCDP II were in line with the two Government Policies - the Plan for Accelerated and Sustained Development to End Poverty (PASDEP - 2005/06-2009/10) and the Growth and Transformation Plan (2010-2015). These include targeting the poverty traps that have hindered the development of the country, improving food security and increasing economic growth. Furthermore, PASDEP contains a dedicated section on “Pastoralist Livelihoods and Development” which acknowledges the previous marginalization of pastoral populations and recognizes that they are among the poorest of the poor in Ethiopia. PASDEP also clearly states the main elements of the pastoralist program and these are addressed by PCDP, albeit to varying degrees: (i) improving pastoral livelihoods and asset bases; (ii) improving the lack of basic services in pastoral areas; and (iii) improving the institutional issues related to pastoralists.
51. PCDP II was also strongly relevant to the aspirations of the pastoral communities as it has been addressing the neglect and marginalization faced which is at the root of pastoral poverty. The active participation of pastoralists through financial and labor contributions is further evidence of the relevance to the beneficiaries. Given IFAD's commitment to reducing rural poverty and PASDEP's categorization of the pastoral people of Ethiopia 'as the poorest of the poor', the set objectives of PCDP II were also highly relevant to the 2008 country strategic opportunities programme's (COSOP) objective of reducing vulnerability and improving livelihoods in impoverished rural areas.
52. PCDP II contributes to three of the four Strategic Objectives of the COSOP, namely 1) increase access by smallholders to land and water; 2) increase access to reliable financial services; 3) empowerment of the rural poor and strengthening of their organizations to enable them to articulate their needs and objectives.

Relevance of project design

53. The design was relevant to the Government and COSOP strategies for alleviating rural poverty in Ethiopia and supported the GOE's decentralization process to the lowest administrative units and assisted the government to be responsive to the aspirations of communities. An extensive devolution of finances and staff was undertaken from the regional executives to *woredas*. In line with this, the PCDP approach shifted decision making from federal and regional authorities to *kebele* and *woreda* levels, the lowest administrative units.
54. A shortcoming was the design of the Results framework which does not permit a complete measurement of the development objectives. For instance, the End evaluation reports that 97 per cent of sample respondents were satisfied with the schools constructed by PCDP. From this one cannot infer if the knowledge of the children has improved which should be outcome of the intervention as this depends on the combined efforts of the other instances in charge of education. Similarly, according to the End Evaluation, 64 per cent of the sample was highly satisfied with the health services, but lack of adequate experts and drugs were also repeatedly reported.

55. No attempt was made thereby to aggregate the cumulative effects of the program and understand how and if the combined interventions contributed to enhanced livelihoods and increased resilience. A theory of change or a results chain would have been very helpful to elicit the links and to set relevant indicators. It was presumed that if kebeles are provided with a series of investments, these would enhance the livelihoods and increase resilience, yet the latter have not been captured. Another shortcoming is the lack of baseline data in terms of access to and use of community investments: as an example amongst many, the End evaluation report (p.57) states for instance that the percentage of students enrolled in PCDP constructed schools increased from zero to 45 per cent but it did not compare to enrolment rates in schools existing before PCDP intervened.
56. Nearly all the sub-projects were completed, indicating that the design was not overly ambitious. Some targets were, however, unrealistically low as they were greatly exceeded. The focus on social infrastructure projects was justified from the perspective of filling the glaring gaps in services between pastoral areas and the highlands. CIF sub-projects provided, by and large, public infrastructure (roads, water points etc.) with the exception of irrigation. In this case, benefits are enjoyed by a limited number of communities and community members. The rationale of PCDP providing this investment leading to private benefits community public goods is not clear.
57. The design also contributed to the replication and up-scaling of IFAD's Rural Finance Intermediation Programme initiatives through RUSACCOs, providing a significant neglected population, and in particular women, with access to financial services and livelihood options.
58. The Early Warning System component was critical for collecting and disseminating timely information and providing livelihood-based responses within a period of one month, while the Disaster Preparedness Investment Programme component would provide long-term resilience investment infrastructure to communities.
59. The participatory action learning subcomponent was designed with less clarity making its implementation process more difficult. The relevance of the knowledge management and networking subcomponent was demonstrated in the utility of both the established resource centers and in providing forums of communication between and among stakeholders.
60. The design of the project management system was appropriate, as reflected in the results achieved. While centrally coordinated by the Ministry of Federal Affairs, it also incorporated the Ministry of Agriculture and the Federal Cooperative Agency to implement specific components in line with their mandates and specialization. It also delegated responsibilities to regional governments to approve and finance CIFs, Disaster Preparedness Investment Programmes and emergency early responses. WDCs were mandated for the selection of beneficiary *kebeles* and in approving CIFs. Kebele Development Committees were empowered in identifying priority needs, procurement of goods and implementation of subprojects. The design also recognized the need for training and capacity building including the provision of equipment and accessories, without which most project outcomes, could not have been achieved. Appropriate time was dedicated to training before the investments were initiated.
61. As stated in the PAD (p.38), 'Ministry of Federal Affairs promotes settlement of pastoralists as a long-term strategy, recognising that this must be voluntary'. PCDP II is in line with this long-term strategy and is relevant in improving long neglected access of pastoralists to social services and improving livelihoods, especially for those who want or need to move to a more settled way of life. Many poor and vulnerable families cannot pursue a mobile pastoralist way of life. An in depth study (Devereux, 2006) of 1,100 pastoralist households in the Somali region is revealing in that it reports that while adult men want to pursue livelihoods as

pastoralists, women and children are increasingly attracted to urban based and more settled lifestyles.

62. The issue of mobility is complex and widely debated and this PPA sees the need to also cater to the needs -in terms of health, education and livelihoods- of pastoralists who want to continue leading a mobile way of life. The two main reasons are a) that pastoralism is the most effective and efficient way of using and managing natural resources in the drylands;²⁶ and b) areas with access to water for settlement in these semi-arid and arid regions cannot cater to the entire pastoral population.
63. **Relevance rating.** The project concept and design were fairly relevant and major aspects were addressed to enhance the livelihoods of pastoralists who are amongst the poorer and most neglected populations of the country. The design of the results framework had shortcomings and, in addition, interventions catered more to the needs of pastoralists having to and wanting to settle while not taking sufficiently into account the needs of the mobile population. The relevance is consequently rated as moderately satisfactory (4).

Effectiveness

64. **Objective 1. Improving the livelihoods of targeted communities.** Most indicators which were set for this PDO were reported achieved or exceeded. The project improved livelihoods through increased access to potable water and health services (for humans and livestock) far in excess of original targets: 1, 2 million people had improved access to potable water (against a target of 150,000) which questions how carefully the targets were set. Also the number of population with better access to health facilities reached over 750,000 against a target of 450,000 and the livestock numbers with access to veterinary services was over 2.2 million against a target of 450,000. Similarly, the targets for households with improved access to small-scale irrigation and to rural road subprojects were exceeded: over 43,000 versus a target of 9,500 for irrigation and close to 365,000 versus 200,000 for roads. The ICR fails to comment on the huge coverage reached and why the targets were underestimated or if the results were accurately measured. Overall, 87 per cent of the targeted community members were satisfied with the service delivery of PCDP II-financed social infrastructure, in excess of the target 70 per cent which is likely attributable to high community participation. The project also promoted income generating activities through the formation of 448 RUSACCOs, with all members having active savings accounts and 70 per cent with active loan accounts. The target was thus met for total savings and loan accounts. 63 per cent of households have been reported to have increased their income against a target of 80 per cent (this indicator was formally dropped after the MTR).
65. One PDO indicator was almost achieved as the percentage of girl students enrolled in PCDP reached 43 per cent against the target of 45 per cent.
66. Two PDO indicators were not met, the first was, however, formally dropped after the Mid Term Review. These concern the per cent of social and infrastructure sub-projects which became operational (93 per cent against 100 per cent) and the per cent of women RUSACCO members with active loan accounts (72 per cent against 90 per cent target). The End evaluation is often unclear as it reports for instance (p. 13) that 'of the completed facilities, over 94 per cent are operational except 138 schools'.
67. **Objective 2. Increasing the resilience of Ethiopian pastoralists to external shocks.** This PDO was practically achieved according to the indicators. Early responses were carried out in all the four regions within a period of one month

²⁶ Sustainable livestock production? Industrial agriculture versus pastoralism Centre for Development and Environment, University of Bern (2015) CDE Policy Brief #7.

after request in 100 per cent of the cases (against the target 80 per cent); 76 per cent of community members were satisfied with the timeliness, quality and quantity of early disaster responses (against a target of 70 per cent). Responses included water trucking in Afar and Somali, provision of livestock feed in Oromia and crop and fodder seeds and livestock vaccines in SNNPR. Timely responses were made possible due to the advanced allocation of resources to the regions and, more importantly, because of the dissemination of monthly and quarterly Early Warning information for 122 *woredas* (against a target 126 *woredas*) based on the work of community data collectors covering 529 nodal *kebeles*. During the 2011/12 drought, substantial resources (close to 10 million ETB according to the ICR) were provided to 40 drought-stricken *woredas* of the four regions. These included water supply through trucks, mitigation of conflict over scarce resources, fodder supply (hay was provided), livestock vaccination and thereafter rehabilitation support (for purchasing crop and forage seed and veterinary medicine). Pastoralists also had the additional knowledge needed to manage their herds, i.e. that it was time to sell their livestock to avoid losing them to the drought.

68. Most intermediate indicators were achieved, too. Comprehensive strategic disaster preparedness plans were developed for the four regions as planned. Disaster preparedness investments that became operational exceeded the target (94 per cent vs. 85 per cent) because of early completion of infrastructure. 89 per cent of approved and budgeted Disaster Preparedness and Strategic Investment Program (DPSIP) projects were completed each year (vs. the planned 80 per cent). A couple of intermediate indicators were not achieved: (i) only 6.5 per cent of the prepared projects reviewed Disaster Preparedness Contingency Plans (DPCPs) against the target 80 per cent. There was no substantial justification in the Bank's ICRR. (ii) Available DPSIP resources expended on prioritized strategic investments by region reached 68 per cent compared to the target of 85 per cent, but this indicator had been formally dropped after the mid-term review.
69. **Objective 3. Participatory learning and knowledge management.** PCDP II intended to make greater efforts to involve pastoralists and local development-support organizations in pastoral knowledge generation and documentation in ways that stimulate innovation and participatory adaptation of technologies and opportunities. Three sub-components were conceived.
70. The PAL sub-component was introduced following the experience from PCDP I, where most research on pastoral areas was not community-driven and participatory. This sub-component was therefore aimed at supporting pastoral communities in the identification of research topics (stemming inter alia from indigenous knowledge and local innovation) and jointly conducts such studies with research specialists and development agents. However, the MTR reported that the PAL activities started late, as they had to face the challenges of being a pilot mechanism, in addition to low technical skills and execution capacity by the responsible MSTs, *woreda* project staff and relevant stakeholders. As the PAL had not met its targets at the time of the MTR mission, the Federal Project Coordination Unit requested its cancellation and the reallocation of the PAL resources to other Participatory Learning and Knowledge Management activities, namely the identification and documentation of 11 best practices and studies to inform policy-making and create awareness about PCDP II. These include for instance 'The effective pond construction and management system in Bale, Oromia', 'Combating Harmful Traditional Practices through local women associations called Asosha's, Oromia', 'Traditional drought early warning system and traditional conflict management'.
71. The Policy Implementation Studies sub-component registered delays during the implementation. Three policy studies were completed: the Oromia region prioritized a study on the Implications of Pastoral Sedentarization; the SNNP region supported a study on Constraints and Opportunities for the implementation of development

policies in their pastoral and agro pastoral areas; and the Ministry of Federal Affairs evaluated its Conflict Prevention and Resolution Strategy in pastoral and agro-pastoral areas. No policy decision appears to have been taken based on the three policy studies.

