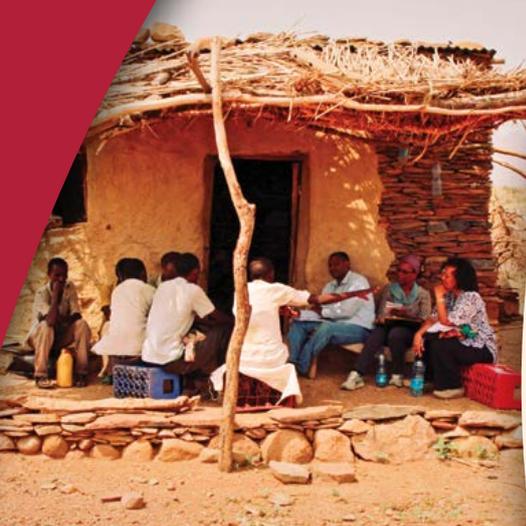




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Country Programme Evaluation Series
10/2020



Evaluation of FAO's country programme in Ethiopia

2014-2019

Country Programme Evaluation Series

10/2020

**Evaluation of
FAO's country
programme
in Ethiopia
2014-2019**

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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Acronyms and abbreviations

| | |
|--------|---|
| CPE | Country programme evaluation |
| CPF | Country Programming Framework |
| FAO | Food and Agriculture Organization of the United Nations |
| IAIP | Integrated agro-industrial parks |
| IFAD | International Fund for Agricultural Development |
| IPC | Integrated Food Security Phase Classification |
| IPM | Integrated pest management |
| MAFAP | Monitoring and Analysing Food and Agricultural Policies |
| MRV | Measuring, reporting and verification |
| NGO | Non-governmental organization |
| NRM | Natural resource management |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Children's Fund |
| WFP | World Food Programme |

Executive summary

Introduction

- 1 This report presents the results of an independent evaluation of the Food and Agriculture Organization of the United Nations (FAO) country programme in the Federal Democratic Republic of Ethiopia conducted in 2019. The primary purpose of this evaluation was to contribute towards the formulation of the next Country Programming Framework (CPF), a document that defines the priorities for collaboration between FAO and the Government of Ethiopia. It also sought to contribute to learning at corporate, regional and country level by drawing lessons and making recommendations that will be useful for FAO's future engagement in the country.
- 2 In line with the principle of encouraging country ownership of the evaluation process, the Office of Evaluation (OED) set-up a Consultative Group at national level, whose members included representatives from the Ministry of Agriculture, Environment, Forest and Climate Change, the Ministry of Finance and Economic Cooperation, the Swiss Agency for Development and Cooperation (SDC), the World Bank, the European Union Delegation to Ethiopia, the United Nations Convention on the Rights of the Child (UNRC) Office, the International Fund for Agricultural Development (IFAD), Vétérinaires Sans Frontières (VSF)-Suisse and VSF-Germany. Members of the Group were consulted during the inception phase to define the evaluation scope and were called on to provide comments on the draft evaluation report.
- 3 The evaluation covers the period between 2014 and 2019 of the FAO country programme in Ethiopia, with a particular focus on the current CPF (2016-2020), aligned with the second Growth and Transformation Plan 2016-2020 (GTP II). The priority areas of the current CPF are:
 - i. improved crop production, productivity and commercialization;
 - ii. improved livestock and fisheries production, productivity and commercialization;
 - iii. sustainable natural resource management (NRM) and improved livelihood resilience to threats and disasters.
- 4 The evaluation had four main objectives: i) assess the strategic relevance of FAO's interventions in responding to country needs; ii) assess FAO's contributions to results and outcomes in areas identified in the CPF under the three priority areas; iii) identify lessons learned as well as enabling and limiting factors for results; and iv) identify gaps in FAO's country programme and potential areas of future work.
- 5 The evaluation was guided by a set of evaluation questions corresponding to the following evaluation criteria organized in two parts:
 - i. Part A (Strategic positioning) focused on strategic relevance, United Nations normative values and principles, comparative advantage, partnership and coordination.
 - ii. Part B (Contribution to results) focused on FAO's contribution to development results, sustainability of results, coherence and synergies, as well as the enabling and limiting factors affecting results.
- 6 Data collection involved a mix of qualitative and quantitative methods taking into consideration different resources available to triangulate results. This included structured key informant interviews with government representatives (national and local government), beneficiaries, resource partners, United Nations agency representatives, and other key stakeholders; community-based focus group discussions with beneficiaries; desk review of available documentation and a participatory self-assessment workshop with FAO Ethiopia staff to identify strengths, weaknesses, opportunities and threats (SWOT) related to FAO's programme in Ethiopia.





Main findings

- 7 The evaluation findings are clustered around the evaluation criteria, corresponding to the evaluation questions.

Strategic relevance

- 8 The evaluation found that the current CPF (2016-2020) was formulated based on the Growth and Transformation Plan II, and in line with the Agriculture Sector Policy and Investment Framework 2010-2020. However, the CPF did not enable much prioritization within the actual FAO projects and programmes. Over the evaluation period, FAO exceeded the resource mobilization targets for the CPF 2016-2020, with 97 percent of the target mobilized as of the end of 2018. However some areas received less focus despite being explicitly prioritized because they could not be funded, such as natural resource management. Even though FAO has provided important technical advice in specific areas directly within its mandate, the scale and overall impact of its activities in Ethiopia is limited, with many activities labelled as pilots not having yet informed subsequent programming.
- 9 FAO's support to the livestock sector was found broadly relevant, particularly support on animal health. FAO has established an important presence as a lead technical agency on transboundary animal diseases (TADs) in Ethiopia through the Pursuing Pastoral Resilience project and activities under Emergency Centre for Transboundary Animal Diseases (ECTAD) and Emerging Pandemic Threats 2 (EPT-2) Programme. FAO also contributed to the design of a USD 170 million World Bank Livestock and Fisheries Development project. FAO's support to nutrition-sensitive agriculture and food security information systems, as well as to the integrated agro-industrial parks was also found to be highly relevant.
- 10 Ethiopia is undergoing an important economic transformation and, going forward, there is potential for FAO to play a crucial role in supporting the Government to ensure that transformations in the agriculture sector keep pace with increasing demand in a sustainable, efficient and inclusive manner.

United Nations normative values and principles

- 11 FAO has made efforts to target vulnerable groups through its interventions. There is scope for FAO to provide guidance to ensure no one is left behind during Ethiopia's rapid transformation.
- 12 FAO Ethiopia's work on mainstreaming gender at institutional and programme levels is in its infancy. The Organization has started to establish a foundation to effectively contribute to gender equality and women's empowerment by undertaking a Country Gender Assessment (CGA) and Gender Stocktaking to provide a basis for gender mainstreaming. It has also set-up a socio-economic team working on gender-related issues and designated a Gender Focal Point. However, efforts to mainstream gender in projects are still very weak and there are only a few examples of projects where gender has been included to some degree.

Comparative advantage

- 13 FAO Ethiopia has a clear comparative advantage in mobilizing Government where the focus is on very specific technical interventions in line with FAO's mandate, such as animal health, small-scale irrigation development, promotion of integrated pest management (IPM) and climate-smart agriculture (CSA), post-harvest loss reduction, crop protection and forest monitoring. FAO Ethiopia has not sufficiently leveraged its comparative advantage due to its piecemeal approach to programme implementation and challenges in mobilizing resources, which have resulted in FAO diverting its attention away from areas of comparative advantage towards emergency interventions.

Partnership and coordination

- 14 FAO is viewed as a trusted partner; however, the Organization has been too focused on partnerships with the Ministry of Agriculture, which has resulted in programme imbalances. The situation was exacerbated by the several Government level institutional changes occurred during the period under review.
- 15 FAO has played an increasingly important role in supporting the United Nations Country Team (UNCT) and implemented joint projects with IFAD, the World Food Programme (WFP), United Nations Development Programme (UNDP), United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA) and World Meteorological Organization (WMO) during the period under review. However there is room to improve joint implementation with United Nations partners. Partnerships with the private sector have failed to materialize and will need to become a focus area for FAO going forward, particularly in relation to contract farming, forage production, and technology development and dissemination.
- 16 FAO has supported the coordination of resilience actors at subnational levels (zonal and regional) and has established a strong presence in the Rural Economic Development and Food Security (RED&FS) initiative.

Programme contributions to results

- 17 Over the evaluation period, FAO's policy footprint was relatively limited, although the policies and strategies supported were of high quality and highly valued by all stakeholders interviewed.
- 18 FAO's contribution to results in increasing agricultural productivity and commercialization has been chiefly through a number of flagship interventions (for example, technical assistance to the Agricultural Growth Programme (AGP), post-harvest loss reduction, support to the integrated agro-industrial parks (IAIPs), nutrition-sensitive agriculture). Overall, results have been limited by a lack of consideration of economic and market conditions, although newly approved projects in 2019 show a more concerted focus on value chains and market linkages. Activities promoting nutrition-sensitive agriculture, through the introduction of homestead gardening, nutrition education and complementary feeding, brought positive results at the community level, but the integrated approach of linking health and agriculture departments has not yet taken hold.
- 19 FAO has demonstrated strong results related to animal health capacity development, and the control of transboundary animal diseases. There was less focus on livestock productivity, which instead tended to be covered by short-term emergency projects.
- 20 FAO's contributions to resilience building were concentrated on emergency response to disasters, although there have been strong contributions to the strengthened coordination of resilience actors. FAO's El Niño response was largely effective and exceeded targets for the number of households reached; there is further scope to capitalize on its expertise on livelihoods and the resilience of agricultural and pastoralist communities.
- 21 FAO's contributions to natural resource management have been most significant in the forest sector, where it provided strong technical support to forest monitoring. Pilot projects in sustainable land, watershed management and land tenure have generated important lessons that should be documented and, in some cases, scaled up. FAO's contribution to natural resource management in Ethiopia remains limited and deserves to be expanded, as this area was explicitly prioritized in the CPF 2016-2020.
- 22 FAO Ethiopia has a clear comparative advantage in providing holistic capacity development support in niche technical areas. Strong results have been observed through FAO's capacity development activities.



- 
- 23 There is no systematic mechanism for monitoring or reporting contributions beyond individual project outputs and, as a result, FAO has not been able to effectively monitor and report results at an outcome level.

Sustainability of results

- 24 The sustainability of results is more likely where projects have adopted an economically sound, market-based approach that is relevant to the local context, and at sufficient scale. For example, the beneficiaries of the Rural Women's Economic Empowerment (RWEE) project in Oromia have received a holistic package of support, through which they have been empowered economically and socially, through the formation of rural savings and credits groups, and agribusiness enterprises. At the same time, the sustainability of capacity development activities is threatened by high turnover of government staff.

Coherence and synergies

- 25 The presence of the FAO Subregional Office for Eastern Africa (SFE) in Addis Ababa has benefitted FAO's programme in Ethiopia with strong technical oversight in areas such as agribusiness and natural resource management. However, there is further scope for coherence – both internally between FAO's own projects, and externally with other government and partner programmes.

Enabling and limiting factors on the achievement of results

- 26 FAO's mandate continues to be of critical importance to Ethiopia's policy of agriculture-led industrialization, and FAO's strong relationship with the Government provides opportunities for the Organization; FAO risks losing credibility due to implementation delays and inefficient administrative systems, while competition for dwindling donor resources means that FAO needs to more actively demonstrate results.
- 27 A new FAO Representative came in 2017 and has taken a number of measures to improve operations, outreach and coordination efforts. These efforts were appreciated by interviewed partners. FAO staff and partners pointed out that further progress is needed to strengthen the coherence of the country programme and enhance communications between technical teams within the Office.

Conclusion

Conclusion 1. The relevance of FAO's mandate to Ethiopia's agriculture-led economy is self-evident, and several successes or promising areas of work are noted in the report. Over the evaluation period, FAO exceeded the resource mobilization targets for the CPF 2016-2020, with 97 percent of the target mobilized as of the end of 2018. On the whole, FAO's programme in Ethiopia displays several imbalances and disconnects which tend to affect its overall relevance at the national level, specifically between development activities and emergency response; and between livestock and animal health activities on the one hand and crop-related support on the other. There is also an imbalance in focus between highlands and lowlands, with development projects concentrated more in the highlands while the lowlands tend to be dominated by emergency support. Yet, there are also development opportunities in the lowlands and resilience needs in the highlands.

Conclusion 2. As a result of the above (Conclusion 1), FAO's contribution has been essentially in the form of disjointed projects. The reviewed development projects in the field, though designed as pilots, were rarely scaled up. Despite being relevant when assessed individually, these projects are often not cumulative in their achievements; they tend to have limited follow-up and insufficient coherence and persistence over time.

Conclusion 3. While there has been a general trend of improvement in operations, outreach and coordination as a result of recent managerial changes, FAO has yet to address the fragmented nature of its country programme, which reflects a lack of internal coordination within the Country

Office, as well as a lack of communication and sometimes team spirit between its different teams. This situation, coupled with inefficient delivery and procedural delays, risks undermining FAO's credibility and jeopardizes FAO's ability to achieve results.