72. The knowledge management sub-component enhanced the project visibility throughout the country and recorded some significant results. The dissemination of information on project activities was actively promoted through a range of publications, community radio, workshops, the development of a project website with over 60,000 visits, and film documentaries in each of the four regions. Despite this information and communication work, the PPA mission witnessed that PCDP remains a debated project among development partners in Ethiopia, indicating that elements are missing, probably in terms of PCDP willingness to more openly discuss areas of support and resulting effects which are not recognized or understood by all. The failure in well taking into account local knowledge and using participatory action learning represents, indeed, a gap especially for a community driven project and could have valuably contributed to PDO 1 and 2.
73. **Effectiveness rating.** The PDO 1 indicators relating to livelihoods were practically all achieved and even grossly exceeded in the case of people accessing potable water, health services, small scale irrigation and rural roads and of livestock benefitting from access to veterinary facilities but this questions rather the way the targets were set. The PDO 2 indicators relating to resilience were largely achieved. PDO 3 on Participatory Learning and Knowledge, which had by far the smallest in terms of allocated budget, had only some indicators achieved. Most indicators were achieved and several exceeded despite logistical and capacity problems in remote pastoral areas, the effectiveness is rated as satisfactory (5). The problem was the overall lack of evidence of the project's effectiveness in improving livelihoods and resilience of the pastoral target population through the combined effects of the various components. This point has been taken into account under the relevance of design of the project.

Efficiency

74. **Time lapse.** The average time lapse between loan approval and loan effectiveness was 9.9 months which is lower than the IFAD's global average of 11.7 months and the ESA average of 10.3 months for ongoing projects as reported in the ESA Portfolio Performance Report 2013-2014. This is also shorter than for projects undertaken prior to the approval of PCDP II as IFAD's global average was 12.8 months and ESA average was 11.6 months.
75. **Disbursement performance.** The project experienced low disbursement rate at the early years of implementation due to the delays in submission of the Statements of Expenditures from *woredas* to the regions and from RPCUs to the FPCU. However the RPCU and FPCU were able to overcome these delays and showed satisfaction in delivery of outputs after MTR and thus avoided delays. The seventh review mission conducted in March 2013 noted generally significant improvement in timely submission of Statement of Expenditures and financial reports from *woredas* to RPCUs and FPCU. Despite the implementation challenges faced by the project management there were no extensions of the closing date.
76. Before the World Bank closing date the project utilized 100 per cent of IDA credits and grants and 97 per cent of IFAD funds, which is expected to be 100 per cent by the closing date of the IFAD portion of project financing (31 March 2016). The IFAD PSR rating for project performance disbursement was 6 (highly satisfactory).
77. With reference to the regional governments' contribution, the Government-ICR affirmed the utilization of 100 per cent of the ETB 67,684,467 allocated. Similarly out of ETB 60,983,845 community cash contribution, 99.9 per cent was utilized. However, only 73 per cent of the expected community in-kind/labour contribution of ETB 112,334,444 was utilized by the project.

78. **Financial management** rating was moderately unsatisfactory before the MTR, but improved thereafter with timely approval of annual work plans and budgets, and the reduction in all advances to less than four months. The final ISR upgraded financial management performance to moderately satisfactory noting improvements in timely submission of Statement of Expenditures, full utilization of IDA funds and actions taken on most of the internal audit findings related to financial management.
79. **Economic analyses.** The World Bank-ICRR mission could not quantify the expected net present value (NPV) or the internal rate of return (IRR) due a lack of sufficient reliable data. The only relevant data for economic efficiency which was reported concerned IGAs as additional income from RUSACCO loans averaged ETB 2,477.
80. Annex 10 of the PAD shows that the average annual cost of drought is estimated at US\$70 million (although it was not clear how this was derived) and that if 15% of this loss could be avoided it would be valued at more than the actual expected cost of PCDP II pastoral risk management which ranged from US\$6.5 million to US\$7.8 million per annum.
81. The UK Government commissioned a series of studies in five countries comparing investments in early response and building resilience to humanitarian responses. The Ethiopia study²⁷ makes also use of data from PCDP-1 on resilience building and concludes that late humanitarian response costs 83 per cent more than resilience building and that when the costs of building resilience are offset against the benefits, the benefit cost ratio is 3.1:1, meaning that for every US\$1 spent on resilience, US\$3.1 of benefits are gained.
82. Using the data from the study above and from PCDP II, the PPA could derive the following comparisons which provide some indications of economic worth of PCDP II. The per capita resilience investment cost of PCDP II was US\$35 for 3.6 million total beneficiaries compared to the late response per capita expenditure and livestock losses of US\$115 for 2.8 million people (estimated by the UK study above). This implies that the total costs of a late response for 2.8 million people over *one year* could have financed at least three PCDP II type resilience projects including an additional 0.8 million people.
83. **Construction cost comparison.** The ICR notes that construction costs of health posts and schools compared favourably with those of similar NGO-led initiatives based on the Government-ICR cost comparison; the cost of PCDP II human health posts cost 42 per cent less than Government/NGO for comparable construction; for PCDP primary schools grade 1-4 it was 57 per cent less; and for animal health posts PCDP was 43 per cent less. According to the ICR this was due to communities' participation and implementation of procurement and supervision and because construction activities took less time because of the follow up and control by community committees.
84. **Project management cost,** the project management costs increased by 74 per cent from US\$7.04 million at appraisal to US\$12.31 million according to the ICR. Compared to the cost of operations (US\$107.43 million) this represents 11.5 per cent which remains reasonable. It appears, therefore, that the project management budget was underestimated during project preparation.
85. **Efficiency rating.** Data for an overall assessment of the project costs in relation to the benefits generated are not available but according to the indications provided above, PCDP II has been, by and large, efficient. The rating is therefore satisfactory (5).

²⁷ The economics of early response and resilience: lessons from Ethiopia, May 2013. Cabot Venton, C., T. Shitarek, L. Coulter and O. Dooley, Department For International Development, United Kingdom.

B. Rural poverty impact

86. **Targeting.** PCDP has targeted a generally neglected and poor category of the Ethiopian population which represents a major and clear first level of targeting. Furthermore, targeting the most needy was ensured by establishing community selection criteria for access to the CIF which included amongst others population size, poverty and vulnerability as measured by food security needs. Most often, the poorer pastoralists cannot pursue a mobile lifestyle and need to settle, at least partially, to be able to survive and provide better options for their children. As the mandate of IFAD and the World Bank is to alleviate poverty, it is very relevant that PCDP has addressed the needs of this category of the population. Available documents do not, however, provide information as to which pastoral categories (e.g. the poor? the better off? or elite groups?) have effectively accessed irrigation as this is a private good and if any measure was taken by communities to ensure equitable access. In contrast, the other services provided such as health, water, education were public goods and accessed by all members of the community.

Household incomes and net assets

87. The project's interventions were also aimed at improving the household income and assets. Access to improved livestock water points and irrigated fields, reduction of livestock mortalities in times of drought, access to roads, markets and credit, improved range management and conservation initiatives are measures that are likely to improve pastoral production systems and incomes.
88. According to the 'End evaluation' report which considered all sample households who were engaging in irrigation activities, the total average income generated from using irrigation was ETB 8,756 per household, which is much greater than the average income for households in the control woredas which amounted to ETB 2,983. Farmers in the Chifra irrigation scheme reported a gross income of ETB 12,000 from a hectare of maize. Similarly, the income from irrigation schemes could be approximated through proxy indicators by using studies from other sources. A production assessment of irrigation carried out by the Ethiopian Somali Regional State on the Lower Shebelle Basin²⁸ shows the income level per hectare for three major crops.

Table 3

Total income (excluding costs) from a hectare of irrigated farm in Lower Shebelle (ETB)

	<i>Gode</i>	<i>Berano</i>	<i>Kelafo</i>
Sesame	10 897	7 765	8 355
Onion	47 376	53 942	36 337
Maize	10 213	6 787	9 503

Source: Ethiopian Somali Regional State (2013).

89. An assessment by Tufts University (2011) on potential fodder production income in irrigated lowland areas found: (i) a hectare of irrigated Rhodes grass yields on average 70 bales/month and with ten harvests per year and at 30 ETB/bale, the gross return will be around 21,000 ETB; (ii) a yield of 300-400 bales is obtained from Alfalfa production per month and with ten harvests/year; at 50 ETB/bale, the annual gross income will be between 150,000 - 200,000 ETB plus additional 20,000 ETB from Alfalfa seeds; (iii) improved peanut varieties yield about 3 tons/hectare providing 900 liters of peanut oil and 2,100 kg of oil cake. The combined income will generate 51,300 ETB. These examples indicate that the PCDP II irrigation schemes are likely to have improved household income and that advice and decision on what to produce should be based on cost/benefit analyses.

²⁸The assessment also indicates high production costs on seed, fertilizer, fuel, lubricant, labor, pump purchase price and maintenance, operation costs being higher with older pumps. Unfortunately, the assessment does not include the income from fodder production.

90. It was reported in the 'End evaluation' that 63 per cent of savings and credit beneficiaries had increased their household income (which was below the target of 80 per cent) and that, on average, those who took loans for the first time earned ETB 2,477 more than non-credit beneficiaries, while those who received more than one loan generated an additional ETB 4,000. Though no loan defaults were reported, repeat borrowings occurred for only half of first time borrowers.
91. Findings from the mission's field discussions shed also some light on use of the loans. Of the four Arbie RUSACCO members interviewed at Chifra who had fully repaid their loans, one built a new house and bought a mobile phone (at ETB 2,500); the second built a latrine; the third bought a refrigerator by supplementing the loan with her own money; and the fourth also built a new house. Similarly, in Dire (Borana), a woman engaged in petty trading through RUSACCO loan now owns about 60 goats (over half bought from the profit generated and the rest reproduced by the herd). One man in the same cooperative recorded a profit of some 60,000 ETB over five years. Another informant reported that their cooperative, initiated five years ago, had 350,000 ETB in savings. Members have earned sharing dividends of about 2,200 ETB/year over the last three years, in addition to profits made individually from loans.
92. Regarding assets, beneficiary households have improved access to water, livestock, finance and technologies (veterinary services, early warning, crop production). The positive results achieved under PDO 2 (table 2) on Early Warning and Response and resilience provide also indications which should translate into household assets and income for beneficiaries compared to non-beneficiaries, although effects have not been measured. IFAD Programme Management Department in its comments of the ICR considers the latter as the most significant contribution to household assets, though not directly measurable.
93. **Rating:** Results have been reported for increased household income through irrigation and access to loans while the percentage of households having increased their incomes was lower than the set target. There are indications of increased assets, especially in relation to livelihood enhancement (access to finance, irrigation, and roads) and risk reduction. Based on these indications, the PPA has provided a moderately satisfactory rating (4).

Human and social capital and empowerment

94. Through the promotion of Community Action Plans, PCDP II has enhanced the ownership of pastoral and agro-pastoral communities in the identification, implementation and evaluation of their development priorities. Altogether, some a population of 2.85 million participated in meetings in the preparation of CAP.
95. In particular, water supply and sanitation sub-projects improved the living conditions of the beneficiary communities, alleviating the burden of women (as they are primarily responsible for collecting water) and likely reducing the water-related diseases.
96. Human capital was promoted through the construction of 874 schools with enrollment of 73,800 children. 38 per cent of the total households interviewed for the End evaluation report have enrolled all their children, 49 per cent only some while 13 per cent have sent none (because of the fees and demand for labour). Effects have been reported on early marriage being questioned by girls after schooling and that the increased access to schools and health facilities has triggered demand for secondary education and next level of health care. As reported in the chapter on Relevance of design, a problem is that there are no baseline figures to consider such as enrolment in traditionally built schools. (All figures above reported in the End evaluation report).
97. An equally important social empowerment process was in instilling behavioral changes of a 'savings culture' and engagement in IGAs through RUSACCOs.

98. Cumulatively, PCDP I and PCDP II have provided the opportunity for pastoral and agro-pastoral *woredas* to test and introduce methods for actively engaging communities in local development and to be empowered towards local governments. The CDD model is directly aimed at empowering communities, breaching the 'business as usual' approach.
99. In a sense, PCDP II was a 'training and capacity building project' at various levels and on various topics. Some training and capacity building activities carried out in each region included: (i) training of stakeholders on community-based conflict management; (ii) training on CIF processes and procedures for Woreda and Kebele Development Committees, *woreda* staff, Community Procurement Management Committees, Community Procurement Members; (iii) Training of Trainers on RUSACCO formation and operationalization at federal and regional levels including the training of auditors and accountants, RUSACCO committees and RUSACCO members; (iv) training of federal, regional and *woreda* staff, as appropriate, on disaster risk management and contingency planning, EW data collection, analysis and reporting, on Livestock Emergency Guidelines and Standards, and on community data collection. Technical support was provided by MSTs and others to *woredas* and communities. Information exchange was facilitated through inter-*woreda* visits by communities. Substantial equipment was provided to regions and *woredas*.
100. The forthcoming evaluation of PCDP I and PCDP II by the Independent Evaluation Group of the World Bank will be examining more in depth the CDD approach used for the project. This will shed more light as the reports do not explain how the methodology was applied, what adaptations were made to respond to the local circumstances and to needs of the pastoralists in Ethiopia. For instance, an area which this PPA found missing is if PCDP included indigenous knowledge in the CDD. This is very important in terms of properly understanding and capturing the pastoralists' management of natural resources, the constraints and opportunities they have identified. Traditional governance systems or solidarity mechanisms are part of these indigenous systems.
101. It is also not documented if discussions took place to develop together with pastoralists ways to access to services and infrastructure which reconcile the needs for mobility for those who want to maintain this type of livelihood, especially as there are proven examples in other countries which would provide ideas.
102. **Rating:** The project put emphasis to awareness raising, training and capacity building of communities, *woreda* and regional staff in various disciplines. In total, an estimated population of 1,910,538 benefitted from the project and pastoralists were empowered through the CDD approach of PCDP but the lack of inclusion of local knowledge and details in the application of CDD led to a satisfactory (5) rating.

Food security and agricultural productivity

103. The project probably had an impact on household food security but the extent cannot be assessed due to lack of data and evidence.
104. In terms of agricultural productivity, a major contribution of the project was in bringing a hitherto uncultivated (or, in few cases, rain-fed) 3,500 hectares under production through irrigation. This has benefitted more than 42,000 households, of which 22 per cent were women. Each household cultivating half a hectare of irrigated land should be able to produce 1 ton of maize or its equivalent in other crops and vegetables.
105. Irrigated fodder production also implies improved livestock productivity both for the farmers and for those who buy fodder. The clearing of invasive bush from some 23,000 hectares would translate into improved productivity of livestock and household income. According to the ICR, over 2.2 million head of livestock

benefitted from increased access to veterinary facilities, five times more than originally targeted.

106. Close access to potable water helps women to use more time on food/livestock production activities. By contrast, school-attending children imply a reduction in the family labor force and productivity, an inevitable process associated with education in rural areas.
107. The project helped establish a pastoral Early Warning System through the pastoral risk management component, with different committees established and strengthened at regional levels. Pastoralists have largely benefitted from this Early Warning System, as demonstrated during the 2011 drought, through the provision of veterinary drugs and livestock feed and no human losses were reported. It is reported that the Early Warning System has generally helped pastoralists better manage their herds. The project also provided support to the implementation of the Disaster Preparedness Investment Programme by channeling extra funding for subprojects prioritized and the application of Livestock Emergency Guidelines and Standards at the right time has minimized economic losses through a set of prescribed interventions. It is therefore assumed that disaster preparedness and resilience building activities would have also contributed to enhance agriculture productivity and food security, although well documented evidence is lacking.
108. PCDP roads would also play a critical role in market network expansion. Aklilu and Catley (2010), found for instance that road access and mobile phones are the two most important catalysts for livestock markets growth in rural pastoral areas.
109. **Rating:** Based on the above lack evidence, the PPA was not able to rate the effects on food security and agriculture productivity: not rated.

Natural resources, the environment and climate change

110. The project was classified by the World Bank as category "B" project which triggered three safeguards: environment, pest management and international waterways. The project complied with all three safeguard policies identified at appraisal. An environmental and social management framework (ESMF) was notified through different web sites and notification was advertised in the 'Ethiopian Herald'. The ESMF was prepared for community subprojects, providing specific guidelines to ensure that any environmentally adverse impacts were avoided or minimized. Training and awareness creation was delivered to WDC, MST, Kebele Development Committees, etc. in all the 55 woredas covered. An environmental screening was carried out for subprojects and pest management interventions. This framework provided training and capacity building at multiple levels.
111. The ESMF prepared in 2008 states that 'performance reviews will be undertaken by an independent local environmental consultant contracted to visit each participating Woreda at least once a year. The purpose of these reviews is to support compliance with ESMF objectives and procedures; to determine lessons learnt during project implementation; to provide recommendations to the FPCU for improving future performance; and to provide an early warning to the FPCU about potential cumulative impacts. This will be stated at the end of the first two years of PCDP II and will be subjected for review in the MTR'. The MTR conducted in May 2011 reports in turn: 'Standard formats were filled and documented in order to show that the sub-projects have no any environmental and social impact. As a result of this, negative environmental and social impacts have not been reported during the implementation of sub-projects.'
112. Supervision missions and the MTR are remarkably silent and hardly report anything on ESMF. An 'Environmental and Social Impact Auditing Report of the PCDP II sub projects was mandated to an external consultant (Hailu Worku, 2011, Ministry of Federal Affairs). The report spends much effort discussing general performance and management issues while its analysis of environmental (and social) aspects is not

in depth. It concluded that ' Although the sub projects have no negative environmental and social impacts during construction, a number of significant adverse environmental impacts are expected during the operation phase for which mitigation measures are required. The negative environmental impacts that are likely to occur due to lack of sanitation facilities at schools, human and animal health posts and pollution threats at water supply sub projects'. Furthermore, the report points out that in many cases, water points had a negative impact on human health because of poor management of the infrastructure such as absence of fence to protect animal deaths but discussions indicate that there was an agreement between the PCDP and the woreda water resource development bureau to take over the management of all water related activities. 'Poor water point management was, therefore, believed to be the reflection of the bureau's weakness rather than that of PCDP.'

113. From the observations in the field, this PPA's position is that PCDP II did not address carefully enough the requisite technical support for some sub-components like irrigation schemes. In Chifra, the entire irrigation scheme was planted with maize, but the agro-climatic conditions are more suited for more valuable food crops or fodder species²⁹ that require fewer irrigation frequencies and also do not deplete that much soil nutrients. Some of these technical issues are beyond the pastoralists' scope of knowledge: improper irrigation practices in the lowlands often lead to uneconomical usage of pesticides, herbicides and fertilizer, erosion, salinity and, in some cases, the permanent loss of farmlands. Furthermore, reducing risk through permanent water supply systems for livestock encourages settlements of one sort or another, the concentration of livestock in confined spaces possibly leading to the outbreak of diseases or the depletion of pasture and browse prompting communities to engage in other livelihood activities (such as selling charcoal and water and even pasture) as the income from livestock dwindles. Better monitoring and reporting on environmental effects would have been important.
114. The recent FAO-IFAD Joint Evaluation Synthesis on Pastoral Development documents the new understanding which has emerged since the 1980s and 1990s as follows: 'Successful pastoralism embeds variability in the production system in order to interface the variability in the environment. Research shows that mobility is the main strategy to this goal'. 'The high degree of mobility during grazing allows dry season grazing areas to recover between seasons and contributes to rangeland health by stimulating vegetation growth, fertilizing the soil, aiding seed dispersal to maintain diversity and preventing bush encroachment.'³⁰ 'It is now more widely understood that where rainfall is subject to a high degree of spatial variability, mobility is an ecological necessity. Mobile pastoralism provides a highly efficient way of managing the sparse vegetation and relatively low fertility of dryland soils. In essence, pastoralists accept the variability of productive inputs (pasture and rainfall) and adapt their social and herding systems accordingly. As a result, biological diversity is enhanced and ecosystem integrity and resilience is maintained.'³¹ The Joint Evaluation Synthesis also points out to the value of mobility and pastoral risk management in view of the growing effects of climate change.
115. **Rating:** The PPA rates natural resources, the environment and climate change as moderately satisfactory (4). The reason is that documentation is very sparse and it is not clear if the level of assessment was robust enough in enabling communities to monitor the effects of reduced mobility and prevent potential problems related to the interventions.

²⁹For example, irrigated fodder will provide a minimum of 10 harvests per year without the need for tillage, except during the initial sowing. The financial returns are much higher than crops, given the high demand for fodder.

³⁰ Hesse C. and J. Mac Gregor (2006). Pastoralism: dry lands, invisible asset ? Issue paper 142. IIED London.

³¹ Mohammed Yimer (2015). Sedentarization and drought resilience: government strategies to support pastoralist livelihoods in Ethiopia. In Institute for Peace and Security Studies.

Institutions and policies

116. A major effect of the project was strengthening institutions through decentralization to the lowest administrative units of *woredas* and *kebeles*. This process was facilitated through training, capacity building and technical support along with the provision of equipment and furniture from community groups to regional levels. These efforts resulted in the formation of 873 Kebele Development Committees that were capable of prioritizing, planning, procuring and completing community sub projects and of meeting their obligatory financial contributions. The formation of 448 RUSACCOs was another facet of the institution building process in rural communities. The creation of 55 WDCs was critical for building the capacity of local governments for interacting with communities in meaningful ways. Capacity building was also provided to staff in relevant regional line bureaus, including the RPCUs.
117. The work on CDD and achievements in bringing a more participative way of planning, prioritising investments and allocating resources and contributing is a key achievement in influencing institutions in Ethiopia.
118. The foreseen work under PDO 3 on Participatory Action Learning would have enabled a deepening in CDD but was not achieved. Progress along these lines would have been relevant as customary pastoralists' resource management systems were not well taken into account although they represent valuable institutions which could be revitalized, strengthened and re-empowered with formal knowledge so as to sustainably manage natural resources. The move to replace the traditional institutions and organizations is likely to end up in losing indigenous knowledge appropriate to manage the fragile arid and semi-arid eco-system.
119. Also under the PDO 3, the three policy studies which were undertaken dealt with highly relevant topics: implications of sedentarization; constraints and opportunities for the implementation of development policies in pastoral and agro-pastoral areas; evaluation of the conflict prevention and resolution strategy. The reports available from the project do not document how far these studies were at all made available or distributed or if they were discussed with relevant instances. The results in terms of policy effects, if any, are not known.
120. In view of lessons learnt and policy discussion there has been a lost opportunity to exchange experiences, share the results and both positive and negative findings from PCDP and openly discuss with other stakeholders in Ethiopia such as the Ministry of Agriculture, the Ministry of Environment, the Standing Committee, the Pastoral Federation of Ethiopia and other development partners also engaged in the development of pastoral areas.
121. **Rating:** Important results were reached in terms of CDD and support to decentralization. Insufficient inclusion of local knowledge and participatory action learning and open discussion on key issues such as risk management or mobility and the fact that only 3 policy studies were produced but did not lead to policy decisions, led to a rating of moderately satisfactory (4).