Conclusion 4. FAO is highly appreciated, particularly by its main counterpart in the Government of Ethiopia, the Ministry of Agriculture, but the FAO Country Office and its activities are not well known outside its core classical partners in the Government. FAO's partnerships have been focused on the Ministry of Agriculture, and this has constrained its ability to successfully address multi-sectorial issues and has contributed to the observed imbalances and gaps in the country programme, notably in NRM.

Conclusion 5. Many FAO projects and programmes in Ethiopia have yet to fully integrate a market-based approach. Some value chain projects were found to be lacking a business analysis; others provided free handouts and subsidized inputs with little regard to economic sustainability. While the support to integrated agro-industrial parks is relevant, the challenge will be to make them profitable. There is further scope for FAO to provide more appropriate value chain and food systems-oriented support, including in food safety, in line with increased urbanization and government ambitions for the development of commercial agriculture.

Recommendations

28 The evaluation makes six broad recommendations (supported by a more detailed list of suggested actions in the main report) focused on giving a new thrust to FAO's programme in Ethiopia, as follows:

Recommendation 1. FAO Ethiopia should adopt a more cohesive programmatic approach and continue to consolidate its fragmented programme under clearly defined and forward-looking CPF programmatic areas responding more closely to national needs and priorities, and a results framework focused on contributions to outcomes rather than mere quantitative output reporting. More emphasis should be placed on building synergies between emergency and development projects.

Recommendation 2. In line with the Government's plans for agricultural transformation and Sustainable Development Goal 2 (SDG 2) focus on the interconnectedness of improved food and nutrition security and sustainable agriculture practices, FAO Ethiopia should support an economically sound value chain and market-based approach to agricultural development, while upholding normative values of inclusiveness and ecological sustainability.

Recommendation 3. In line with the SDGs commitment for all actors to work together, FAO Ethiopia needs to broaden its partnerships and collaborate with ministries beyond the Ministry of Agriculture, as well as with international financial institutions (IFIs), the private sector and the most capable non-governmental organizations (NGOs), while actively seeking to 'deliver as one' with United Nations partner agencies.

Recommendation 4. In order to promote collaboration and break down the silos that have emerged, the FAO Country Office in Ethiopia should build on the recently implemented reforms and continue to strengthen its own cohesion and management arrangements, including through clearer staff reporting lines, a stronger treatment of cross-cutting themes, and more regular internal coordination mechanisms.

Recommendation 5. FAO Ethiopia should define a strategy on how to mainstream gender within its projects and programmes in order to contribute to greater changes to the lives of men, women, girls and boys, building upon the recommendations of the Country Gender Assessment. It should also better institutionalize gender in the Country Office. A capacity development plan would be useful to enable staff to mainstream gender in their work.

Recommendation 6. FAO Ethiopia needs to develop a robust monitoring and evaluation (M&E) and knowledge management system to ensure meaningful lessons from pilot initiatives are documented and used to inform all FAO teams and partners.





1. Introduction

- 1 The Office of Evaluation (OED) of the Food and Agriculture Organization of the United Nations (FAO) has been conducting country programme evaluations (CPEs) since 2005 to provide accountability to Member Nations, national governments and development partners, while also drawing lessons and making recommendations that will be useful for FAO's future engagement in a country. The Federal Democratic Republic of Ethiopia was selected as one of the countries in which to carry out a CPE in 2019.

1.1 Purpose of the evaluation

- 2 The Country Programming Framework (CPF) is the principal instrument that defines the priorities for collaboration between FAO and the Government and is a means for FAO to be accountable to the Government and non-government partners and resource partners in the country, as well as all Member Nations. The purpose of the Ethiopia CPE is to provide feedback to better orient FAO's programme, to contribute towards the impact and resonance of the next CPF. It seeks to contribute to learning at corporate, regional and country levels by drawing lessons and making recommendations that will be useful for FAO's future engagement in the country. Besides providing lessons specifically on FAO's work in Ethiopia, the evaluation will also enrich FAO's synthesis of findings and guidance for its future country-level support.
- 3 The specific objectives of the CPE are to:
 - i. assess the strategic relevance of FAO's interventions in responding to country needs;
 - ii. assess FAO's contributions to results and outcomes in areas identified in the CPF under the three priority areas;
 - iii. identify lessons learned as well as enabling and limiting factors for results;
 - iv. identify gaps in FAO's country programming and potential areas of future work.

1.2 Scope and objective of the evaluation

- 4 Country evaluations are designed to assess the totality of the institution's assistance provided to an FAO Member Nation, irrespective of the source of funding. This includes activities funded through the regular programme as well as extra-budgetary resources; national, regional and global projects and initiatives; emergency and development interventions. Since the CPE is a programme evaluation, the exercise does not focus on single projects, but rather assesses FAO's overall contribution to development changes in the priority areas defined in the CPF. The evaluation covers the last five years of the programme, in particular focusing on the current Country Programming Framework
- 5 The evaluation examined the CPF outcome areas, and also assessed contributions within the context of FAO's Strategic Objectives (SO) and Core Functions; as such, it assesses the country programme strategic alignment with these SOs. The evaluation also covers the following cross-cutting issues: gender, governance, climate change adaptation and nutrition.

Evaluation questions

- 6 The following questions were developed to further define the objective of the evaluation and are organized in two parts: Part A (Strategic positioning); and Part B (Contribution to results), as presented in Box 1.

Box 1 • Evaluation questions

Part A

Strategic positioning: Are we doing what is needed?

Strategic relevance

- To what extent is FAO's programme aligned with national development plans, strategies, policies and programmes? In what manner has FAO aligned its programme and activities to relevant national, regional and global strategies?
- Has FAO been addressing the most acute and structurally important challenges in Ethiopia in line with the areas of FAO's competence?
- To what extent has FAO taken into account United Nations normative values and principles such as equity, gender, and targeting the most vulnerable communities and localities in the design of its programme and during the implementation?
- How is FAO positioned and equipped to contribute to Ethiopia's agenda of economic transformation, programmatically and substantively?
- How is FAO positioned to contribute to capacity development at the national and decentralized (regional state) levels?
- To what degree has FAO been able to balance and link its development work and resilience and emergency work?

Partnership and coordination

- Have FAO's partnerships at national and regional levels contributed towards enhancing FAO's capacity to achieve and sustain desired results? What opportunities exist for strengthened partnerships among United Nations country entities?
- Were there any challenges in working in partnerships? How did this impact on delivery of the FAO programme? Were there any missed partnership opportunities?
- How effectively has FAO supported the coordination of actors working in the agricultural development, animal health, forestry and food security and nutrition sectors, at federal and subnational levels?

Comparative advantage

- What role has FAO played vis-à-vis other development actors (national and regional, civil society, the private sector and other international development partners) and did FAO draw from its own comparative advantage? In which areas did FAO utilize its strengths to the greatest/least extent?

Part B

Programme contribution: Are we making a difference?

Impact and effectiveness

- What results can be observed that are attributable to FAO's interventions, including contributions to:
 - policies, strategies and information needs on food security and nutrition, agricultural statistics, animal health, etc.;
 - resilience building and livelihoods protection against the effects of El Niño and other climatic hazard (for example, climate change adaptation, disaster risk reduction and transboundary animal diseases);
 - agriculture sector (including livestock and fisheries) productivity and profitability;
 - environmental sustainability and natural resource management;
 - women's economic empowerment;
 - capacity development of national authorities, and community-level organizations and non-state actors.



- What are enabling factors that contributed to the achievement of results? Were there any limiting factors? What actions are needed to overcome barriers that are limiting progress?

Sustainability of results

- Based on current exit strategies, to what extent are the changes achieved sustainable? Is there a strong enough engagement with stakeholders and/or beneficiaries, and ownership of the results?

Coherence and synergies

- To what extent have FAO's global and regional initiatives provided coherent and/or complementary support in view of achieving the CPF results?
- To what extent has FAO headquarters, Subregional Office for Eastern Africa (SFE) and Regional Office for Africa (RAF) brought value to FAO's work in the country, particularly in terms of technical and administrative support?

1.3 Methodology

- 7 An evaluation matrix (Annex 3) presents the framework that guided the data collection and assessments. The evaluation used a mix of qualitative and quantitative methods taking into consideration resources available. In particular, the evaluation team used the following primary data collection methods:
 - i. Structured focus group discussions with beneficiaries and cooperating partner staff (grouped by portfolio activity and disaggregated by sex, as required).
 - ii. Structured key informant interviews with beneficiaries, cooperating partner staff, federal and local government representatives (at regional, zonal, woreda and kebele levels), United Nations agency representatives, FAO staff and consultants (at FAO headquarters in Rome, the Subregional Office for Eastern Africa (SFE) and in FAO Ethiopia), and other key stakeholders in the country portfolio sectors.
 - iii. Direct observation of country office activities (coordination and technical meetings) and outputs such as rehabilitated and new community and household assets, distribution, and storage and complementary assets.
 - iv. A participatory self-assessment workshop with FAO Ethiopia to identify strengths, weaknesses, opportunities and threats (SWOT) related to FAO's programme in Ethiopia.
 - v. A debriefing presentation with FAO Ethiopia at the end of fieldwork to discuss preliminary findings and the next steps in the evaluation process.
- 8 Information from stakeholders has been triangulated by eliciting a wide range of responses to the same issues from different stakeholders, participating in different activities, and examining these issues in differing social and environmental contexts. This has been complemented by periodic reviews of data quality, accuracy, and reliability and cross-referencing with other data sources, including secondary data.
- 9 An independent team of three national experts — one on agricultural transformation, one on livestock and pastoralism, and one on resilience and emergency response — provided inputs based on analyses of outcome level changes in the national policy environment and institutional arrangements, as well as emerging issues. An international consultant provided inputs on natural resource management (NRM) and gender mainstreaming.
- 10 The team met with 172 persons, including: FAO staff at headquarters, the FAO Ethiopia Country Office, the FAO Subregional Office for Eastern Africa (SFE); representatives of the Federal Government of Ethiopia, Development Partners, the office of the United Nations Resident Coordinator and representatives of other United Nations system agencies, representatives of government institutions, representatives from the private sector, civil society and academia, and farmers. Primary data collection also included observations at a number of events, meetings and workshops.



- 11 The CPE findings were also partly drawn from several project evaluations which preceded the main CPE evaluation mission.¹ In addition, Ethiopia has been included as a case study country in several corporate and strategic FAO evaluations, and these were also used to inform the findings of the current CPE.²
- 12 Separately to this CPE, an Inter-Agency Humanitarian Evaluation (IAHE) of the emergency response to the droughts in Ethiopia since 2015 was also conducted in the first half of 2019. The FAO CPE team discussed and coordinated with the IAHE team throughout to avoid any duplication or overlap with respect to data collection and field visits.
- 13 In line with the principle of encouraging country ownership of the evaluation process, the Office of Evaluation (OED) set-up a Consultative Group at national level, whose members included representatives from the Ministry of Agriculture, Environment, Forest and Climate Change, the Ministry of Finance and Economic Cooperation, the Swiss Agency for Development and Cooperation (SDC), the World Bank, the European Union Delegation to Ethiopia, the United Nations Convention on the Rights of the Child (UNRC) Office, the International Fund for Agricultural Development (IFAD), Vétérinaires Sans Frontières (VSF)-Suisse and VSF-Germany. Members of the Group were consulted during the inception phase to define the evaluation scope and were called on to provide comments on the draft evaluation report.

1 In particular, the final evaluation of Pursuing Pastoralist Resilience through Improved Animal Health Service Delivery in Pastoralist Areas of Ethiopia (GCP /ETH/083/EC); the final evaluation of Strengthening institutionalized sub-national coordination structures and harmonization mechanisms (GCP /ETH/089/EC); the final Evaluation of the Capacity Development for Agricultural Innovations Systems (CDAIS) which included Ethiopia as a country case-study; and the final evaluation of Reducing Food Losses through Improved Postharvest management in Ethiopia Phase 1 (GCP /ETH/084/SWI).

2 The Evaluation of FAO's contribution to enable inclusive and efficient agricultural and food systems (SO4) in 2017; and the Evaluation of FAO's contribution to the eradication of hunger, food insecurity and malnutrition (SO1) in 2018.

1.4 Limitations

- 14 Due to the absence of quantitative monitoring data, the evaluation relies heavily on qualitative evidence, including stakeholder perceptions and observations from field visits. However, this data has been triangulated with various sources, and complemented with evidence from recent FAO project and strategic evaluations conducted in Ethiopia. The main evaluation mission in June 2018 was also faced with security constraints following an attempted coup d'état against the Amhara regional government, which resulted in the cancellation of certain project site visits. In such cases, evidence was instead drawn from existing evaluation reports and telephone interviews were conducted with local government staff.

1.5 Structure of the report

- 15 Following this introduction, Chapter 2 provides a brief overview of Ethiopia and of the FAO programmes in the country. Chapter 3 attempts to answer the evaluation question pertaining to FAO's strategic positioning. Chapter 4 reviews FAO's contribution to development results, sustainability of results, as well as the enabling and limiting factors affecting results. Finally, Chapter 5 sets out the conclusions and recommendations based on the findings presented.