Other performance criteria

Sustainability

122. Three main sets of risks were identified in relation to the likelihood of continuation of benefits beyond the period of external funding and in relation to results being resilient beyond the project's life. The first concerns adequate support by the concerned government ministries; the second to the financial sustainability of the economic interventions and the third concerns the sustainability of sedentarized livelihood systems in these fragile arid/semi-arid environments.
123. On the first set of risks, the operationalization and maintenance of schools, health posts and water supply systems through government budgetary allocations should ensure that the services will continue since allocated government budgets are not

revoked in Ethiopia. Each woreda gets a block grant and allocates funds for maintenance, recurrent costs and staff. New schools built with PCDP support might not necessarily be having the required equipment or adequate teachers which consequently does not bring benefits to the communities. This has been reported by the Ministry of Federal Affairs End Evaluation (2014) (p. 52): 'There are some primary schools that lack adequate water for children, teaching materials and housing for teachers. Similarly, some animal and human health posts lack basic facilities like water, drugs and appropriate experts'.

124. Development partners met during the PPA mentioned that some PCDP investments might not be functioning. The PPA did not see any of such cases but the team was only able to visit a small number of sites and, when requested to provide the location of non-functional investments, the informants were not able to provide this information.
125. PCDP reports in its End of Performance (table 6, 7, 8 and 9) that 99 per cent of all infrastructure projects were completed and that 99.8 per cent of the latter were functional. The report does not specify how much time elapsed between completion and the moment the projects were assessed as functional, but, now, a few years after being completed, it would be very valuable to validate the percentage of infrastructure which are actually still functioning and thereby settle discussions on the matter and address possible issues of maintenance.
126. The ICR reports that 87 per cent of the targeted community members are satisfied with the service delivery due to the PCDP social infrastructure, that 100 per cent of the *woredas* have a complaint redressal system for CIF but the indicator for Operation and Maintenance being in place and functioning was unfortunately dropped and no figure upon completion is available.
127. With regard to the Early Warning and Response system, the collaboration with the MOA has been fair and the fact that a regional project is now set up and which includes the neighbouring countries provides positive indications that efforts to this effect will be maintained. The government has also an interest in reducing the negative effects of drought stricken communities.
128. Another aspect relating to this first set of risks is if the government will abandon the CDD approach and resume the top down, supply driven approach. Pastoral communities and regional governments are in fact requesting other institutions to follow the CDD model, indicating an interest in its wider application in future. In addition, the new IGAD-initiated Regional Pastoral Livelihood Resilience Programme will strengthen the resilience of pastoralists by building on PCDP's experience. Community ownership of the subprojects is reflected by their initial application and the subsequent financial and labor contributions they made. This sense of 'ownership' will engage them in the maintenance of the subprojects either on their own or in collaboration with the local government. These perspectives ensure to a large extent that CDD would be pursued and that subcomponents are appropriately followed up.
129. On the second set of risks, the PPA sees the need to better ensure the financial returns of interventions. For instance, in relation to the issues such as operating costs, lack of spare parts and maintenance knowhow (e.g. for diesel pumps), sustainability will become a question if production returns do not cover operating costs.³² The focus was more on capacity building for legal registration and opening bank accounts, a successful aspect. Nearly 65 per cent of the loans were used for raising and fattening sheep, goats and cattle. Given the shortage of fodder (except in irrigated fodder production areas, perhaps), profit recorded from these ventures was likely solely due to natural growth process whereas additional value added

³² Ethiopian Somali Regional State. (2013). The Lower Shebelle irrigation scheme in Ethiopia: an assessment of productive options.

could have been achieved through fodder cultivation and feed supplements. Further, the involvement of so many RUSACCO members in similar ventures suggests business crowding, which could lead to lower sale price and profitability. It also suggests limitations of skills in other types of businesses.

130. Finally regarding the third set of risks related to resilience of sedentarized livelihoods, efforts have focussed on reducing risks through water supply and crop cultivation but did not fully capture the logics of risk management or management of drylands' variability for which mobility of pastoralists is a central element. The FAO-IFAD Joint Evaluation Synthesis of Pastoral Development (2015) documents the new understanding which has emerged since the 1980s and 1990s as follows. 'Successful pastoralism embeds variability in the production system in order to interface the variability in the environment. Research shows that mobility is the main strategy to this goal, and key to a multitude of forms of crop-livestock integration at regional and interregional scale, often discontinuous in space and time (another way of embedding variability). Pastoralism specialization to manage variability to its own advantage makes it highly relevant to resilience in food production in the face of increasing variability from climate change.³³
131. Several studies have shown that mobility and trade are necessary for wealth accumulation and drought management for pastoralists (Copock, 1994; Nori, 2007; Krätli and Schareika, 2010, quoted in Yimmer, 2015). Devereux (2006) finds that where mobility is unhindered, pastoral households can better face droughts and shocks than their settled counterparts, and that many pastoral settlements in Ethiopia were partially or entirely abandoned in the droughts of 2004 and 2006. Little et al (2008) reached a similar conclusion showing that households are less likely to lose their livestock assets and become food insecure if they remain mobile.
132. The African Union policy framework for pastoralism observes the importance of strategic mobility as one of the rational mechanisms to dryland resource management in Africa. The framework is explicit in its support to pastoral strategic mobility. It recognizes that mobility is the basis for efficient use and protection of rangelands, and that mobility is a key to appropriate adaptation to climatic and other trends. Settlement and a progressive involvement in agriculture can, however, be an option for pastoralists who have lost their livestock and need to look for alternative livelihood, including in urban areas but it should not be considered for successful pastoralists.³⁴
133. **Rating:** Many aspects of sustainability are positive but the PPA sees the need to ensure that infrastructure is actually functioning, other concerned ministries provide full support through closer dialogue and coordination, appropriate advice for financial profitability of the interventions is provided and, next to supporting sedentarization, to also maintain mobility for pastoralists to use and manage the natural resources in the semi-arid and arid environments. Because of these, the rating is moderately satisfactory (4).

Innovation and scaling up

134. The main innovation from PCDP is the CDD approach. Although other projects in Ethiopia have also used a community based approach, and these include other IFAD funded projects, PCDP has been one of the furthest reaching in terms of depth of CDD (financial participation and management) and in terms of numbers of pastoralists reached across the country. Communities were enabled to set their priorities and procurement, contracting and implementation were carried out by communities. PCDP has also documented some of these experiences.³⁵

³³ IFAD / FAO. 2015. Engagement with Pastoral Development (2003-2013), Joint Evaluation Synthesis, Rome IFAD/FAO.

³⁴ Mohamed Yimer, 2015.

³⁵ Oromia PCDP II (2013), The effective pond construction and management system, Bale Zone, Raytu Woreda Kere Tule Kebele.

135. The further expansion of the CDD approach in pastoral areas is ensured by PCDP III, which will be extended to 90 *woredas*. The third phase of PCDP has increased resources allocated by over 40%, reaching some US\$200 million with more contributions from all partners. The CDD model is also taking root more broadly based on the demand from the communities themselves.
136. The PPA mission was informed by staff of the Ministry of Agriculture that Ethiopian regional governments have explicitly requested for the Regional Pastoral Livelihood Resilience Programme³⁶ to be implemented through the CDD model. Also requested was retaining the services of MST, to which the Ministry has agreed. This programme will cover all the 154 pastoral *woredas* in Ethiopia. Such requests for CDD implementation may be extended to other donors and NGOs in the future prompting 'a new way of doing business'.
137. The Pastoral Risk Management component of the project has consolidated the Disaster Emergency Response and PCDP-II scaled up early warning information on disaster risks to 122 *woredas*. The work carried out under the component of Pastoral Risk Management is being further scaled up in Ethiopia and extended to Kenya and Uganda through the Regional Pastoral Livelihood Resilience Programme of the IGAD in Eastern Africa. This scaling up beyond the national borders allows economies of scale, cross-border management, learning between countries which are all positive aspects which this PPA welcomes.
138. **Rating:** Based on the above, the rating is satisfactory (5).

Gender equality and women's empowerment

139. The PCDP II PAD underlined that attention to women issues will remain an important feature of PCDP II and that men typically still control factors of production in livestock keeping and crop farming, and dominate decision-making in the traditional socio-political structures. It stated that the project will continue to seek ways to involve women in situation analysis and planning of development, so that community projects will also address women's needs. In addition, the development of women-pastoral RUSACCOS will be encouraged, in order to build upon the positive experience with women-led IGAs during Phase I. The project team will also be trained and will train others in gender awareness. The results framework included sex disaggregated data.
140. Achievements have been appropriately sex disaggregated where foreseen (table 1) and PCDP II had a fair gender focus, with significantly improved women's participation in project activities. 42 per cent of female community members attended PCDP related meetings against a target of 30 per cent. 72 per cent of female RUSACCO members have active loan accounts against a target of 90 per cent while 100 per cent have active savings account (target was 70 per cent). Women have been the largest beneficiaries of IGAs, with 66 per cent of RUSACCO members being women. With regard to the social and public services, the girls' enrolment share in the PCDP schools has reportedly been increasing steadily as new schools are constructed and now stands at around 43 per cent which is very close to the targeted 45 per cent. Women especially benefit from constructed water points through saving women's time by reducing time of travel to fetch water in addition to providing them access to clean water and protecting them from water-borne diseases.
141. There are also significant improvements reported by the communities consulted in women's reproductive health with enhanced pre- and post-natal care in the project health posts. Harmful Traditional Practices (early marriage, female genital mutilation) have also been targeted with the aim of reducing and eliminating these. During the PPA visit in Chifra, it was discovered that the government pursued

³⁶ This is a new resilience program initiated by IGAD for pastoral areas of the regional countries. In Ethiopia, the program is financed by the World Bank, African Development Bank and Italian Cooperation, according to Dr Kifle, the National Coordinator.

preferential treatment to attract more female students to schools, another contribution of PCDP II. In Chifra *woreda*, the proportion of female students was 58 per cent.³⁷

142. Analysing the results against the three strategic objectives of IFAD's Policy on Gender equality and women's empowerment the PPA assesses the following progress. a) On economic empowerment: PCDP II enabled women to particularly benefit from IGAs due to their increased access to rural finance. b) On women and men having equal voice and influence in rural institutions: the voice of women is certainly not equal but has progressed, albeit modestly in relation to rural finance committees and at the community level to determine priority investments. c) More equitable balance in workloads and in sharing economic and social benefits between women and men: improvement in women's workload were made in terms of time to access and transport water while increased access to education and health contributes to immediate social benefits and, in future, would translate in higher social and economic empowerment. Anecdotal evidence points to educated girls increasingly questioning the practice of early marriage with elder men. The most difficult challenge is faced in advancing rapidly on the second strategic objective. According to the End of evaluation report, nearly all the established committees are composed of women members accounting for at least 25 per cent. If this is confirmed, progress has been strong.
143. Considering the general gender situation in Ethiopia and in its pastoral societies, PCDP II has made worthwhile contributions to the advancement of equality, under challenging conditions. This results in a satisfactory rating (5).

C. Performance of partners

IFAD's performance

144. The ICR states that "the Bank team worked closely and cooperatively with IFAD with no significant conflict reported". Neither the Government-ICR nor the World Bank-ICRR have assessed IFAD's performance though.
145. The role of IFAD has been more proactive compared to PCDP I. After the country office was established in 2005 the Country Director was out-posted to Ethiopia which led to further intensification of supervision and inputs from IFAD. World Bank supervision and implementation support missions were conducted jointly with IFAD and IFAD has included various specialized staff members from the Policy and Technical Advisory Division who provided valuable inputs on access to land, on gender or on CDD for instance. IFAD's Country Director has also been regularly taking part in the supervisory missions, indicating the importance for the country programme and providing the required guidance at decision making level. His strong interpersonal relationship with decision makers at federal and regional level was also useful in solving problems.
146. As the World Bank is the cooperating agency (and largest contributor), PCDP followed the World Bank procedures in terms of monitoring and reporting which meant that no RIMS data were reported and the Project Review and Implementation Support Missions were carried out according to World Bank standards. IFAD was involved in these and in the ICRR and its ratings which were carried out in a participatory way. IFAD did not produce its own Project Completion Report to avoid duplication and used the World Bank ICRR which was finally rated by IFAD Programme Management Department. This PPA views this practice as sensible from a donor harmonization point of view, but, RIMS reporting should have been carried out and IFAD could have demanded that the mission reports be more candid in the main text as more critical elements are to be found in the annexes. The ratings provided by the Programme Management Department are

³⁷ Interview with Chifra WDC on 5.3.15.

reasonable as they are in line with the evidence provided in the ICR and only field visits provide a possibility to cross check the reported achievements.

147. The Results Framework could have been better served with an underlying results chain (or better even, with a theory of change) and some original PDO indicators were not 'SMART'. The Results framework could have included more outcome results, especially as PCDP is a programme over 15 years. Most indicators dropped at the MTR were either monitored or surveyed and reported by the 'End evaluation' and these have been very useful in assessing the effectiveness and performance of PCDP II (see tables 1, 2, 3). The level of satisfaction of beneficiaries for instance, provides useful information complementing the outputs reported and it would have been a loss if all indicators dropped had not been monitored and recorded. Hence, this PPA is less negative than the ICR on the original results framework. In addition, compared to the other projects supported by IFAD in Ethiopia, the M&E system and reporting of PCDP II is far better. Issues regarding the lack of proper baseline are discussed in the next chapter.
148. As confirmed during the main mission, IFAD has built good and strong relationships with both the World Bank and the Government. Due to the good partnership the project was able to expand its activities and deal with implementation obstacle effectively and efficiently. The good collaboration with the World Bank is not a given.
149. Based on the above, the PPA rated IFAD's performance as satisfactory (5).

Government performance

150. The Ministry of Federal Affairs appropriately supported project management and helped to ensure contributions at regional level. The M&E was provided with the means to develop such a system and was reasonably staffed. Documents and films were produced and the end of phase was well documented by a series of evaluation implementation completion reports from the government side and from external local consultants. The project receives full support from the level of the Minister and State Minister as the PPA mission witnessed.
151. An issue was the so-called Baseline survey conducted in 2008. It presented a useful overview of the situation at that time, but did not provide values for the indicators in the Results framework. As a baseline for M&E this could not be used by the 'End evaluation'. Another issue appears in the 'End evaluation'. The majority of 'Baseline' values were given as 'zero' (p.57-58). The reason is that most indicators refer to the number of population having access to facilities constructed by PCDP. To present a relevant picture, the change in access to social services should have been captured, taking into account that there was already a certain level reached before PCDP intervened (e.g. children were going to schools albeit with basic and simple infrastructure). A proper Baseline should have provided data on access to school facilities by a sample of communities before PCDP II while the End evaluation should have presented the access to schools of the same sample after the intervention.
152. Procurement guidelines and audited reports followed World Bank procedures and were monitored during Project Review and Implementation Support Missions. These show that compliance was generally acceptable but issues were identified for action: statements of expenditures were prepared late and held up replenishments and constructions and internal audit was established to improve fiduciary control, but capacity was generally weak. Remedial measures were reported to address issues which led to reducing delays and a timely progress but issues such as qualified audits during several years or ineligible transactions and court cases riddled the course of implementation (PCDP II, 6th Review and Implementation Support Mission, February 2013).

153. The performance of the implementing agencies is rated as satisfactory. In particular the reports were of good quality, detailed and submitted on time. Dissemination of testimonials and successful stories have greatly contributed to visibility of PCDP II.
154. The PPA is of the opinion that one area which was less successful, both at the level of the implementing partners and of the Ministry, is to engage in exchanging experiences with other projects and Ministries, in order to learn and improve the work for the benefit of the pastoralists being served.
155. **Rating:** Moderately satisfactory (4).

D. Overall project achievement

156. Overall project achievements met most expectations and objectives, even grossly exceeding some of these. The project performed strongly on its major component which was improving livelihoods through access to social and economic infrastructure and financial services. It was also successful in early warning and response.
157. Pastoral development projects present specific difficulties and meeting the set goals and objectives is therefore far from obvious. The project coverage was large and complex, in a vast and remote territory, with 4 regions having their own administrations and governments, very diverse ethnic groups and a range of livelihood systems. Issues and dynamics encountered have also been very varied. The management of such a project is therefore demanding and this was well performed, thanks to national institutions and Ethiopian staff who have enhanced their capacities in the course of implementation.
158. PCDP is a program which needs to be considered in its entirety. It has not only scaled up its work from phase I to phase II, it has also improved its quality and the delivery of results. There is scope to continue accordingly.
159. The PAD had appropriately identified main constraints faced by pastoralists (para 21). PCDP has been addressing the poor access to public and social services, weak government institutions and limited public participation in local decision-making processes, vulnerability to recurring droughts exacerbated by climate change. The interventions so far were all relevant and necessary but there are areas which have been neglected and need to be addressed rapidly, some of which relate to the PDO 3 which was not that successful.
160. The rating of overall performance is therefore satisfactory (5).

IV. Conclusions and recommendations

A. Conclusions

161. **The performance of PCDP II has been enhanced in comparison to PCDP I** which was trying out how best to operate and which was in need of improvements. The high risks assessed by the ICR Review of PCDP I have not materialized: the decentralization has been well implemented and the concerned institutions have been able to manage the project very well, which is largely to be credited to the quality of the project staff and of the supervision missions. PCDP II has been very competently managed, especially considering its extended coverage in the country, and the fact that it operated in a remote and complex environment. Continuity of key implementing staff is likely to have been an important contributing factor. Operations also improved during PCDP II, with corrections for instance in the statements of expenditure system which led to efficiency gains and brought the project back on course.
162. **PCDP II has produced overall substantial results for pastoral communities, a neglected and vulnerable part of the population.** Achievements concerned in particular the improved provision of social and economic infrastructure and financial services. Success also included early warning and response.
163. **Attention was directed to women.** If these efforts are sustained, remarkable transformative outcomes are likely to emerge from the improved access of young girls to education and health and in terms of economic empowerment through financial inclusion and IGAs. Monitoring gender changes will be very important to avoid possible backlashes or perverse effects on women.
164. **Empowerment of pastoral communities through CDD** also stands out, especially in the Ethiopian context. Deepening and scaling up CDD will lead to public services better catering to the needs and aspirations of the Ethiopian pastoralists and people. The forthcoming evaluation of PCDP by the Independent Evaluation Group of the World Bank, with a focus on CDD should shed more light on this area.
165. **M&E and knowledge management.** PCDP has developed a relatively better system of M&E in comparison to other projects supported by IFAD in the country, which has enabled corrective measures in the course of implementation. It has, however, not generated sufficient results in terms of evidence of some impact or at least outcomes such as food security, health, income etc. which can be expected from a programme of this duration. PCDP has not sufficiently well exchanged experiences in view of genuine learning efforts. The project has a wealth of knowhow and achievements it should be proud to share but it also needs to be open to learn from and listen to other stakeholders from whom it could greatly benefit. These include different categories of pastoralists, the Ethiopia Pastoral Forum, concerned Ministries (Agriculture, Environment) and their projects in pastoral areas, the standing committee for Pastoral Affairs and development partners involved in pastoral development. Possible variations in opinions or views which are likely to be heard are also a reflection of the complexities of the pastoral situations, the different perspectives and experiences which need to be listened and taken into account.
166. **Environment, natural resources and climate change have not been carefully enough taken into consideration.** This is based on the PPA's observations in the field and the fact that mobility as a strategy to manage environmental risks has not been examined by the documents reviewed. This conclusion is reinforced by the ESMF prepared in 2013 for PCDP III which confirms (p. 9) that during PCDP II 'ESMF related documentation and reporting was not given the same emphasis as reporting on the physical constructional progression

(status) of sub-projects. Also it has been revealed that there has been capacity gap in preparing, reviewing and implementing safeguard instruments.'

167. **Sedenterization of a part of the pastoral population brings overall benefits as long as the mobility the remaining population is also preserved.** The construction of schools and health posts, potable water supplies and irrigation schemes, such as undertaken by PCDP, are likely to encourage settlements. The PPA is of the opinion that this is an unavoidable process. A plethora of studies have established the increasing engagement of pastoralists, on their own initiative, in agro-pastoralism and sedentary activities due to destitution or the difficulties of pastoral lifestyle caused by various factors including drought and climate change (Desta and Coppock (2010), Flintan (2011), Devereux (2006). Diversification of livelihood options enables better overall risk management for many households and choices for the future generation. On the other hand, mobile pastoralism makes the most rationale use of natural resources in semi-arid environments and provides the economic and social backbone in these regions which benefits the semi-settled and settled communities.
168. **PCDP has the opportunity of capitalising on its achievements and including decisive improvements till completion in 2021.** Although not everything is currently perfect nor attained, the third phase which started in 2014 represents a chance to address gaps or deficiencies. If PCDP further improves its work there are chances of remarkable livelihood improvements for the pastoral population and being a good practice case. The longer term programmatic approach, the perseverance and determination of all staff and institutions involved are crucial in this regard.

B. Recommendations

1. Improve weaker aspects (while continuing to scale up through PCDP III)

169. **Local knowledge and social aspects.** PCDP III should pay due attention and better take into account local knowledge and social aspects in designing interventions and in adapting interventions to the needs and circumstances of the populations in pastoral areas. A few examples of local knowledge have been documented in PCDP II and transferred to other kebeles but these were very few and, according to the PCDP III PAD (p.20), 'understanding of relevant social issues among the Program's implementing agencies is inadequate'. Several components have been planned in for PCDP III and should be duly supervised by IFAD. The Social Assessment Report prepared in 2013 for PCDP III and the Regional Pastoral Livelihood Resilience Project supported by the World Bank states that a social development/safeguard specialist within the FPCU is required who will *inter alia* support the inclusion of social issues for both knowledge management and internal learning. The report also states that social ties and inter-ethnic relationship strategies to improve the utilization and management of rangeland should be strengthened. 'Unless there is a clear portfolio of research topics and agendas, professional bias will lead to the neglect of social issues and/or production of studies that have limited relevance for the formulation of new policies, adoption of new strategies and technologies and solving problems'. The PCDP III ESMF relevantly planned for 'a comprehensive social assessment to be carried out to identify specific issues related to land acquisition, loss of assets, loss of means of income and source of livelihoods or restriction of access to resources, and the project-affected people'. It furthermore states that 'to ensure that all environmental and social impacts have been identified and successfully mitigated and that the process for free, prior and informed consent to both Community Action Plans and Community Livelihood Plan has been properly followed'. In addition, this PPA sees possibilities adapting PCDP interventions using local knowledge and participatory approaches.