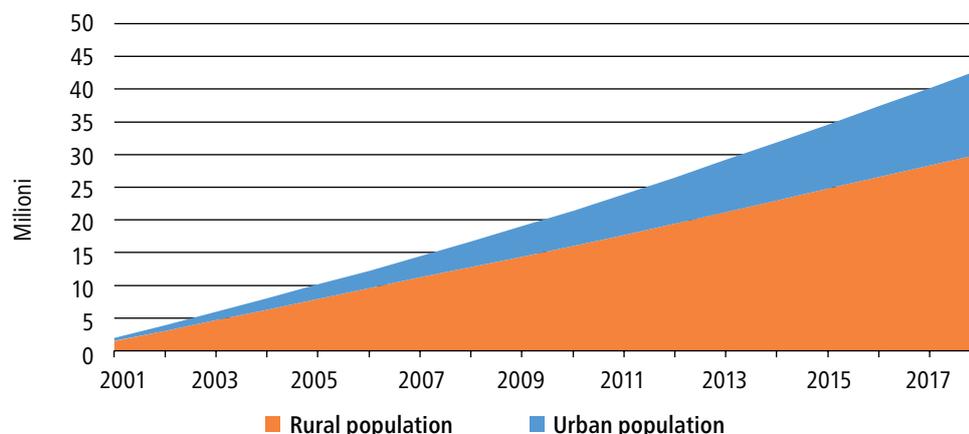
2. Background

2.1 Brief overview of Ethiopia

- 16 Ethiopia is a landlocked country at the heart of the Horn of Africa. With an estimated population of 102 million people, it is the second most populous country in Africa. Ethiopia has a total area of 1.1 million km², 45 percent of which is potentially arable. Its topography consists of a complex blend of massive highlands, rugged terrain and lowland plains.
- 17 Historically, the country has played an important role in the continent. Apart from a brief period under Italian occupation from 1935 to 1941, it was never colonized by a European power. Ethiopia was a founding member of both the League of Nations in 1920 and the United Nations in 1945, and a key force behind the creation of the Organisation of African Unity in May 1963. Its successor organization, the African Union (AU), is headquartered in Addis Ababa. Ethiopia was also one of the founding members of FAO in 1948, during Haile Selassie's rule.
- 18 A new constitution came into force in 1995, defining Ethiopia as a federal state subdivided into nine ethno-linguistically based regional states (Afar, Amhara, Benishangul-Gumuz, Gambella, Harari, Oromia, Somali, Southern Nations, Nationalities, and People (SNNP), and Tigray) and two administrative cities (Addis Ababa city administration and Dire Dawa city council). The regional and administrative cities are further subdivided into 800 woredas and 15 000 kebeles.
- 19 Ethiopia was the fastest growing economy in Africa in 2018, having sustained a strong growth averaging 10.3 percent between 2005/06 and 2015/16. The economy experienced a decline in growth in 2016 due to political uncertainty, foreign exchange shortages and the effects of a particularly strong El Niño event in 2015/16, but rebounded in 2017. Economic growth has been driven by growth in the agriculture and services sectors, contributing 34 percent and 37 percent of gross domestic product (GDP) respectively in 2017. Reports indicate that the reforms by the current Prime Minister (including establishing peace with Eritrea, opening up the economy to further financial investment and the focus on promoting gender equality) are creating a new space for more inclusive political dialogue to address macroeconomic imbalances (World Bank, 2018 and 2019; ADF, 2018).
- 20 The country achieved significant progress during the Millennium Development Goal (MDG) era. Between 2000 and 2017, Ethiopia's human development index (HDI) value increased from 0.283 to 0.463. The poverty rate declined from 55 percent to 26.7 percent (World Bank, 2018).³ Ethiopia has also made significant progress in reducing hunger. The undernourishment prevalence dropped dramatically from 52 percent in 2000 to 22.8 percent in 2015. Despite this, Ethiopia remains one of the world's poorest countries with a per capita average income of USD 783 per annum. Ethiopia is in the low human development category and has an HDI ranking of 173 out of 188 countries in the world (UNDP, 2018).
- 21 Ethiopian population has grown rapidly during the last two decades, with an increase of 42 million between 2001 and 2017 (see Figure 1). Based on the 2007 census, the Central Statistical Agency (CSA) estimates that the overall population surpassed 100 million in 2019 and will reach about 137 million in 2037, with urban population accounting for an increasing share of overall growth (National Bank of Ethiopia).

³ Poverty rate is measured at the international poverty line of USD 1.9 per capita day/purchasing-power-parity.

Figure 1 • Population growth in Ethiopia from 2000 to 2017, by urban and rural in millions of additional persons



Source: World Bank Data (as calculated in Minten et. al 2018)

- 22 The agriculture sector remains the mainstay of the economy in Ethiopia, accounting for 34 percent of GDP, 90 percent of total export value and 70 percent of total employment share in 2017 (World Bank, 2019). Smallholder agriculture accounts for 95 percent of agricultural GDP and the remaining 5 percent comes from the commercial sector. More than 83 percent of Ethiopia's population live in rural areas and about 90 percent of the rural population are engaged in smallholder subsistence agricultural production.
- 23 The sector is characterized by low-input/output production systems (both crop and livestock). The crop sub-sector accounts for about 70 percent of the agricultural GDP while livestock sub-sector accounts for 20 percent, while fisheries and forestry accounts for the remaining 10 percent (GOE).⁴
- 24 Nevertheless, agriculture is driving rapid growth in Ethiopia's economy. The value of agricultural exports overall rose sixfold, from USD 0.4 billion in 2000/01 to USD 2.5 billion in 2016/17. Discounting the value for agricultural imports (e.g. chemical fertilizers), Ethiopia remained overall a net exporter of agricultural products and the annual value of net agricultural exports hovered around USD 1 billion over the last five years. Meanwhile, the Government of Ethiopia started the process of accession to the World Trade Organization (WTO) in 2003. While this process is still ongoing, and has stalled on several occasions, this increasing reliance on agricultural exports is significant and has implications for FAO in terms of the support it can provide going forward.
- 25 **Policy framework.** In 2009, the Government of Ethiopia signed the Comprehensive Africa Agriculture Development Programme (CAADP) compact committing to prioritize agricultural transformation and development. Ethiopia is among the 20 countries reported to be on track in implementing the seven commitments of the Malabo Declaration by 2025.⁵ Key government strategies providing the framework for the agriculture transformation agenda include the Agricultural Sector Policy and Investment Framework (PIF 2010-2020), (MOA, 2010; Mafa C. Bezabih E., Demese C., 2015) the Livestock Master Plan (2015-2020) (ILRI, 2015), the National Nutrition Strategy (MOH, 2008), and the Climate Resilient Green Economy Strategy (CRGE, 2011-2025) (GOE, 2011).

⁴ There are indications that livestock contribution to the national GDP is underestimated.

⁵ Ethiopia had an overall score of 5.3 in 2017, compared to a regional average score of 3.6. In term of the commitment on enhancing investment finance in Agriculture, Ethiopia was the second-best performing country in Africa, allocating 16.8 percent of the annual public expenditure to agriculture in 2015/16. AU (2017). 2017 Progress Report to the Assembly - Highlights on Intra-African trade for agriculture commodities and services: Risks and Opportunities. Accessed on 9 April 2019 at <https://www.resakss.org/sites/default/files/BR%20English%20Draft%20Print.pdf>

- 26 **Nutrition.** 28 percent of all child mortality in Ethiopia is associated with undernutrition (African Union Commission). Between 2000 and 2016, the prevalence of stunting (children under the age of five suffering from chronic undernutrition) have registered a modest decline, from 58 percent to 38 percent (EMDHS, 2016). In 2015/16, the Government of Ethiopia renewed its commitments to improved nutrition in a multisectoral manner and launched the National Nutrition Program II (NNP II) and Seqota Declaration, committing to end stunting in children under the age of two by 2030 (Seqota Declaration).
- 27 **Gender equality.** Although the country has taken several actions to ensure gender equality, it remains one of the lowest performing countries against gender equality indicators in the continent.⁶ Despite an encouraging environment, women and girls are still disadvantaged by a range of social and customary norms, religious beliefs, social practices, and inadequate policies. According to the most recent Ethiopian Demographic and Health Survey in 2016, 43 percent of women were unemployed compared to 29 percent of men; women's enrolment as undergraduates in national universities lingered at 34 percent; fewer women own land and, when they do, their plots tend to be smaller and less fertile than average (UN Women, 2019).
- 28 **Crops.** Crop production is predominantly based on subsistence and rain-fed agriculture practiced by millions of smallholder farmers producing over 95 percent of the national output on small plots of land (0.5–2 ha). Five major cereals – teff, maize, sorghum, wheat and barley – provide the base of Ethiopia's agriculture and food economy, accounting for about 79 percent of total area cultivated; pulses and oilseeds are the second and third most important crops, with 14 percent and 6.5 percent of total area cultivated respectively. The leading exports are coffee, oil seeds and pulses (CSA, 2014; 2018).
- 29 **Livestock.** Ethiopia has the largest livestock population in Africa and the tenth largest in the world. The Ethiopian livestock sector covers two major agro-ecological and socio-economic zones corresponding to two major types of livestock production systems: the highland crop-based production systems, where livestock tend to be secondary to crops, and the lowland pastoral and agro-pastoral production systems where the reverse is true, i.e. livestock is more important than crops.⁷ Small ruminants are the main source of livelihood for (agro-)pastoralists and are important assets in both lowlands and highlands of Ethiopia. Transboundary animal diseases (TADs) are a major problem. The two main viral diseases, i.e. peste des petits ruminants (PPR) and sheep and goat pox (SGP) together have caused and are still causing serious asset losses to livestock owners, both in the lowland pastoralist areas as well as in many districts in the highlands. Over the last two decades, PPR has spread from lowland pastoral communities (where it is now endemic) to many districts in the highlands of Ethiopia.
- 30 **Forests.** Forested areas in Ethiopia cover 15.5 percent of the country's surface (UNFCCC, 2016), with dry forests⁸ accounting for an estimated 80 percent of all (FAO, 2019). There is significant deforestation and forest degradation, driven by free livestock grazing, fodder use and fuelwood collection/charcoal production in all the regions, followed by farmland expansion, land fires and construction wood harvesting. Population growth, unsecure land tenure and poor law enforcement contribute to these trends.
- 31 **Official Development Assistance.** Ethiopia received a net Official Development Assistance (ODA) of USD 4.07 billion in 2016, making it the second highest recipient of ODA among all developing countries receiving aid. The inflow of ODA has risen from an annual average of USD 1.17 billion in the 1990s to an average of USD 2.18 billion from 2000 to 2009.

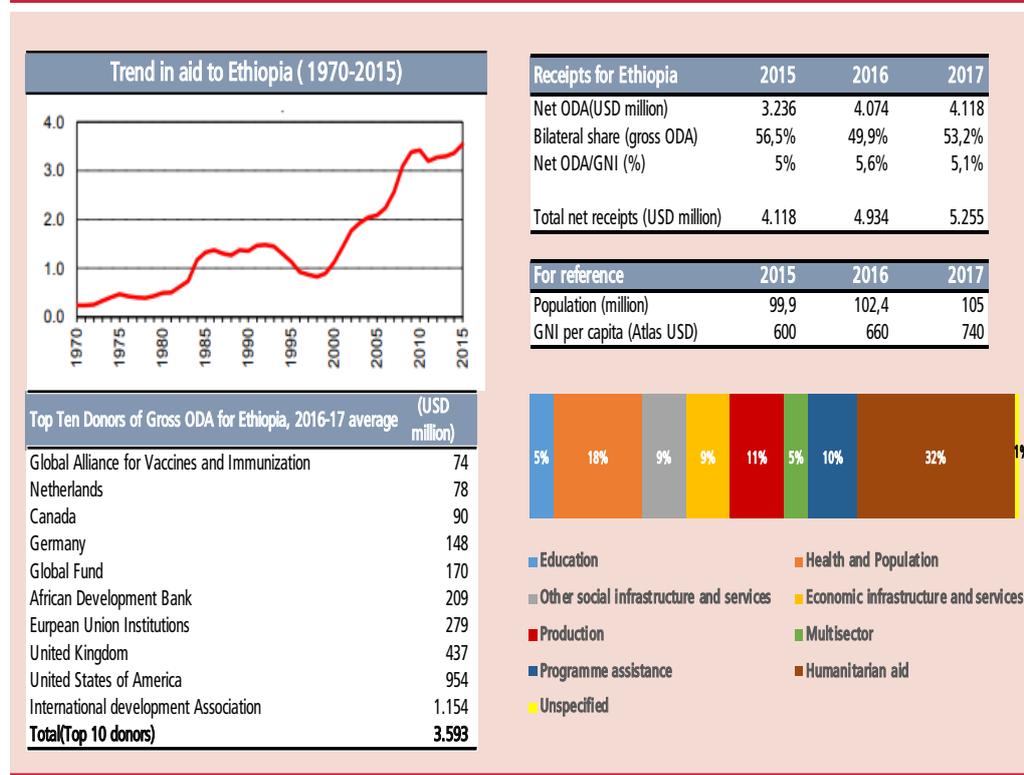
6 Ethiopia is ranked 116th out of 159 countries with the Gender Inequality Index (GII) value of 0.499. The three dimensions of the GII are: reproductive health, empowerment and labour market.