170. **Environmental effects and climate change.** Visits of a representative sample of PCDP interventions by environmental specialists to review positive and negative effects on the environment would be required to have a better view on impacts and decide if more systematic screening is warranted. This will also enable to mitigate possible problems, also in liaison with other public services in charge. The ESMF for PCDP III states that it covers Rural Livelihood Program but 'does not take into consideration impacts that might have occurred because of implementation of large infrastructure development activities related to DPSIP under PCDP II as these activities are no more part of PCDP III. These should, however, be covered by the World Bank-financed Regional Pastoral Livelihood Resilience Programme which scales up the DPSIP. Furthermore, to fully take into account effects on the environment, PCDP III should collaborate with and be in line with projects having specific expertise such as the Government Sustainable Land Management Programme which plans to extend its work to the Arid and semi-Arid regions of Ethiopia. As this programme is also supported by IFAD and the World Bank, cooperation should be easier.
171. **Sustainability of benefits.** To ensure the level of satisfaction of the past beneficiaries is maintained, and to make sure that the interventions undertaken are sustained, PCDP III should systematically revisit PCDP I and II kebeles, together with the concerned local services related to the other Ministries such as the Ministry of Agriculture, Ministry of Education, Ministry of Health etc. to remediate cases where interventions are not used or functioning as they should.

2. Ensure that mobility of pastoralists is maintained and not constrained

172. The PAD of PCDP III analyses (p.2) that 'various factors affect success of pastoralists to grow their livestock production systems. The most important of these are access to good rangeland as well as mobility, access to markets, access to services and severity of climatic shocks'. The PPA endorses the analysis but ascertains that of all these factors, PCDP has not developed interventions which preserve mobility. The PPA's view is that the pastoral populations should have free and informed choice in pursuing a mobile way of life or in settling partially or fully. A basic underpinning of CDD is the choice and decision making process by the concerned communities. PCDP should enhance possibilities which maintain pastoral mobility. The PPA concurs with a two pronged approach, also advocated by others:³⁸ on one hand facilitating the succession of pastoralism into agro-pastoral system and non-agricultural activities, on the other supporting mobile pastoralism for situations in which the level of aridity and fragility of the ecology is not suitable for crop farming due to lack of water. This requires delineating pastoral areas along with a dry season grazing territory and clear land policy that ensures collective tenure security. There is a need for policies which safeguard pastoralists' entitlement to land, as well as recognising pastoralism as a legitimate way of life that needs support to become more productive and resilient to external shocks.³⁹ In relation to PCDP interventions, this encompasses solutions such as adaptation of the schooling calendar to match the seasonal needs for children to help in herding; offering the possibility to pursue schooling in different locations during the year; providing similar basic services along well known migration routes; ensuring peace agreements between clans and tribes when migrations involve crossing into other's territory; preservation of nutritive local fodder species that are becoming extinct.

3. Engage in an open dialogue and collaboration

173. The targeted communities and the project impact will also greatly benefit from an open exchange of experiences with other concerned Ministries and departments and stakeholders, on the basis of better evidence and of learning from positive experiences in pastoral development elsewhere. The process of learning visits to

³⁸ Lemessa Demie Anbessa. 2015 Ethiopian pastoralist policy at the cross roads: further marginalization or revitalization? in IPPS.

³⁹ Mohamed Yimmer, 2015.

pastoral situations in West and East Africa is a case in point.⁴⁰ PCDP, with support from the World Bank and IFAD, should pro-actively collaborate with other concerned Government Ministries, researchers, development partners and actors, sharing its wealth of experiences and results. It is also recommended that the Ministry of Agriculture be closely involved in PCDP III. PCDP should also engage openly, based on evidence, in discussing issues which are fundamental to the development of pastoral areas, even if some of the issues are difficult and controversial such as how best to use and manage natural resources in arid and semi-arid environments, and how to ensure security. Enhanced attention on rigorous monitoring and evaluation of effects of interventions will also be helpful and contribute to evidence based decisions. The Pastoralist working group at the Ministry of Agriculture would be one of the ideal forum for discussing and sharing. An enhanced learning attitude and openness will also lead to positive perceptions from development actors not involved in PCDP and better decisions and policies.

⁴⁰ Proceedings: pastoral development in Ethiopia: study visits and National workshop, 2012, Adama, Ethiopia.

Rating comparison

<i>Criteria</i>	<i>IFAD-Programme Management Department rating^a</i>	<i>PPA rating^a</i>	<i>Rating disconnect</i>
Project performance			
Relevance	6	4	-2
Effectiveness	5	5	0
Efficiency	4	5	+1
Project performance^b			
Rural poverty impact			
Household income and assets	4	4	0
Human and social capital and empowerment	5	5	0
Food security and agricultural productivity	4	n.a.	n.a.
Natural resources environment and climate change	5	4	-1
Institutions and policies	5	4	-1
Rural poverty impact^c	5	4	-1
Other performance criteria			
Sustainability	5	4	-1
Innovation and scaling up	5	5	0
Gender equality and women's empowerment	5	5	0
Overall project achievement^d	5	5	0
Performance of partners^e			
IFAD	n.a.	5	n.a.
Government	5	4	-1
Average net disconnect			

^a Rating scale: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory; n.p. = not provided; n.a. = not applicable.

^b Arithmetic average of ratings for relevance, effectiveness and efficiency.

^c This is not an average of ratings of individual impact domains.

^d This is not an average of ratings of individual evaluation criteria but an overarching assessment of the project, drawing upon the rating for relevance, effectiveness, efficiency, rural poverty impact, sustainability, innovation and scaling up, and gender.

^e The rating for partners' performance is not a component of the overall assessment ratings.

Ratings of the Implementation Completion and Results Report (ICR) quality

	<i>Programme Management Department rating</i>	<i>IOE PPA rating</i>	<i>Net disconnect</i>
Scope	n/a	n/a	-
Quality (methods, data, participatory process)	5	4	-1
Lessons	5	4	-1
Candour	5	4	-1

Scope: The ICR follows the World Bank guidelines which differ from those of IFAD and hence, similarly to the Programme Management Department, this criteria is not rated.

Quality: The quality was generally good but ICR does not examine how CDD was implemented; for instance to what extent were options open for the communities to discuss or develop non-standard interventions. The same applies to the implementation of safeguards and monitoring of environmental and social effects. These limitations explain why the rating was moderately satisfactory.

Lessons: Some valuable lessons. Were drawn but they do not address all the issues identified under risks such as sustainability of interventions, environmental risks, economic risks to development outcome. For this reason the rating was a 4.

Candour: The ICR was generally rather complacent and does not discuss the issue of mobility of pastoralists which is why the PPA rating is 4.

Basic project data

			Approval (US\$ m)		Actual (US\$ m)	
Region	East and Southern Africa	Total project costs	139			
Country	Ethiopia	IFAD loan+grant and percentage of total	39 (19.5+19.5)	28.06%	39	100%
Loan number	782; Grant: 8040	Borrower (Government)	5	3.60%	5	100%
Type of project (subsector)	Rural development	Cofinancier: (World Bank/International Development Association loan+grant)	80 (23.4+56.6)	57.55%	80	100%
Financing type	Loan and grant					
Lending terms	Highly concessional					
Date of approval	15-Sep-2009					
Date of loan signature	26-Nov-2009	Contribution of beneficiaries	14.7	10.79%	12.15	83% ¹
Date of effectiveness	14-Jul-2010	Other sources				
Project completion date	30-Sep-2015 ²	Number of beneficiaries	600 000 households early 1.3 million people)			
Financing closing date	31-Mar-2016 ³	Loan closing date	30/06/2012			
Loan amendments	0					
Loan closure extension	0					
Country programme managers	Han Ulaş Demirag Ben Odoemena (a.i) Robson Mutandi, John Gicharu	Mid-term review			May 2011	
Regional director(s)	Sana Jatta (current) Perin Saint Ange Ides de Willebois	IFAD loan/grant disbursement at project completion (per cent)			n.a	
Responsible officer for project performance assessment	Pradeep Itty	Date of the project completion report ⁴			20 Oct-2014	
Project performance assessment quality control panel	Ashwani Muthoo Catrina Perch					

¹ Correspond to the cumulative between cash and kind contribution. 100 per cent of the cash contribution of the planned was collected while 73 per cent of the kind planned contribution was collected.

² As regards PCDP-II completion and closing dates, there are differences between IFAD and the World Bank with the former terminating later to ensure the transition to PCDP III. PCDP-II is to be formally closed and completed on 30 September 2015 and 31 March 2016, respectively.

³ Ibid.

⁴ The main project completion report was prepared by the World Bank (Implementation Completion and Results Report Review - ICRR).

Source: President's Report, Project Completion Report, project status reports, supervision reports, Project and Programme Management System, Loans and Grants System.

Terms of reference

I. Background

1. The Independent Office of Evaluation of IFAD (IOE) will undertake a project performance assessment (PPA) of the IFAD-supported Pastoral Community Development Project– Phase II (PCDP II) in Ethiopia in 2014-2015. The main objectives of the PPA are to: (i) undertake an independent assessment of project performance and results; (ii) generate findings and recommendations for the design and implementation of ongoing and future operations within the country. It will be used as an input for the current/ongoing Ethiopia country programme evaluation (CPE).
2. The PPA applies the evaluation criteria outlined in the IFAD Evaluation Manual and is conducted in the overall context of the IFAD Evaluation Policy (2011).¹ In view of the time and resources available, the PPA is generally not expected to undertake quantitative surveys. The PPA rather adds analysis based on interviews at IFAD headquarters, interactions with stakeholders in the country including project beneficiaries, and direct observations in the field. As such it relies necessarily on the data available from the project monitoring and evaluation system.
3. **Country context.** With an area of 1, 2 million square kilometres Ethiopia is the largest country in the Horn of Africa bordered by Eritrea to the North, Djibouti and Somalia to the East, Somalia and Kenya to the South and Sudan and South-Sudan to the West. The total population estimated in 2014 is 96.5 million and the rural population is estimated at 78 million 81 per cent of the total population.²
4. The headcount poverty rate fell from 45.5 per cent in 1995/96, to 38.7 per cent in 2004/05, and to 29.6 per cent in 2010/11. Ethiopia's Human Development Index (HDI) value for 2013 is 0.435 (low human development category), positioning the country at 173 out of 187 countries and territories.
5. From 2005-2013 the country had an economic growth of around 10.7 per cent a year on average. With a per capita income of US\$470 in 2013, Ethiopia is classified a low income country.³ The agriculture sector greatly influences economic performance in the country and accounted for 45 per cent in 2013 of GDP. This compares to the 43 per cent share by the services sector and the 12 per cent contribution by the industrial sector.
6. Ethiopia has one of the largest livestock inventory in Africa, including more than 49 million cattle, 47 million small ruminants, nearly 1 million camels, 4.5 million equines and 45 million chickens, with livestock ownership currently contributing to the livelihoods of an estimated 80 per cent of the rural population.⁴ Pastoral and agro pastoral areas of Ethiopia are largely located in the lowlands covering over 500,000 km (about 60 per cent) of the country's land mass which homes 12 million people (estimated to be 12-15 per cent of the country's total population). As estimated by the IGAD Center for Pastoral Areas and Livestock Development (ICPALD) in 2013, livestock production, with a substantial share from pastoral production, accounted for about 47 per cent of agricultural GDP. Despite the important contribution to national economies, pastoralists and agro pastoralists are among the poorest and most vulnerable rural households in Ethiopia.
7. **Project description.** PCDP II is the second phase of a 15 year, three-phase project launched in 2003 and financed by World Bank, IFAD, and the Government of Ethiopia and beneficiary communities. Implemented from 2008 to 2014, PCDP II

¹ Evaluation Manual: http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf; Evaluation Policy: <http://www.ifad.org/pub/policy/oe.pdf>.

² World Bank, Databank: <http://data.worldbank.org/indicator/SP.POP.TOTL>.

³ World Bank, Databank: <http://data.worldbank.org/indicator/SP.RUR.TOTL>.

⁴ World Bank, Databank: <http://data.worldbank.org/country/ethiopia>.

⁴ Ethiopia Dairy Value Chains, USAID CA No. 663-A-00-05-00431-00 Land O'Lakes, Inc. IDD. November 2010.

had a total budget of US\$139 million. The project's development objective was to increase the resilience of Ethiopian pastoralist to external shocks and to improve the livelihood of targeted communities. The World Bank is the Cooperating Institution for all three phases. PCDP III became effective in April 2014, before completion of PCDP II (IFAD completion date is 30 September 2015).

8. The specific objectives were implemented through 4 components:
 - i. Sustainable Livelihood Enhancement with the goal to provide sustainable access to critical social, economic and financial services to pastoral and agro-pastoral communities;
 - ii. Pastoral Risk Management to strengthening the prevention and mitigation of disaster risks in pastoral and agro-pastoral communities;
 - iii. Participatory Learning and Knowledge Management aims at involving pastoralists and local development-support organizations in knowledge-generation and documentation activities; and

Project management component assist project management units at the regional levels to effectively coordinate, supervise and implement project activities.

II. Methodology

9. **Scope.** The PPA will take account of desk reviews and issues emerging from interviews at IFAD headquarters and country office, and a focused mission to the country for the purpose of generating a comprehensive, evidence-based evaluation. However, the PPA will not need to examine or re-examine the full spectrum of programme activities, achievements and drawbacks, but will focus on selected key issues. Furthermore, subject to the availability of time and budgetary resources, due attention will be paid to filling in the evaluative information gaps of the Implementation Completion and Result Report (ICR) and other project documents.
10. **Evaluation criteria.** In line with the evaluation criteria outlined in IOE's Evaluation Manual (2009), and IOE Guidelines for PCRV and PPA (January 2012), the key evaluation criteria applied in this PPA will include:
 - (i) Relevance, which is assessed both in terms of alignment of project objectives with country and IFAD policies for agriculture and rural development and the needs of the rural poor, as well as project design features geared to the achievement of project objectives;
 - (ii) Effectiveness, which measures the extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance;
 - (iii) Efficiency, which indicates how economically resources/inputs are converted into results;
 - (iv) Rural poverty impact, which is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a results of development interventions. Five impact domains are employed to generate a composite indication of rural poverty impact: household income and assets; human and social capital and empowerment; food security and agricultural productivity; natural resources, environment and climate change; and institutions and policies;
 - (v) Sustainability, indicating the likely continuation of net benefits from a development intervention beyond the phase of external funding support. It

also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life;

- (vi) Pro-poor innovation and scaling up, assessing the extent to which IFAD development interventions have introduced innovative approaches to rural poverty reduction and the extent to which these interventions have been (or are likely to be) replicated and scaled up by government, private sector and other agencies;
 - (vii) Gender equality and women's empowerment. This criterion is related to the relevance of design in terms of gender equality and women's empowerment, the level of resources committed, and changes promoted by the project; and
 - (viii) Besides, the performance of partners, including the performance of IFAD and the Government, will be assessed on an individual basis, with a view to the partners' expected role and responsibility in the project life cycle.
11. **Data collection.** The PPA will build on desk reviews, in particular of the ICR, a core document, complemented on a selective basis by information extracted from the project design and MTR reports, RIMS data and related reports, the supervision mission reports, the project status reports (PSR), other relevant documents such as the Project Appraisal Document and the President's report for PCDP III or web-based information including any impact studies available. In addition, interviews with relevant stakeholders will be conducted both at IFAD headquarters and in Ethiopia. During the mission additional primary and secondary data will be collected in order to reach an independent assessment of performance and results. Data collection methods will mostly include qualitative participatory techniques. The methods deployed will consist of individual and group interviews with beneficiaries, and direct observations. The PPA will also make use – where applicable – of additional data available through the programme's monitoring and evaluation (M&E) system. Triangulation will be applied to verify findings emerging from different information sources.
12. **Stakeholders' participation.** In compliance with the Evaluation Policy of 2011, the main programme stakeholders will be involved throughout the PPA. This will ensure that the key concerns of the stakeholders are taken into account, that the evaluators fully understand the context in which the programme was implemented, and that opportunities and constraints faced by the implementing institutions are identified. Regular interaction and communication will be established with the East and Southern Africa Division (ESA) of IFAD and with the Government of Ethiopia. Formal and informal opportunities will be explored during the process for the purpose of discussing findings, lessons and recommendations.

III. Evaluation process

13. The PPA will involve five phases: desk work; country work; report drafting and peer review; receipt of comments on the draft PPA report from ESA and the Government of Ethiopia; and the final phase of communication and dissemination.
14. **Desk work phase.** Desk Reviews provide initial findings and identify key issues to be investigated by the PPA.
15. **Country work phase.** The PPA mission is scheduled during the period 23 February and 15 March 2015. Mission members will interact with relevant Government officials, local authorities, key stakeholders/partners, project staff and beneficiaries. At the end of the mission, a brief will be provided to the IFAD partner ministry(ies), followed by a wrap-up meeting in Addis Ababa, to summarise the preliminary findings and discuss key strategic and operational issues. The country programme manager for Ethiopia will participate in this wrap-up meeting.
16. **Report drafting and peer review.** At the conclusion of the mission, a draft PPA report will be prepared and submitted through the senior consultant to the lead

evaluator for the draft finalization and for IOE internal peer review for quality assurance.

17. **Comments by ESA and the Government.** The PPA report will be shared simultaneously with ESA and the Government of Ethiopia for comments. IOE will finalize the report following receipt of the Government's and ESA's comments. The IFAD Management will prepare a written response to the final report. The written response will be included in the final evaluation report when it is published. Also, IFAD Management will report on the follow-up to evaluation recommendations from the PPA in the context of the PRISMA.
18. **Communication and dissemination.** The final report will be disseminated among key stakeholders and the evaluation report published by IOE, both online and in print.

IV. Key issues for further analysis

19. Based on the Desk Review the proposed key issues for further analysis to enable IOE to make a more conclusive assessment of the project.
20. **M&E.** Based on the lessons learned from PCDP I, the original Results framework PCDP II was designed with a more outcome-oriented and Results Based Management approach. However, following recommendations of the MTR, the project development indicators were revised in 2011. The PPA mission will be examining the M&E system and assess the revision of the indicators.
21. **Community-driven development.** To what extent has the application of CDD methods appropriately reflected the needs and aspirations of pastoralists for improved livelihoods in terms of access to social services, income/employment opportunities and mobility. What kind of choices have the pastoralists been presented with by PCDP ?What are the perceived strengths and weaknesses of CDD in view of possibly anchoring this approach more broadly in The Government.
22. **Policy dialogue.** Although the Participatory Learning and Knowledge Management component support a limited number of studies designed to provide a better basis for policy implementation at federal and regional levels, the Policy and Implementation Studies conducted in the three regions of Oromia and Southern did not lead to policy decision or validation workshop. The PPA will examine the issues on which PCDP engaged in policy dialog and what this resulted in.
23. **Gender equality and women's empowerment.** The World Bank-ICRR indicates the high female participation in the RUSACCOs (66 per cent of members); the enrollment of girls in PCDP II-built schools (43 per cent) and the increase of women's income. The PPA will assess how and to what extent the project have contributed to enhance gender equality and women's empowerment.

V. Evaluation team

24. The PPA team will be composed of Mr Pradeep Itty, lead evaluator from IOE, and Mr Yacob Aklilu and Ms Rosa Valeria Cerza, IOE Consultants. Inputs will be provided by Ms Honey Hassan, IOE consultant, on the gender aspects. Mr Pradeep Itty has overall responsibility for the PPA and the two consultants will report directly to him. Ms Laure Vidaud, Evaluation Assistant, will provide research and administrative support.

Methodological note on project performance assessments

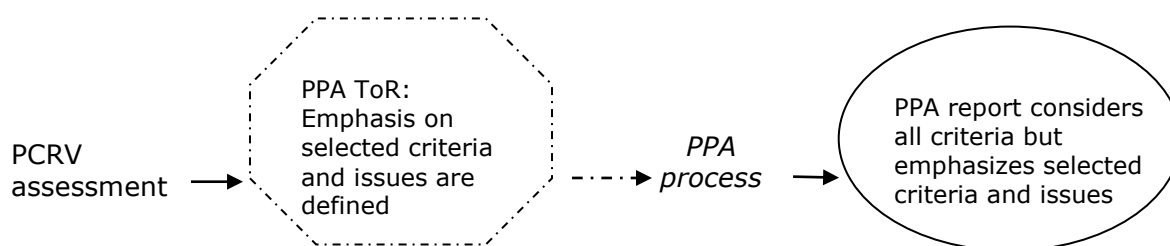
A. What is a project performance assessment?¹

1. The project performance assessment (PPA) conducted by the Independent Office of Evaluation of IFAD (IOE) entails one mission of 7-10 days² and two mission members.³ PPAs are conducted on a sample of projects for which project completion reports have been validated by IOE, and take account of the following criteria (or mutually exclusive): (i) synergies with forthcoming or ongoing IOE evaluations (e.g. country programme or corporate-level evaluations); (ii) major information gaps in project completion reports; (iii) novel approaches; and (iv) geographic balance.
2. The objectives of the PPA are to: (i) assess the results and impact of the project under consideration; and (ii) generate findings and recommendations for the design and implementation of ongoing and future operations in the country involved. When the PPA is to be used as an input for a CPE, this should be reflected at the beginning of the report. The PPA is based on the project completion report validation (PCRVR) results, further desk review, interviews at IFAD headquarters, and a dedicated mission to the country, to include meetings in the capital city and field visits. The scope of the PPA is set out in the respective terms of reference.

B. Preparing a PPA

3. Based on the results of the PCRVR, IOE prepares brief terms of reference (ToR) for the PPA in order to sharpen the focus of the exercise.⁴ As in the case of PCRVRs, PPAs do not attempt to respond to each and every question contained in the Evaluation Manual. Instead, they concentrate on the most salient facets of the criteria calling for PPA analysis, especially those not adequately explained in the PCRVR.
4. When preparing a PPA, the emphasis placed on each evaluation criterion will depend both on the PCRVR assessment and on findings that emerge during the PPA process. When a criterion or issue is not identified as problematic or in need of further investigation, and no additional information or evidence emerges during the PPA process, the PPA report will re-elaborate the PCRVR findings.

Scope of the PPA



¹ Extract from the PCRVR and PPA Guidelines.

² PPAs are to be conducted within a budget ceiling of US\$25,000.

³ Typically, a PPA mission would be conducted by an IOE staff member with the support of a consultant (international or national). An additional national consultant may be recruited if required and feasible within the evaluation budget.

⁴ Rather than an approach paper, IOE prepares terms of reference for PPAs. These terms of reference ensure coverage of information gaps, areas of focus identified through PCRVRs and comments by the country programme manager, and will concentrate the PPA on those areas. The terms of reference will be included as an annex to the PPA.