7 The country has about 52 million cattle, 24.2 million goats, 17 million sheep and 38 million chickens. About 70 percent of cattle and sheep and 30 percent of goats are raised in the highlands. See: IFPRI (2017). An assessment of the livestock economy in mixed crop-livestock production systems in Ethiopia. Accessed on 8 April 2019 at <http://ebrary.ifpri.org/utils/getfile/collection/p15738coll2/id/131059/filename/131270.pdf>

8 In Ethiopia, forests are classified into high forests and dry forests. Dry forests are the largest vegetation resources in Ethiopia. Dry forests are defined as forests on drylands.

- 32 Box 2 presents the trend in ODA to Ethiopia from 1970 to 2015, the total receipts for Ethiopia in 2015/2017, and the top ten donors of gross ODA for Ethiopia. The World Bank (through the International Development Association), the United States of America, the United Kingdom and the European Union are the top ODA partners for Ethiopia. Humanitarian aid accounted for the largest share of ODA (32 percent), followed by the health sector (18 percent) and the production sector (11 percent). ODA to the agriculture is captured under production.⁹

Box 2 • Trend in aid to Ethiopia

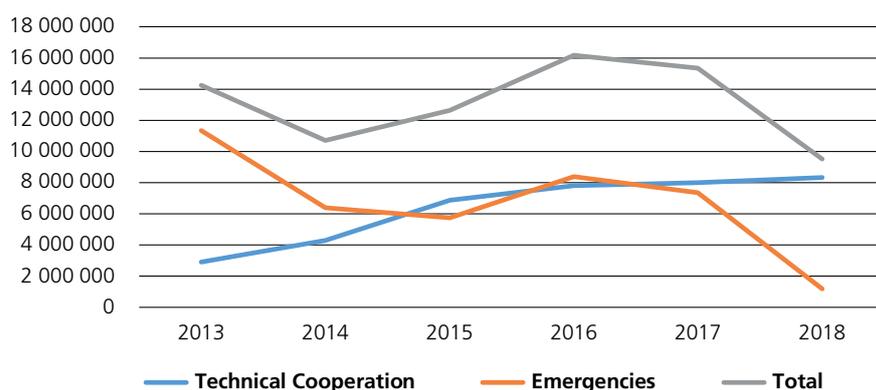


Source: OECD Development Aid at a Glance-Statistics by recipient country (data accessed on 21 May 2019 at <https://www.oecd.org/dac/stats/aid-at-a-glance.htm>); data on Ethiopia ODA Trend from 1970 to 2015 extracted from Statistics by region: Africa 2019 edition. OECD (2018). Development Aid at a Glance-Statistics by region: Developing Countries 2018 edition. Accessed at <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/World-Development-Aid-at-a-Glance-2018.pdf>)

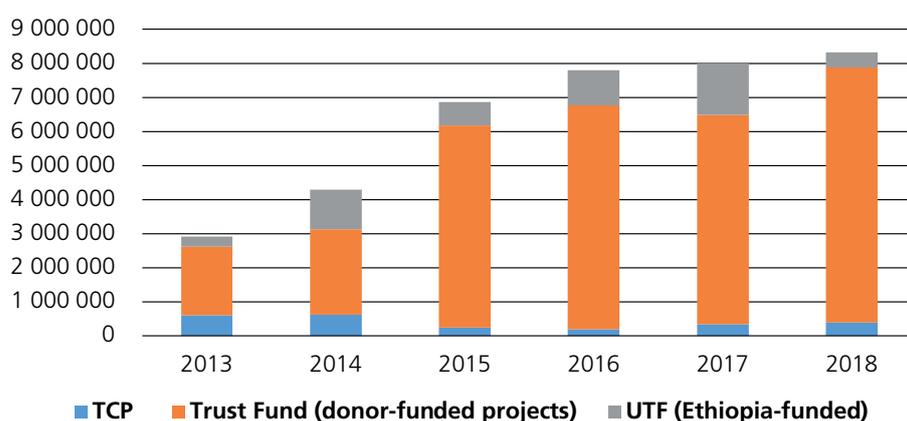
2.2 FAO in Ethiopia

- 33 The Federal Democratic Republic of Ethiopia has been an FAO Member State since 1948, and the Organization strengthened its presence in the country through the establishment of a fully-fledged Representation in 1981. Since then, FAO has been an active development partner of the Government of Ethiopia in implementing a portfolio of programmes and projects to improve food security and nutrition, and ensuring the sustainable management of natural resources.
- 34 The FAO Representation in Ethiopia currently comprises 182 personnel, including 39 FAO staff and 142 employed as non-staff human resources. More than 90 percent of the staff are project staff. The Country Office organogram once prepared by the FAO Office of Support to Decentralized Offices (OSD) only reflects Regular Programme staff, and therefore it is de facto obsolete. An informal organogram exists, not officially endorsed but in effect. It groups the technical staff into four teams: Agriculture, Natural Resource Management and Resilience, Socio-economic Development, and Livestock. In addition, the Representation has six field offices in Afar, Amhara, Oromia, Somali, Southern Nations, Nationalities, and People and Tigray.

⁹ It is important to note that this OECD data on ODA does not include the quite significant support from China to Ethiopia, estimated at USD 3.7 billion for the period 2000 to 2014. See: Aid Data (2017). Working paper 46: Aid, China, and Growth: Evidence from a New Global Development Finance Dataset. Accessed at http://docs.aiddata.org/ad4/pdfs/WPS46_Aid_China_and_Growth.pdf

Figure 2 • Delivery of emergency and non-emergency projects in USD, 2013–2018

Source: FAO Field Programme Management Information System (FPMIS), accessed March 2019

Figure 3 • Delivery of technical cooperation (non-emergency) by funding source in USD, 2013–2018

Source: FAO FPMIS, accessed March 2019

- 35 The FAO Representative to Ethiopia used to be the Head of the Subregional Office for Eastern Africa (SFE) until 2012, when the two functions were separated at the request of the Government. The Country Office is still co-located with SFE. Both Offices share one administration unit in relation to finance, procurement, human resources, travel, logistics and other general services.

2.3 Overview of FAO's field programme

- 36 FAO has rolled out in Ethiopia a diverse portfolio of projects. Delivery of FAO's programme in Ethiopia during the period 2014/18 (inclusive) totalled USD 64 334 980 – averaging USD 12 866 996 per annum. There was an increase in delivery through emergency projects during 2015/17, due to the response to the El Niño crisis.¹⁰ Emergency delivery declined sharply in 2018 as many of these El Niño projects had closed by then.

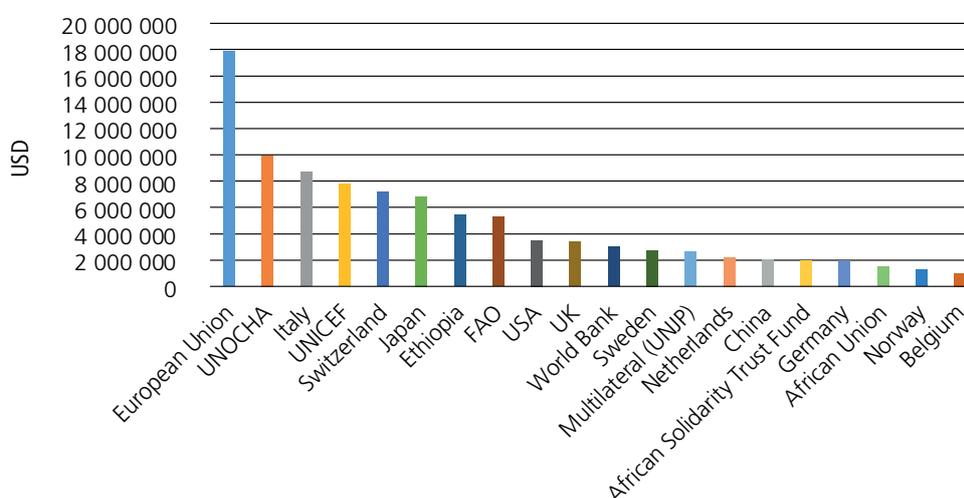
- 37 The delivery of "technical cooperation projects" (i.e. development-oriented, non-emergency projects) has seen a steady increase during the period under evaluation. This is primarily through donor-funded projects (see Figure 3). However, the Government of Ethiopia has also contributed to this growing portfolio through so-called unilateral trust

¹⁰ The El Niño portfolio consisted of 16 projects.

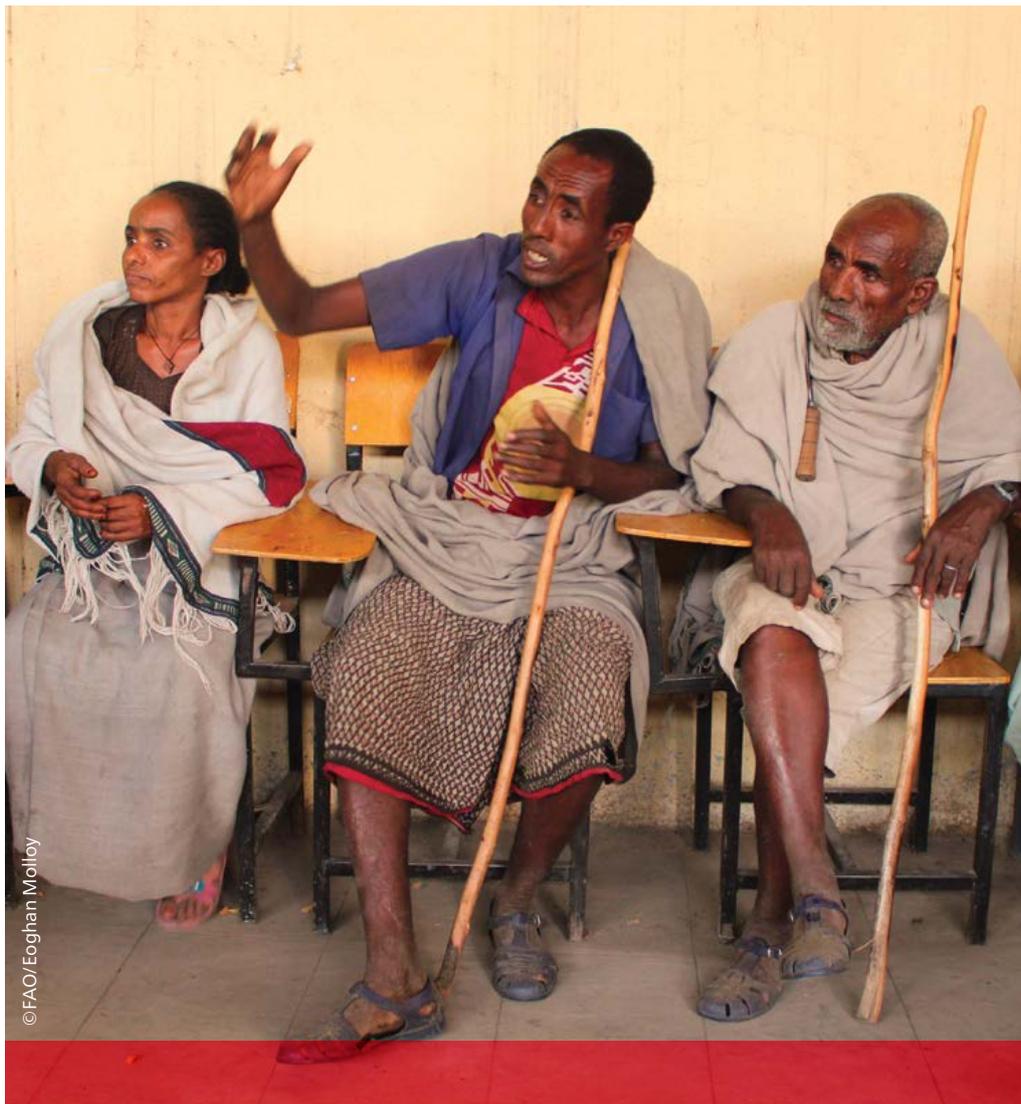
fund (UTF) projects, which involve FAO's technical assistance on larger Government-led projects, including through the Agricultural Growth Programme, and technical support for Reducing Emissions from Deforestation and Forest Degradation (REDD+) readiness, so in this sense the Government is also a donor allocating resources to be supported in strengthening its capacity in strategic areas of interventions.

- 38 The European Union has been the most significant resource partner for the period 2014–2018, with USD 20 745 325 in projects. This can mostly be accounted for by two significant projects: Pursuing Pastoral Resilience (USD 11 502 378) and the recently approved Global Network Against Food Crises Partnership Programme - Country Investment Ethiopia (USD 4 830 918). The European Union Supporting Horn of Africa Resilience (EU-SHARE) programme specifically funded both the Pursuing Pastoral Resilience project and the resilience coordination project (GCP/ETH/089/EC: Strengthening Institutionalized Subnational Coordination Structures and Harmonization Mechanisms). Furthermore, the European Union has funded nutrition projects through the United Nations Children's Fund (UNICEF), in partnership with FAO (see Figure 4). Another notable European Union-funded project is the Food and Nutrition Security Impact, Resilience, Sustainability and Transformation (FIRST) Programme, a global FAO-European Union partnership on policy assistance facility.
- 39 Emergency projects funded through the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA) Central Emergency Response Fund account for the second largest resource partnership, totalling USD 9 934 499. These UN-OCHA-funded projects are mostly focused on livestock and pastoral themes (USD 7 100 812, or 71 percent), with other support on drought and the El Niño response.
- 40 Italy has funded value chain and commercialization projects. Italy has been a major partner in support of the Government's drive to create integrated agro-industrial parks (IAIPs), together with the United Nations Industrial Development Organization (UNIDO). FAO has provided technical support and value chain analysis to this UNIDO-led initiative. To this end, Italy has recently partnered again with FAO to conduct further value chain analysis and development in support of the IAIPs through the USD 4 716 980 project GCP /ETH/095/ITA, 'Technical Assistance to Inclusive and Sustainable Value Chain Development in Oromia and SNNP regions'.
- 41 Switzerland has funded two FAO projects on post-harvest management and post-harvest food loss reduction. The second phase project was recently approved in 2018, while Japan has funded emergency projects on drought, floods and livestock resilience.

Figure 4 • Top 20 resource partners for FAO Ethiopia, 2014-2018



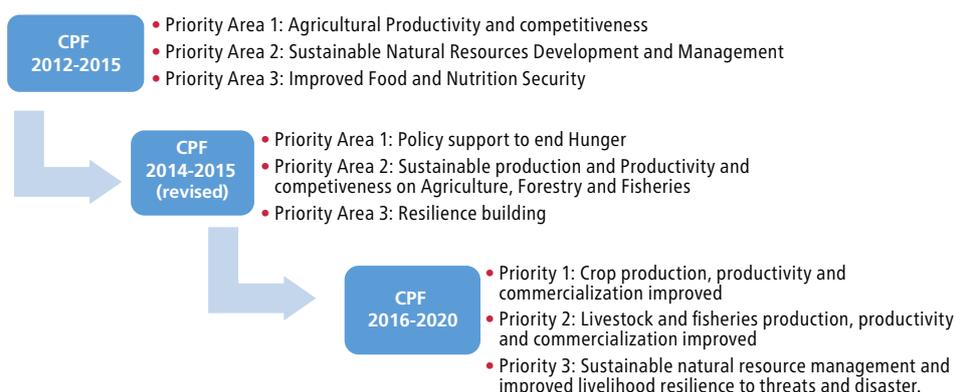
Source: FAO FPMIS, accessed March 2019



2.4 FAO's Country Programming Framework

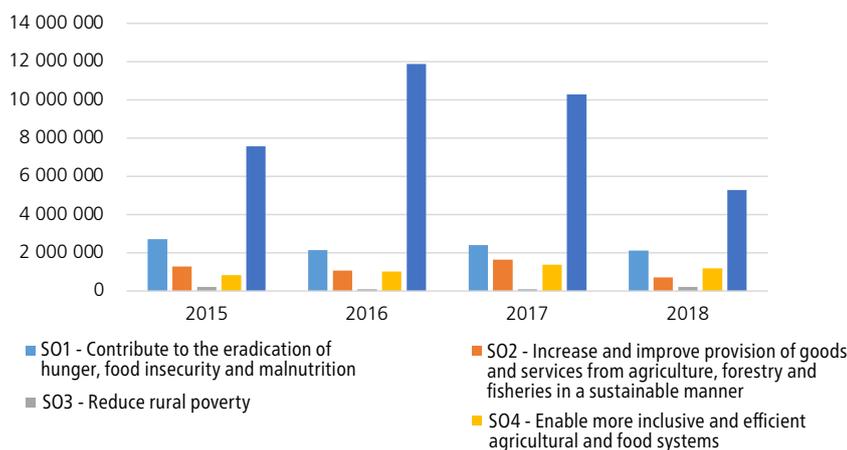
- 42 The Country Programming Framework is the principal instrument that defines the priorities for collaboration between FAO and the Government of Ethiopia. The current CPF covers the period 2016-2020 and, as such, aims to align with the second Growth and Transformation Plan 2016-2020, and the Agriculture Sector Policy and Investment Framework. The FAO CPF identifies the following priority areas:
- i. crop production, productivity and commercialization improved;
 - ii. livestock and fisheries production, productivity and commercialization improved;
 - iii. sustainable natural resource management and improved livelihood resilience to threats and disaster.
- 43 Additionally, the CPF identifies several overarching areas of support including capacity development for policy monitoring and evaluation, and facilitation of inclusive policy dialogues; promoting coordination, synergies and partnerships; and knowledge management to enhance the scaling up and replication of best practices.
- 44 Ethiopia is a focus country for two FAO Regional Initiatives for Africa, specifically Africa's Commitment to End Hunger by 2025; and Building Resilience in Africa's Drylands, through which the exchange of good practices and knowledge within the Africa region is facilitated. In terms of budget break down per FAO's Strategic Objective, the largest share of delivery has been under Strategic Objective 5 (Increase the resilience of livelihoods to threats and crises).

Figure 5 • Progression of FAO Ethiopia's CPF priority areas



Source: FAO Country Programming Framework (2012-2015, 2014-15 and 2016-2020)

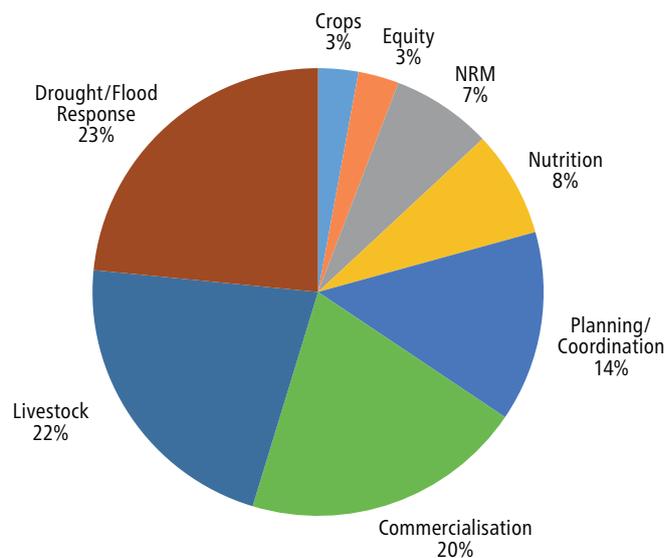
Figure 6 • Break down of delivery by FAO Strategic Objective in USD, 2015-2018



Source: FAO' FPMIS, accessed March 2019

- 45 The resource mobilization targets for the current CPF (2016-2020) have mostly been met, with 96 percent of the targeted USD 41 749 000 having been mobilized at the end of 2018. It is worth noting that resource mobilization during 2018 was nearly double (193 percent) the target for that year, with over USD 20 million mobilized through project approvals in 2018 alone, for example Italy's renewed support to the integrated agro-industrial parks and the second phase of the Swiss-funded project on post-harvest loss reduction.
- 46 There are a number of overarching themes under which the projects and programmes can be clustered: crops; livestock; equity and gender; nutrition; natural resource management; support to planning and coordination; commercialization; and drought and flood response. With these overarching themes as the basis for analysis, it is evident that the thematic focus of the portfolio for the evaluation period (2014-2019) in terms of volume (i.e. budget and resource mobilization) has been on drought/flood response (23 percent), livestock (22 percent), agricultural commercialization (20 percent) and planning and coordination institutional support (14 percent).
- 47 Although natural resource management was identified as a stand-alone priority area in the CPF (2016-2020), this theme accounts for only 7 percent of the project portfolio. Meanwhile agricultural commercialization has received far more budgetary support (21 percent) than support to crops and agricultural productivity (only 3 percent of the portfolio).

Figure 7 • Main themes of FAO's programme, 2014-2018, break down by budget



Source: FAO' FPMIS, accessed March 2019

Geographical/Regional focus

48 Throughout the evaluation period (2014–2019) FAO has had activities in nearly all regions of Ethiopia, covering lowland pastoralist areas as well as high-land crop-producing regions. In terms of budgetary allocation, Amhara and Oromia have by far received the most significant attention through FAO's country programme during 2014–2018, although many field level projects have activities in several regions. A detailed map of FAO's programme in 2018 can be found in Appendix 3.



3. Assessment of FAO's strategic positioning

3.1 Strategic relevance

Finding 1. The current CPF (2016-2020) was formulated based on the Growth and Transformation Plan II, and in line with the Agriculture Sector Policy and Investment Framework (PIF) 2010-2020.

Finding 2. The CPF lacked a strategic vision and did not in practice enable much prioritization within the actual FAO projects and programmes. Some areas received less focus despite being explicitly prioritized, such as natural resource management, because they could not be funded.

Finding 3. While FAO has provided important technical advice in specific areas directly within its mandate, the scale and overall impact of FAO's activities in Ethiopia is limited, with many activities being labelled as pilots that have not informed subsequent programming.

Finding 4. As Ethiopia undergoes dramatic economic transformation, FAO has a crucial role to play supporting the Government in ensuring that transformations in the agriculture sector keep pace with increasing demand in a sustainable, efficient and inclusive manner.

Finding 5. FAO's support to the livestock sector was found broadly relevant, particularly support on animal health. FAO has established an important presence as a lead technical agency on transboundary animal diseases in Ethiopia through the PPR project and activities under the Emergency Centre for Transboundary Animal Diseases (ECTAD), Emerging Pandemic Threats 2 (EPT-2).

Finding 6. FAO's support to nutrition-sensitive agriculture and food security information systems is highly relevant; however, FAO's activities on resilience are dominated by emergency response and lack a strategic vision.

49 From a conceptual perspective, the three priority areas of FAO's CPF 2016-2020 were formulated based on the outcome areas of the Growth and Transformation Plan (GTP II), and in line with the PIF 2010-2020. However, given the broad formulation of the CPF priority areas, the issue is less about alignment and more about whether the setting of these priorities has enabled FAO to focus on areas of strategic relevance for the country, in line with its comparative advantage. In this regard, the CPF 2016-2020 did not enable any form of prioritization or strategic focus within FAO's programme.

50 FAO's interventions were relevant in providing specialized technical expertise in niche areas, however FAO's overall programme was found to be project-based with small, dispersed field level interventions, and limited impact. While many of these interventions may have been formulated as pilot projects, they have been treated as localized development projects in their actual implementation and monitoring, which has resulted in a lack of scaling up or generation of lessons learned. Repeated short-term funding, for example in pastoralist areas, water management or in crop production, has not allowed for the development of a cohesive programme.

- 51 Several stakeholders interviewed by this evaluation criticized such interventions as being more like those expected of a small non-governmental organization (NGO), and not of a United Nations technical agency expected to act at scale in support of national programmes. Ministry of Agriculture stakeholders interviewed by the evaluation team also stressed that such fragmentation of efforts is not expected of FAO and they would prefer for the Organization to engage in a programmatic approach with more integration and concentration of resources for development of a specific area (e.g. woreda) as a model for demonstration and scaling up.
- 52 The evaluation recognizes that FAO Ethiopia has faced challenges in mobilizing resources for longer term development interventions, and this has led to certain imbalances in the FAO Ethiopia country programme, with FAO being pulled away from areas of traditional comparative advantage. This mirrors the observations of the 2011 FAO Ethiopia CPE, which found that FAO had limited visibility in Ethiopia and as a result was struggling to reach resource mobilization targets. In the intervening years, FAO has continued to face difficulties in raising funds to accomplish activities aligned with its strategic objectives.

Agricultural commercialization

- 53 In its economic policy documents and frameworks – such as the Growth and Transformation Plans (GTP I and GTP II) and the Agricultural Development Led Industrialization (ADLI) framework – the Government of Ethiopia has consistently prioritized the transformation of agriculture from low-input, subsistence-oriented production systems vulnerable to frequent climatic shocks, to a fast-growing, intensive and commercially-oriented sector fully integrated into the national economy and able to support the country's aspirations to become a middle-income country by 2025.
- 54 In line with the Government's agricultural transformation agenda, since 2016 FAO has provided technical support to the Government's ambitious initiative to establish integrated agro-industrial parks (see Box 3). This activity offers FAO an opportunity to engage in one of the most high-profile initiatives on large-scale whole value chain development and agro-industrialization in Ethiopia, promoted by the Ministry of Industry. FAO has provided relevant technical support, in that it has provided rigorous economic analysis for the Integrated agro-industrial parks (IAIP) initiative.
- 55 However, several stakeholders interviewed by the evaluation expressed concerns that the concept of IAIPs as currently promoted appears overly ambitious and top-down, and not necessarily well adapted to Ethiopian circumstances where farm supply chains – one of the most crucial elements in the project's eventual success - are not well developed in many parts of the country.