C. Evaluation criteria

5. The PPA is well suited to provide an informed summary assessment of project relevance. This includes assessing the relevance of project objectives and of design. While, at the design stage, project logical frameworks are sometimes succinct and sketchy, they do contain a number of (tacit) assumptions on mechanisms and processes expected to generate the final results. At the post-completion phase, and with the benefit of hindsight, it will be clearer to the evaluators which of these assumptions have proved to be realistic, and which did not hold up during implementation and why.
6. For example, the PPA of a project with a major agricultural marketing component may consider whether the project framework incorporated key information on the value chain. Did it investigate issues relating to input and output markets (distance, information, monopolistic power)? Did it make realistic assumptions on post-harvest conservation and losses? In such cases, staff responsible for the PPA will not be expected to conduct extensive market analyses, but might consider the different steps (e.g. production, processing, transportation, distribution, retail) involved and conduct interviews with selected actors along the value chain.
7. An assessment of effectiveness, the extent to which a project's overall objectives have been achieved, should be preferably made at project completion, when the components are expected to have been executed and all resources fully utilized. The PPA considers the overall objectives⁵ set out in the final project design document and as modified during implementation. At the same time, it should be flexible enough to capture good performance or underperformance in areas that were not defined as an objective in the initial design but emerged during the course of implementation.
8. The PPA mission may interview farmers regarding an extension component, the objective of which was to diffuse a certain agricultural practice (say, adoption of a soil nutrient conservation technique). The purpose here would be to understand whether the farmers found it useful, to what extent they applied it and their perception of the results obtained. The PPA may look into reasons for the farmers' interest in new techniques, and into adoption rates. For example, was the extension message delivered through lectures? Did extension agents use audio-visual tools? Did extension agents engage farmers in interactive and participatory modules? These type of questions help illustrate *why* certain initiatives have been conducive (or not conducive) to obtaining the desired results.
9. The Evaluation Manual suggests methods for assessing efficiency, such as calculating the economic internal rate of return,⁶ estimating unit costs and comparing them with standards (cost-effectiveness approach), or addressing managerial aspects of efficiency (timely delivery of activities, respect of budget provisions). The documentation used in preparing the PCRV should normally provide sufficient evidence of delays and cost overruns and make it possible to explain why they happened.
10. As far as rural poverty impact is concerned, the following domains are contemplated in the Evaluation Manual: (a) household income and assets; (b) human and social capital and empowerment; (c) food security and agricultural

⁵ Overall objectives will be considered as a reference for assessing effectiveness. However, these are not always stated clearly or consistent throughout the documentation. The assessment may be made by component if objectives are defined by components; however the evaluation will try to establish a connection between the overall objectives and outputs.

⁶ Calculating an economic internal rate of return may be challenging for a PPA as it is time-consuming and the required high quality data are often not available. The PPA may help verify whether some of the crucial assumptions for economic internal rate of return calculation are consistent with field observations. The mission may also help shed light on the cost-effectiveness aspects of efficiency; for example whether, in an irrigation project, a simple upgrade of traditional seasonal flood water canalization systems might have been an option, rather than investing in a complex irrigation system, when access to markets is seriously constrained.

productivity; (d) natural resources, the environment and climate change;⁷ and (e) institutions and policies. As shown in past evaluations, IFAD-funded projects generally collect very little data on household- or community-level impact indicators. Even when impact data are available, both their quality and the methodological rigour of impact assessments are still questionable. For example, although data report significant increases in household assets, these may be due to exogenous factors (e.g. falling prices of certain commodities; a general economic upturn; households receiving remittances), and not to the project.

11. PPAs may help address the "attribution issue" (i.e. establishing to what extent certain results are due to a development intervention rather than to exogenous factors) by:
 - (i) following the logical chain of the project, identifying key hypotheses and reassessing the plausibility chain; and
 - (ii) conducting interviews with non-beneficiaries sharing key characteristics (e.g. socio-economic status, livelihood, farming system), which would give the mission an idea of what would have happened without the project (counterfactual).⁸
12. When sufficient resources are available, simple data collection exercises (mini-surveys) may be conducted by a local consultant prior to the PPA mission.⁹ Another non-mutually exclusive option is to spot-check typical data ranges or patterns described in the Project Completion Report by means of case studies (e.g. do Project Completion Report claims regarding increases in average food-secure months fall within the typical ranges recorded in the field?). It is to be noted that, while data collected by a PPA mission may not be representative in a statistical sense, such data often provide useful reference points and insights. It is important to exercise care in selecting sites for interviews in order to avoid blatant cases of non-beneficiaries profiting from the project.). Sites for field visits are selected by IOE in consultation with the government concerned. Government staff may also accompany the PPA mission on these visits.
13. The typical timing of the PPA (1-2 years after project closure) may be useful for identifying factors that enhance or threaten the sustainability of benefits. By that stage, the project management unit may have been disbanded and some of the support activities (technical, financial, organizational) terminated, unless a second phase is going forward or other funding has become available. Typical factors of sustainability (political support, availability of budgetary resources for maintenance, technical capacity, commitment, ownership by the beneficiaries, environmental resilience) can be better understood at the ex post stage.
14. The PPA also concentrates on IFAD's role with regard to the promotion of innovations and scaling up. For example, it might be observed that some innovations are easily scaled up at low cost (e.g. simple but improved cattle-rearing practices that can be disseminated with limited funding). In other cases, scaling up may involve risks: consider the case of a high-yield crop variety for which market demand is static. Broad adoption of the variety may be beneficial in terms of ensuring food security, but may also depress market prices and thereby reduce sale revenues for many households unless there are other, complementary activities for the processing of raw products.
15. The PPA addresses gender equality and women's empowerment, a criterion recently introduced into IFAD's evaluation methodology. This relates to the emphasis placed on gender issues: whether it has been followed up during

⁷ Climate change criterion will be addressed if and when pertinent in the context of the project, as most completed projects evaluated did not integrate this issue into the project design.

⁸ See also the discussion of attribution issues in the section on PCRVs.

⁹ If the PPA is conducted in the context of a CPE, then the PPA can piggyback on the CPE and dedicate more resources to primary data collection.

implementation, including the monitoring of gender-related indicators; and the results achieved.

16. Information from the PCRV may often be sufficient to assess the performance of partners, namely IFAD and the Government. The PPA mission may provide further insights, such as on IFAD's responsiveness, if relevant, to implementation issues or problems of coordination among the project implementation unit and local and central governments. The PPA does not assess the performance of cooperating institutions, which now has little or no learning value for IFAD.
17. Having completed the analysis, the PPA provides its own ratings in accordance with the evaluation criteria and compares them with Programme Management Department's ratings. PPA ratings are final for evaluation reporting purposes. The PPA also rates the quality of the Project Completion Report document.
18. The PPA formulates short conclusions: a storyline of the main findings. Thereafter, a few key recommendations are presented with a view to following up projects, or other interventions with a similar focus or components in different areas of the country.¹⁰

¹⁰ Practices differ among multilateral development banks, including recommendations in PPAs. At the World Bank, there are no recommendations but "lessons learned" are presented in a typical PPA. On the other hand, PPAs prepared by Asian Development Bank include "issues and lessons" as well as "follow-up actions" although the latter tend to take the form of either generic technical guidelines for a future (hypothetical) intervention in the same sector or for an ongoing follow-up project (at Asian Development Bank, PPAs are undertaken at least three years after project closure).

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition^a</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
<ul style="list-style-type: none"> Household income and assets 	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
<ul style="list-style-type: none"> Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> Food security and agricultural productivity 	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
<ul style="list-style-type: none"> Natural resources, the environment and climate change 	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
<ul style="list-style-type: none"> Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> Sustainability 	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
<ul style="list-style-type: none"> Innovation and scaling up 	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and other agencies.
<ul style="list-style-type: none"> Gender equality and women's empowerment 	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> IFAD Government 	

^a These definitions have been taken from the OECD/DAC *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

List of key persons met during the PPA mission to Ethiopia

19 February – 15 March 2015

Government of Ethiopia

Dr Shiferaw Teklemariam, Minister, Ministry of Federal Affairs

Mr Mulugeta Wuletaw, State Minister, Ministry of Federal Affairs

Mr Silashi Getahun, State Minister, Ministry of Agriculture

Mr Gebregziabher Gebre Yohannes, State Minister, Animal Resources Development Sector, Ministry of Agriculture

Mr Tefera Tadesse, Director, Natural resource Department, Ministry of Agriculture

Mr Muluneh Woldemasan, Acting director, Disaster Risk Management and Food Security Sector (DRMFSS), Ministry of Agriculture

Mr Abera Kassa, Senior Livestock Expert, Ministry of Agriculture

Mr Faji Gebresellasie, Senior Officer, Rural Livelihood Programme, Ministry of Federal Affairs

PCDP

Mr Seid Omer, M&E Senior Officer PCDP II, Project Coordinator, PCDP- III

Mr Ahmed Adem, Community-Driven Service Provision Senior Officer, PCDP II and III

Mr Damena Lemma, Knowledge Management Senior Officer, PCDP II and III

Mr Gebre Terefe, Project Risk Management Senior Officer, PCDP II

International organizations

Ms Laketch Mikael, Senior Director-Cross Cutting Initiatives, Agricultural Transformation Agency (ATA)

Mr Teklu Tesfaye, Senior Agricultural specialist, The World Bank

Mr Stephen Danyo, Senior Natural Resources Management Specialist Environment and Natural Resources, World Bank

Mr Assaye Legesse, Senior Agricultural Economist, World Bank

Ms Ayuba Sani, Livelihood specialist, Department for International Development (DFID)

Dr Kifle Argaw, Coordinator Intergovernmental Authority on Development (IGAD) resilience programme

Dr Gezahegne Aboset, Expert, IGAD resilience programme

Non- governmental and research institutions

Mr John Graham, Country Director, Save the Children

Mr Tezera Getahun, Director, Pastoralist Forum of Ethiopia

Mr Ayman Omar, Country Director, Oxfam

Ms Fiona Flintan, Rangelands Governance Specialist for ILRI and Technical Advisor for ILC Rangelands Initiative

List of key persons met during field visits

Afar region

Mr Abraham Mohamemed, Deputy Director, Regional Bureau Agriculture and livestock
Mr Abdurazak Mohammed, Regional coordinator, Regional Bureau Water and irrigation
Mr Hassen Mohamed, Regional coordinator, Disaster Risk Management and Food Security Sector (DRMFSS)

Mr Ali Wofeku, Head, Mille *Woreda*

Mr Zeyenu Arba, Administrator, Chifra *Woreda*

Mr Kifile Waldu, Project Coordinator PCDP II, Chifra *Woreda*

Communities in Mille, Chifra, *Woredas*

Oromia and Southern Nations, Nationalities and People's Region (SNNPR) regions

Mr Teketel Hashebo, Head, Agriculture Office, Hadero Tunto *Woreda*

Mr Gurmessa Lelisa, Regional Coordinator, Oromia PCDP

Communities in Kore, Tiyo, Hadero Tunto, Wonango *Woredas*

IFAD staff Country Office in Addis Ababa

Mr Robson Mutandi, Ethiopia Country Director and Representative

Mr Legebo Tessema, Ethiopia Country Programme Officer

Mr Dagmawi Habte-Selassie, IFAD Private-Public Partnership Focal Person

Mr Dagim Kassahun, Ethiopia Country Programme Assistant

IOE CPE and PPA team

Mr Pradeep Itty, Lead Evaluator, Agricultural Economist

Mr Yacob Aklilu, Pastoral Specialist and Agriculture Economist

Ms Rosa Valeria Cerza, Evaluation Research Analyst, monitoring and evaluation

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