Box 3 • Integrated agro-industrial parks

The Government is spearheading the development of integrated agro-industrial parks (IAIPs) to support commercialization of agriculture, and to accelerate the structural transformation of the economy. An IAIP is a geographic cluster of independent firms grouped together to gain economies of scale and positive externalities by sharing infrastructure and taking advantage of opportunities for bulk purchasing and selling, training courses and extension services. Industrial parks have succeeded in other sectors of the economy, such as the Hawassa industrial park for textile production. It is expected that IAIPs will include open area production zones, controlled environment growing, precision farming, knowledge hubs and research facilities, rural hubs, agri-infrastructure, collection centres, primary processing hubs, social infrastructure and agri-marketing infrastructure, among others, including integrated living quarters and services for workers and their families. The goal would be import substitution, but also export promotion. The Government has a target to develop 17 agro-industrial growth corridors (AIGCs) by 2020 in the seven regional states. Accordingly, four IAIPs were identified as pilots in high potential agro-commodities procurement zones (ACPZs). These are "Bure" in Amhara, "Bulbula" in Oromia, "Yirgalem" in SNNP and "Ba'eker" in Tigray regional states. Despite initial scepticism, development partners have recently moved to back the initiative, with USD 600 million already pledged, including Bank of Ethiopia, South Korea, the European Union, African Development Bank, China and others.

- 56 In November 2018, Italy granted a further EUR 4 million for FAO to support the development of agricultural value chains in Oromia and SNNP regions to supply the newly established IAIPs. In this project, FAO will move beyond economic analysis and directly support value chain actors with links to the proposed IAIPs (GCP /ETH/095/ITA Technical Assistance to Inclusive and Sustainable Value Chain Development in Oromia and SNNP regions).¹¹ Given that the anchor investors have yet to be found for the agro-industrial parks, FAO and Italy's approach of providing generalized support to value chain development, irrespective of the success or failure of the parks, is a relevant choice.
- 57 As the Government of Ethiopia moves forward in formulating the successor of the Growth and Transformation Plan (GTP II), the increasing reliance on agricultural exports and increasing competition in the international market have implications for FAO in terms of the support that it can provide going forward. In particular, capacities relating to sanitary and phytosanitary measures (SPS) and food safety standards will be crucial as the country seeks to expand its exports of agricultural products and commodities. To this effect, FAO's technical assistance in supporting the development of phytosanitary laws, regulations and guidelines under the second phase of the Agricultural Growth Programme (AGP II) was relevant.
- 58 FAO must critically assess what specifically it can offer in a crowded landscape with many competing development partners and national expertise. FAO as a global Organization has a lot to offer on issues of food safety, value chain development, and the Organization as a whole has set the enabling of inclusive and efficient agricultural and food systems as one of its five Strategic Objectives (i.e. SO 4). This presents an opportunity for FAO Ethiopia and indeed certain activities related to agricultural commercialization have been prioritized in recent years, such as FAO's support to post-harvest loss reduction, but probably not enough. The scale of the challenge is daunting. Ethiopian agriculture is still dominated by smallholder farming, with farm size averaging about 1 ha per household. Farming is also fragmented, and the level of improved technology use is low, resulting in low productivity. Meanwhile, as Ethiopia's population is expected to increase by a further 37 million in the next 20 years, questions arise as to how existing agriculture and food systems will feed a growing population, one that will be increasingly urbanized with different diets and consumption patterns.

Livestock

- 59 FAO's programme on livestock has comprised a mix of interventions in animal health, emergency feed distribution and destocking projects, and some livestock production support (for example through the Rural Women's Economic Empowerment (RWEE) project). These activities tend to be dominated by animal health interventions, a relevant focus given that animal health systems are key for value addition, exports and livelihoods. FAO has established an important presence as a lead technical agency on transboundary animal diseases in Ethiopia through the PPR project and activities under ECTAD, EPT-2.
- 60 This work was found highly relevant, particularly support focused on animal health, for example through the PPR project (GCP /ETH/083/EC Pursuing Pastoral Resilience), and the Standards and Trade Development Facility (STDF) project 'Improving sanitary capacity and facilitating export of livestock and livestock products from Ethiopia' (MTF /ETH/098/STF Improving Sanitary Capacity and Facilitating Export of Livestock and Livestock Products from Ethiopia). The focus on the export of livestock and livestock products is particularly relevant given Ethiopia's close ties to one of the world's largest meat markets, i.e. the Middle East and North Africa (MENA). As Ethiopia's transformation gains pace, FAO will need to provide more of this type of support.
- 61 A growing, increasingly affluent and urbanized Ethiopian population will demand more and more high quality and healthy animal source foods in the coming decades. The numbers are impressive: between 2015 and 2050, the Ethiopian population will increase from about 100 to almost 190 million and GDP is expected to almost triple. Demand for livestock products will surge, with consumption of all types of meat about tripling. Producers will respond by expanding their livestock stock and investing in productivity-enhancing technologies.

11 The value chains to be supported include wheat and tomato in Oromia, avocado and pineapple in SNNP.

- 62 Going forward, there is an opportunity for FAO to build on its current livestock programme. However, support to the national veterinary system needs to go beyond vaccinating for one disease (e.g. PPR), and future programmes should provide more holistic support to the veterinary system as a whole, through disease surveillance, or support to private veterinarians alongside building the capacity of the national and regional veterinary services.¹²
- 63 Livestock production activities (milk) in the RWEE programme were highly successful in Oromia, but not in Afar where the approach was replicated a bit too closely, without sufficient consideration of the Afar region context, including the institutional capacities of implementing bodies, the environment and the vulnerability level of women. Most critically, the choice of breed 'Borena' (for both milk and meat) imported from Oromia is not adapted to the Afar region, and as a result is less likely to adapt and be productive.

Resilience

- 64 During the evaluated period, the El Niño-induced drought resulted in two failed planting seasons in 2015/16. It was recorded as the worst in 50 years, with devastating effects on pastoral and agro-pastoral livelihoods (FEWSNET, 2015). The Government of Ethiopia declared a state of emergency in October 2016 and together with humanitarian partners launched an appeal for USD 1.6 billion for the 2016 response. The most affected areas were Afar, Amhara, Dire Dawa, Harari, Oromia, SNNP, Somali and Tigray. The total number of people needing assistance was recorded at 10.2 million in 2016, and 8.5 million in 2017 (OCHA, 2016; 2018).
- 65 Quite naturally, the FAO response to the El Niño-induced drought dominated this sector in the portfolio. Emergency projects implemented under the El Niño response account for 22 percent of the entire budget of the FAO Ethiopia portfolio between 2014 and 2019.
- 66 FAO coordinated the response in the agricultural sector in close collaboration with the Government. These joint efforts have enhanced preparations for the critical summer meher planting season in 2016, from which an estimated 85 percent of Ethiopia's food supply is derived.
- 67 FAO developed a response plan seeking USD 50 million to assist 1.8 million vulnerable pastoralists, agro-pastoralists and smallholder farmers in 2016. It would ultimately mobilize USD 12.8 million, which represent 24.6 percent of the funding appeal. The response had three priority areas: agricultural production support in order to reduce the food gap, livestock interventions to protect the livelihood assets of pastoralists and agro-pastoralists, and support to coordination among resilience/emergency actors.
- 68 Following the Government declaration of a state of emergency, FAO deployed a surge response team to Ethiopia in December 2015 to coordinate the operation. FAO subsequently activated a corporate surge support for Ethiopia in April 2016, initially for three months and further extended to October 2016. The corporate surge activation allowed for fast track procedures and immediate deployment of an emergency response team, which positioned FAO to lead in the agriculture and food security components of the response.
- 69 The 2016 Humanitarian Requirements Document showed that about 838 000 households required seeds for the upcoming season due to El Niño. At the peak of the response in 2016, about 32 000 tonnes of seed were distributed by all actors for the meher season. This was the largest emergency seed distribution in Ethiopia's history. FAO reported distributing 4 000 tonnes. An FAO post-distribution assessment, based on 66 focus group discussions in 22 woredas reported very high satisfaction among beneficiaries (FAO, 2016).

¹² FAO sourced and transported Borena cows to the Afar region and artificial insemination was used. At the time of the evaluation mission in June 2019, there was only one calf born from the 8 heifers provided to the dairy and milk women cooperative in June 2018. Milk production was also not sufficient, and beneficiaries reported that the cows did not seem to be well-suited to the climatic conditions in Afar.

- 70 The recent reintroduction of the Integrated Food Security Phase Classification (IPC) by FAO through the European Union-funded PROACT project is widely appreciated by partners and highly relevant to help target a broad set of food security interventions in Ethiopia. As such, expectations are high, and FAO must ensure that it can deliver.
- 71 It must be recognized that emergency operations are easier to fund than resilience-building ones. The El Niño drought reportedly allowed FAO to mobilize USD 9 million in less than a month. Meanwhile, FAO procedures also favour emergency projects, as they alone can be fast-tracked through the system.
- 72 While FAO was widely credited as having played a pivotal role during the El Niño response, particularly in the coordination of humanitarian actors, there was no overarching resilience strategy to provide strategic guidance and linkages to other aspects of the programme (e.g. seed multiplication, livestock production, agro-pastoral and farmer field schools), which should be central in building the longer term resilience of smallholder farmers and pastoralists.
- 73 Seed distribution, repeated almost every year since 1983/84 in Ethiopia, have led to the institutionalization of what has been described as a self-perpetuating 'relief seed system' in the country. This system acts as a sort of insurance policy against the multiple droughts that have stricken the country over the recent decades, but it does not offer a long-term solution. This being said, more developmental approaches are occasionally being used, i.e. when new varieties that are drought tolerant, short cycled and disease tolerant were introduced, and where community own seed multiplication schemes were strengthened.
- 74 FAO has a regional resilience strategy for East Africa, but this needs to be adapted and localized to the Ethiopian context. To this effect, in 2017 FAO Ethiopia drafted the "FAO Ethiopia Resilience Strategy" intended for the period of 2017-2026, but this has not yet been endorsed and remains a draft. Additionally, FAO Ethiopia also developed a Pastoral Resilience Strategy, but at the time of this evaluation this too has remained in draft form, and has so far not informed FAO's ongoing interventions in Ethiopia. The FAO Pastoral Resilience Strategy was drafted specifically for the lowland areas and recognizes the historical importance of pastoralism and the limits of crop farming in drylands. However, the evaluation noted that neither draft strategies refer to the FAO Regional Resilience Strategy nor the Intergovernmental Authority on Development (IGAD) Regional Resilience Strategy.
- 75 The successive CPF document in Ethiopia has given varying degrees of emphasis to resilience, and it does not feature prominently in the current CPF 2016-2020 (Box 4).

Box 4 • Resilience in successive FAO Country Programming Frameworks

The recent CPF document in Ethiopia has given varying degrees of emphasis to resilience:

- In the CPF 2012-2015, resilience was not given explicit focus at the level of priority areas, but was spread across several outcomes, e.g. climate change adaptation under land management, and early warning under food and nutrition security.
- In the revised CPF 2014-2015, there was a complete reconsideration of the priorities in line with the new FAO Strategic Framework and regional initiatives. This CPF had a priority area on resilience building, with detailed outcomes and outputs, and a detailed framing and definition of FAO's resilience agenda.
- In the current CPF (2016-2020), the focus on resilience was somewhat diluted, as the theme was coupled with sustainable natural resource management under Priority Area 3, and is not reflected in the outputs defined under this Priority Area.

Nutrition

- 76 Given Ethiopia's high prevalence of childhood stunting, and the Government's commitment to address malnutrition through the 2015 Seqota Declaration, FAO's activities on issues related to nutrition are highly relevant. FAO Ethiopia has established a significant presence in dialogue on nutrition and nutrition-sensitive agriculture. Most notably, this has been through two projects jointly-implemented with UNICEF (UNJP/ETH/090/CEF (USD 4 013 240, funded by the European Union) 'Integrated Nutrition Services: Multisectoral Interventions to Improve Nutrition Security and Strengthen Resilience'; and UNJP/ETH/087/CEF (USD 3 758 803, funded by the Government of the Netherlands) Scaling-up Community-Based Nutrition and hygiene interventions in Amhara and SNNP Regions through strengthened inter-sectoral collaboration for optimal nutrition outcomes), and more recently with the placement of a policy officer in the Ministry of Agriculture, through the European Union-FAO FIRST facility. The presence of the FIRST Policy Officer has brought nutrition issues to the fore in the Ministry of Agriculture, particularly through the National Nutrition Sensitive Strategy and the Food and Nutrition Coordination Office. However, the evaluation observed the FIRST Officer's accountability and reporting line within the Ministry of Agriculture is not clearly defined, and this impedes work since the Ministry consists of three different state ministers covering three sectors (crops, livestock and natural resources).
- 77 Collaboration with UNICEF was found to be relevant in linking agriculture and health (including by working with the Ministry of Agriculture and the Ministry of Health) to deliver nutrition-related activities. However, the overall scale of these activities is quite small, with questionable transformative potential. Meanwhile, the design of certain aspects, such as the complementary feeding units, was not based on any real business diagnostic and therefore was not likely to be sustainable in the longer term.

Natural resource management

- 78 Underpinning Ethiopia's transformation is a reliance on natural resources -increasingly under strain from climatic and human pressures. While sustainable natural resource management is core to FAO's mandate, the issue is mostly absent from the evaluated country programme, except for targeted niche support to forest monitoring and also mapping of flood prone areas. The 2010 FAO country programme evaluation found that, overall, FAO's country programme in Ethiopia was disproportionately weighted towards emergency programming and the crops sub-sector; with a resulting lack of focus given to sustainable natural resource management and other sub-sectors, despite their importance in sustainable development and food security. The current evaluation found that this issue has persisted, despite the recommendations of the 2011 evaluation.
- 79 FAO Ethiopia has not managed to secure any funding through the Global Environment Facility (GEF), except a tentative approval for a global project on dryland management that may include Ethiopia.¹³ An analysis of GEF-funding for Ethiopia (Table 1) shows that projects have been predominantly granted to the United Nations Development Programme (UNDP) and occasionally to the World Bank, UNIDO and United Nations Environment Programme (UNEP) – even for technical areas that lie squarely within FAO's mandate, such as conservation farming, or on the disposal of obsolete pesticides (an area which FAO previously spearheaded in Ethiopia).¹⁴

13 i.e. the recently-approved concept "AVACLIM: Agro-ecology, Ensuring Food Security and Sustainable Livelihoods while Mitigating Climate Change and Restoring Land in Dryland Regions", covering Burkina Faso, Senegal, Ethiopia, South Africa, Morocco, India, Brazil. <https://www.thegef.org/project/avaclim-agro-ecology-ensuring-food-security-and-sustainable-livelihoods-while-mitigating>

14 See for example UTF /ETH/066/ETH "Coordination and Management of Services for the Disposal of Obsolete Pesticides in Ethiopia - Phase II", a Nationally Executed Project, 2004–2007.

Table 1 • GEF funding for Ethiopia (1997-2018)

| Implementing agency | Number of projects | Estimated grant total for Ethiopia ¹⁵ (USD) | Percent of total (%) |
|---------------------|--------------------|--|----------------------|
| UNDP | 30 | 90 759 278 | 56% |
| World Bank/GAFSP | 15 | 50 203 775 | 31% |
| UNEP | 29 | 13 716 256 | 8% |
| IFAD | 2 | 4 400 000 | 3% |
| AfDB | 1 | 1 775 000 | 1% |
| UNIDO | 3 | 1 723 000 | 1% |
| FAO | 1 | 162 459 | 0.1% |
| Grand Total | 82 | 162,739,768 | 100% |

Source: The GEF, Country-At-A-Glance, Ethiopia (as of 30 November 2019) – <https://www.thegef.org/country/ethiopia>.

80 Admittedly, FAO operates in a crowded landscape and has had to compete with other United Nations agencies for projects – agencies which arguably have more flexible implementation modalities than FAO. However, the evaluation was made aware of several draft concept notes that had been prepared for potential NRM projects which did not receive adequate attention by the Country Office Management at the time and, as a result, were never submitted as proposals for donor funding.

81 Nonetheless, the few projects that FAO has implemented in forestry and natural resource management were relevant and responded to the Government of Ethiopia policies and strategies related to sustainable land management and climate change, including Ethiopia's Strategic Investment Framework for Sustainable Land Management (SLM), 2010, and Ethiopia's Strategy on Climate Change Green Economy, 2011. The forest sector interventions supported by FAO - including the development of the National Forest Monitoring System (NFMS) and the measurement, reporting and verification (MRV) system - and the National Forest Inventory are clearly relevant to the country's priorities as well as to many international agreements.¹⁶ However, FAO has not capitalized on these achievements to engage further with the Environment, Forest and Climate Change Commission in different areas of forestry work (e.g. activities related to afforestation/reforestation).

Land tenure

82 The increase in population places pressure on arable land. Farm sizes of smallholders are declining in almost all zones of the country due to a growing rural population and urbanization (Minten *et al.*, 2018). Rather than opting for private ownership of land, the 1995 constitution kept ownership of land with the state and upheld the right of every Ethiopian who wants to engage in agriculture to receive inheritable use rights to a piece of land for free, a principle that has been enforced through administrative reallocation of land. The major regions have now refrained from the practice, and have implemented during the 2000s an extensive programme of land certification with minimum outside assistance, administered at the kebele level.

83 Nevertheless, the current legal system does not guarantee security of tenure and has therefore detrimental effects on agricultural intensification and natural resource conservation. Tenure issues are at the heart of numerous conflicts and surveys have highlighted that Ethiopian farmers expect land redistribution to affect them in the future, and that this reduces investment.

¹⁵ This is only an estimate presented for illustration, not an official tally. The estimate was arrived at by adding the national GEF grants for Ethiopia (total USD 120 789 685) with an approximation of the share received from multi-country projects (total grant divided by the number of countries covered by each multi-country project = USD 41 950 083). The sole FAO project listed here is the AVACLIM project covering seven nations including Ethiopia.

¹⁶ Such as United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD), the United Nations Convention to Combat Desertification (UNCCD), the United Nations Forest Instrument (UNFI) and the Sustainable Development Goals (SDGs).

- 84 In this context, FAO's efforts to raise awareness and capacities in relation to the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) was generally relevant. However, FAO encountered reservations from the Government, which led to the suspension of its project activities. The strong role for civil society in the VGGT framework was reportedly questioned in the Ethiopian context. However, support has continued via other channels, by means of a transversal project, under the European Union's Land Governance Programme co-funded by the European Union and the Swiss Agency for Development and Cooperation, through which FAO has demonstrated its relevance, as it has helped the Government of Ethiopia to set-up standards, processes and procedures for agricultural investments, following land conflicts between communities and agricultural investors in Benishangul and Gambella regions.¹⁷ This has the potential to reduce land conflicts and contribute to land productivity. Scale-up of this initiative is planned through a German Federal Ministry of Economic Cooperation and Development (BMZ)-funded intervention (implemented by GiZ) and other donors working on tenure issues (FAO, 2019). Continued engagement by FAO in this critical area will be needed going forward, as issues of land become increasingly pertinent.

3.2 UN normative values and principles

Finding 7. FAO has made efforts to target vulnerable groups through its interventions. There is further scope for FAO to provide guidance to ensure no one is left behind during Ethiopia's rapid transformation.

Finding 8. FAO Ethiopia's work on mainstreaming gender at institutional and programme levels is in its infancy. Efforts to mainstream gender in projects are still very weak and there are only a few examples of projects where gender has been included to some degree.

- 85 All United Nations agencies have a common responsibility to promote the norms, standards and principles of the United Nations system, particularly through country programming. In this regard, FAO's activities are informed by and must adhere to United Nations principles and guidelines in ensuring a rights-based approach to poverty reduction, in line with the 2030 Agenda in terms of "leaving no one behind".¹⁸ FAO Ethiopia is further bound to upholding environmental and social equity principles enshrined in FAO policies and guidelines.¹⁹ The United Nations Development Assistance Framework (UNDAF) for Ethiopia 2016-2020 makes explicit mention of the five key United Nations Sustainable Development Goals (SDGs) (United Nations Development Group, UNDG) programming principles: a human rights-based approach; gender equality; environmental sustainability; capacity development; and results-based management.²⁰ The first three principles are normative, while capacity development and results-based management are enabling principles. The following analysis addresses the question of how these normative principles were adhered to in the FAO country programme.

17 The project is being piloted in those two regions. Scaling up is planned for the rest of the country.

18 This includes the United Nations Principles and guidelines for a human rights approach to poverty reduction strategies (OHCHR) <https://www.ohchr.org/Documents/Publications/PovertyStrategiesen.pdf>; the 2012 UN System-wide action plan on gender equality and the empowerment of women; and the UNDG guidance note on human rights for resident coordinators and UN Country Teams, https://undg.org/main/undg_document/undg-guidance-note-on-human-rights-for-resident-coordinators-andun-country-teams/

19 This includes the principles on gender equality within the 2013 FAO Policy on Gender Equality; the social standards found within the FAO 2015 Environmental and Social Management Guidelines; the minimum requirements established in the FAO 2015 TCP manual; and the 2016 Guide to mainstreaming gender in FAO's project cycle, amongst others.

20 These principles are further promoted in the 2019 internal guidance for United Nations Sustainable Development Cooperation Framework, with added focus on resilience and accountability as core principles. - https://undg.org/wp-content/uploads/2019/06/UN-Cooperation-Framework-Internal-Guidance-25_June-2019.pdf

Rights-based approaches

- 86 FAO's support to the implementation of the VGGT was in line with a human rights-based approach to development. Similarly, FAO has to some degree focused on marginalized groups through its programme, most notably on pastoralist communities through the El Niño response, where FAO selected woredas that were not covered by NGOs or Government, and in the PPR project. FAO Ethiopia has recently placed increased focus on social protection, particularly through Phase 4 of the Productive Safety Net Programme (PSNP), and this focus on social protection is highly relevant to a human rights-based approach. Meanwhile, the introduction of the IPC will, in theory, allow for more accurate targeting of vulnerable communities and households for food security interventions.
- 87 Youth face significant barriers including inflexible land transfer and ownership processes that have limited their access to land. In this regard, FAO's piloting of decent employment opportunities for rural youth through the Italian-funded Rural Youth Mobility project was relevant. The focus on migrants was particularly relevant. The project sought to enhance the positive impact of rural out-migration of youth on food security and agricultural/rural development in rural areas of origin, by promoting and supporting investments of diaspora and returnees in the agriculture sector in countries of origin, while mitigating its negative impacts and addressing the root drivers of migration. Once again, the small size of this initiative (350 youth across two regions) reduces the significance of its relevance (FAO). Through the German-funded project, FAO directly targeted rural women and youth to provide training and support to organize as fruit and vegetable crops processing cooperatives (FAO).
- 88 While certain projects have directly targeted vulnerable groups, there needs to be greater mainstreaming of inclusive approaches throughout FAO's programme. For example, the differentiated needs of vulnerable groups (women, elderly) do not seem to have been considered explicitly in the Action Against Desertification project. The communities consulted in Raya-Azebo (Tigray region) raised the issue of vulnerable groups, including women, not being provided any alternative activities other than land restoration work which requires physical strength. Women were given the same tasks as men with no consideration of their respective physical strength.

Gender equality

- 89 FAO Ethiopia's work on mainstreaming gender at institutional and programme levels is generally in its infancy. The Organization has started to establish a foundation to effectively contribute to gender equality and women's empowerment by undertaking a Country Gender Assessment (CGA) and Gender Stocktaking to provide a basis for gender mainstreaming. It has also set-up a socio-economic team working on gender-related issues and designated a Gender Focal Point.
- 90 These measures have not yet born their fruits. FAO is not an active member in the Ethiopian Network for Gender Equality in Agriculture (ENGEA)²¹ led by the Ministry of Women or in the Donor Group on Gender Equality. Moreover, there are only few examples of projects where gender has been included to some degree. Even then, they have been limited to sex-disaggregated targets at output or activity levels without any outcome level goals. A number of nutrition-specific and nutrition-sensitive actions funded by the European Union have been implemented by FAO in partnership with UNICEF in 17 woredas of Amhara, Oromia, and SNPP regions targeting adolescent girls, pregnant and lactating women, and children under the age of five (with a focus on the first 1 000 days).²² However, the evaluation team found that there was a strong need to analyse the roles and opportunities of women and the impact of project activities on their work burden, beyond just reporting on the number of women trained.

21 This is established by UN Women's support to drive policy discussions.

22 Endline evaluation of the Nutrition component of the European Union-SHARE programme, UNICEF, prepared by ACT for Performance BV, Netherlands and JaRco consulting, Ethiopia, October 2018.

- 91 Gender mainstreaming was found to be a weak point in the PPR project, especially given that PPR is a disease of goats and sheep, which are looked after primarily by women. This is not just about equality, but also about straightforward pragmatism. Women see signs of illness first, look after the animals in sickness and in health, collect their milk to feed their children, and appear able to market their animals across lines of conflict. More female veterinary staff and community animal health workers (CAHWs) – as well as more female professionals generally – would facilitate engaging professionally with rural women.
- 92 More promisingly, the Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women (RWEE JP) in Ethiopia is a five-year programme being implemented by the Government of Ethiopia in partnership with UN Women, FAO, IFAD and World Food Programme (WFP). Launched in 2014, it works in two pilot regions, Afar and Oromia. The overall goal is to secure rural women's livelihoods and rights in line with Ethiopia's Growth and Transformation Plan. The programme is engaging 2 000 smallholder rural women farmers and agro-pastoralists in dairy production, production of teff, wheat, maize, onion, tomato and other vegetables. The RWEE Joint Programme has demonstrated impressive results in terms of women's empowerment at different levels – individual, community and institutional. Through the RWEE project, FAO Ethiopia has started to contribute, however small-scale it may be, to four of the five objectives of the FAO Policy on Gender Equality.²³
- 93 However, overall, FAO Ethiopia does not yet have a clear strategy, system or process to institutionalize gender in the Organization or its programmes. Although there is a Gender Focal Point, it is unclear what his mandate is, and accountability is not established for all staff in terms of integrating gender and reporting. There is no gender action plan with clear goals for organizational results for planning and implementation. Most importantly, gender analysis is not included in the situation analysis of most projects and the overall understanding on gender integration appears to be weak. 'Gender' seems to be conflated with 'Women', meaning that women are selected as a target group without understanding what this means in terms of gender equality. The gaps in gender mainstreaming seem to be a reflection of insufficient commitment and capacity gaps in gender expertise at design and implementation levels.

Environmental sustainability

- 94 FAO has established a reputation of expertise on plant protection issues in Addis Ababa.²⁴ It was credited with having provided timely support on pest outbreaks including desert locusts in 2014 and fall armyworm in 2017. FAO now has the increased responsibility of providing technical assistance on integrated pest management (IPM) under Phase 2 of the Agricultural Growth Programme, which places it in a position to contribute on issues of sustainable plant protection going forward. IPM responds to a crucial aspect of environmental sustainability relating to the use and potential for abuse of pesticides. As Ethiopia's agriculture becomes more commercial, FAO's role in demonstrating and encouraging the adoption of environmentally sustainable practises such as IPM will become even more relevant.
- 95 FAO's support to pastoralist livelihoods promoted environmental sustainability. Pastoralism extensive livestock production in the rangelands is one of the most sustainable food systems on the planet (McGahey, D. *et al.*, 2014). It plays a major role in safeguarding livelihoods and natural capital across a quarter of the world's land area, although in Ethiopia this stewardship has been eroded by decades of underinvestment and sometimes misdirected development (*ibid*). In the face of global loss of biodiversity, pastoralists are the key to safeguarding the biodiversity of the lowland rangelands which cover 70 percent

23 The objectives relate to advancing the equality of voice, agency, and access to resources and services between women and men by 2025; these are : i) women participate equally with men as decision makers in rural institutions and in shaping laws, policies and programmes; ii) women and men have equal access to and control over decent employment and income, land and other productive resources; iii) women and men have equal access to goods and services for agricultural development, as well as to markets; iv) women's work burden is reduced by 20 percent through improved technologies, services and infrastructure; and v) the share of total agricultural aid committed to projects related to women and gender equality is increased to 30 percent.

24 FAO Ethiopia and the Subregional Office of Eastern Africa (SFE) now occupy the site of a plant protection laboratory set-up with the help of FAO in the 1970s, and subsequently closed.

of Ethiopia's land area. Animal welfare in pastoral systems is also far better than in most intensive systems around the world with animals living more natural, stimulating and socially-diverse lives. While FAO has provided targeted support to pastoralists on niche areas such as animal health, and through emergency fodder interventions, there is further scope for FAO to provide more holistic support to pastoralists, not only as producers of sustainable meat, but also as stewards of lowland environments.

3.3 Comparative advantage

Finding 9. FAO Ethiopia has a clear comparative advantage in mobilizing Government where the focus is on very specific technical interventions in line with FAO's mandate, such as animal health, small-scale irrigation development, promotion of IPM and climate-smart agriculture (CSA), post-harvest loss reduction, crop protection and forest monitoring.

Finding 10. A piecemeal approach to programme implementation has meant that FAO Ethiopia has not sufficiently leveraged its comparative advantage at scale, and challenges in mobilizing resources have resulted in FAO diverting its attention away from areas of comparative advantage towards emergency interventions.

- 96 FAO has a comparative advantage in providing high quality technical capacity development support in specialized areas in which FAO has renowned expertise, such as animal health, post-harvest loss reduction, crop protection and forest monitoring. FAO's close relationship with Government places the Organization at a distinct advantage when it comes to mobilizing the Government on specific technical issues. In this regard, FAO Ethiopia has excelled where the focus is on very specific technical interventions in line with FAO's mandate and comparative advantage. FAO's capacity development support to animal health and the control of transboundary animal diseases, through the PPR project and the ECTAD and EPT programmes, is a good example of this.
- 97 Similarly, FAO's support to forest monitoring has been in line with FAO's global comparative advantage in this highly technical area. FAO as a whole has developed a strong expertise in forestry over the years and has provided technical assistance and institutional capacity building, in particular related to the REDD+ process in many countries. Its support in Ethiopia dates back to 2002 in which regional forest projects by FAO benefited Ethiopia (e.g. initiation of the National Forest Programme Facility process) and in 2007 in which FAO Subregional Office for Eastern Africa (SFE) undertook a study on the status and proposals related to Forest Policy in Ethiopia (FAO, 2011). FAO's support in Ethiopia since 2012 to develop the National Forest Monitoring System and the measurement, reporting and verification system, to analyse and monitor forest resources for carbon and non-carbon benefits measurement, to develop a national forestry inventory, and to construct forest reference emission levels have demonstrated FAO's comparative advantage in the forest sector.
- 98 Generally, a number of interviewees and government stakeholders held FAO's technical expertise, knowledge sharing and its capacity in strengthening institutions in high regard. However, those interviewed seem to be somewhat puzzled about why FAO has not been engaging substantively in the forest sector given its extensive expertise and experience in the sector. It appears that relatively new players in the sector are now engaging considerably (e.g. UNDP) in what traditionally used to be FAO's mandate and expertise. There is the potential within the forest sector for FAO to engage beyond MRV, which falls within its comparative advantage, such as forest tenure, forest conservation development and community forestry.
- 99 It was widely acknowledged by partners interviewed that FAO's role was clear and visible in supporting the Government in coordinating the agriculture and food security sector

through the Disaster Risk Management-Agriculture Task Force (DRM-ATF). FAO was recognized for its convening power in guiding the sector and harmonizing efforts of the various agriculture partners.²⁵

- 100 An important advantage of FAO Ethiopia is the fact that the Ethiopia Country Office is co-located with the FAO Subregional Office for Eastern Africa (SFE) which allows for direct access to technical experts on a range of topics of critical relevance to Ethiopia, including statistics, water management, inland fisheries, agribusiness, to name a few.
- 101 The current partnership work between the FAO Country Office and the FAO Subregional Office for Eastern Africa (SFE) in Ethiopia related to the Support for establishing Web-based National Irrigation Database and Water Management Information System (MIS) for Ethiopia 2018-2020 is a good example of where FAO both responds to the request made by the Government and builds on FAO's comparative advantage and track record in the sector. It also has to be noted, in relation to water management, that FAO has implemented a number of regional and transregional projects in which activities in Ethiopia were included (FAO, 2011). It is therefore important that FAO extends its expertise further and for FAO Ethiopia to capitalize on the SFE presence in the country to build its portfolio in the water sector, as Ethiopia is moving towards irrigated agriculture as means to increase production of grain to bridge the food supply gap.
- 102 In relation to food systems, value chains, agribusiness and markets, FAO as an Organization is well known and highly appreciated for its global technical outputs and knowledge products, but much less recognized for its range of specific in-country work in Ethiopia. When preparing a project with the Ministry of Science and Technology on food inspection, the World Bank team made no links with FAO's regulatory and normative work in this area. Similarly, the World Bank did not turn to FAO for a 2017 study on "Food Systems 2030 in Ethiopia", not even for advisory purposes, but rather to the International Food Policy Research Institute (IFPRI). It might also be noted that with the Government's Agricultural Transformation Agency (ATA) providing such strong support to the Government's transformation agenda, organizations such as FAO and IFPRI now operate in a competitive space, especially in the area of policy support.²⁶ As FAO operates in a crowded and competitive environment in Ethiopia, it can further leverage its comparative advantage as an international normative agency, particularly in providing normative guidance to the Government in promoting a clean, ecological and socially sustainable economic transformation.
- 103 Several stakeholders met by the evaluation team expressed appreciation and underlined the need for strong analysis, evidence and research, such as was provided by FAO's Monitoring and Analysing Food and Agricultural Policies (MAFAP) team, particularly in the context of the integrated agro-industrial parks. Similarly, ATA staff tend to be focused more on operations and the execution of activities, and therefore had limited theoretical foundation and need FAO's research and knowledge. In this regard, FAO needs to more assertively leverage its comparative advantage in areas related to food systems development, including food safety and sanitary and phytosanitary measures, providing normative guidance to endure that Ethiopia's rapid development and industrialization follows an inclusive, equitable and sustainable path.
- 104 FAO Ethiopia has also recently championed efforts to support the monitoring of Ethiopia's progress towards achieving the Sustainable Development Goals. The evaluation observed that limited data availability and gaps was one of the main challenges in monitoring the SDG indicators, particularly SDG 2, and these observations were consistently highlighted in the Ethiopia SDG Baseline Report. There are 21 SDG indicators under FAO custodianship and, in addition, FAO is a contributing agency to five other indicators, spanning SDGs 2, 5, 6, 12, 14 and 15. According to the United Nations Statistical Division SDG data

25 The Agriculture Taskforce is known to be one of the oldest taskforce and also has the highest number of partners as members. Partners interviewed indicated that although there has been a high turnover in coordinators from the government side, activities have been moving thanks to FAO's constant effort.

26 The Government of Ethiopia established in 2010 the national Agricultural Transformation Agency (ATA) with the mandate to identify systemic constraints standing in the way of agricultural development and growth; designing solutions that would help achieve sustained structural transformation. ATA has recently been brought under the Ministry of Agriculture but used to report directly to the Prime Minister.

portal (UNSTATS), out of these 26 SDG indicators Ethiopia was only able to report for 10 in 2017 (38.46 percent) which increased to 12 (46.15 percent) in 2019. FAO conducted a statistical capacity assessment in 2019 to gain an understanding of Member Countries' national statistical systems and their capacity to monitor and report on the 21 SDG indicators under FAO custodianship. Unfortunately, Ethiopia is one of the few countries for which no response was received. Given FAO's custodial role, and its close links with the Government, FAO is uniquely placed to support the Government in its reporting obligations and must therefore leverage this more effectively going forward.

3.4 Partnership and coordination

Finding 11. FAO is viewed as a trusted partner; however, FAO has been too focused on partnerships with the Ministry of Agriculture which has resulted in programme imbalances.

Finding 12. Partnerships with the private sector have failed to materialize and will need to become a focus area for FAO going forward, particularly in relation to contract farming, forage production, and technology development and dissemination.

Finding 13. FAO has played an increasingly important role in supporting the United Nations Country Team (UNCT), but joint implementation with United Nations partners has proved to be challenging.

Finding 14. FAO has supported the coordination of resilience actors at subnational levels (zonal and regional levels) and has established a strong presence in the Rural Economic Development and Food Security (RED&FS) initiative.

105 FAO Ethiopia has fostered a range of partnerships over the evaluation period, for example with other United Nations agencies, NGOs, research institutes and in some cases with the private sector. Of course, as would be expected, the principal partner of FAO in Ethiopia has remained the Government of Ethiopia. To illustrate this dynamic, the CPE analysed the 408 contractual partnerships created by FAO Ethiopia through letters of agreements (LOAs) during the period January 2014 to January 2019, totalling USD 24 558 628. LOAs with the Government of Ethiopia accounted for 61 percent (USD 15 052 878) of the total value, while NGO implementing partners accounted for 31 percent (USD 7 680 470). Partnerships with research institutes accounted for the remaining 8 percent (USD 1 825 281). The majority of these LOAs with government partners were with the Ministry of Agriculture, and associated bureaus of agriculture or livestock in the regions.

Government

106 FAO's partnership with the Ministry of Agriculture is especially strong, such that one senior government official commented that *"FAO acts almost as a department of the Ministry of Agriculture."* Similar feedbacks were reiterated by government officials interviewed for other FAO evaluations, such as the evaluations of SO4 and of SO1. While such a strong relationship with the Ministry of Agriculture is evidence of the trust and high esteem in which FAO is held, it also raises questions as to the autonomy of FAO as an international normative agency that ought to have its own independent voice. Furthermore, by aligning itself so closely with one ministry, FAO Ethiopia has overlooked potentially valuable partnerships with other line ministries and government agencies – e.g. Environment, Forest and Climate Change Commission, Ministry of Peace, Ministry of Trade, the Central Statistics Agency, etc. The situation was exacerbated by the several government level institutional changes which occurred during the period under review.

- 107 FAO has a good working relationship with the Food and Nutrition Coordination Office of the Ministry of Agriculture in which the Organization has seconded a staff to help the Ministry in refining its nutrition strategies, building a common understanding of nutrition-sensitive agriculture and food systems, and capacity needs assessment on nutrition-sensitive agriculture. Having the FIRST Policy Officer seconded within the Ministry allows FAO to be represented on a greater number of platforms related to nutrition at both sectoral and national levels.
- 108 FAO has some relationship with the Gender Directorate of the Ministry of Agriculture, but this is not robust. For example, currently the Ministry of Agriculture Gender Directorate is in a process of preparing a policy brief on Gender and Mechanization, but FAO Ethiopia does not seem to be involved in this process.
- 109 Concerning natural resource management, in particular FAO has worked in partnership with the former Ministry of Environment, Forest and Climate Change (which is now the Environment, Forest and Climate Change Commission). The partnership between the two was previously strong, but in recent years the relationship has weakened as FAO Ethiopia does not have adequate staff capacity (in particular on forestry). The weakness of this partnership needs to be addressed to ensure greater contribution to results and to enhance FAO's credibility. FAO is also partnering well with the Ministry of Agriculture, its major government partner, on other aspects of NRM sub-sector (e.g. Water Information System for irrigation, land restoration). Generally, there are good partnerships at the regional, district and kebele levels facilitated by the presence of FAO staff based in the regions.
- 110 FAO's Monitoring and Analysing Food and Agricultural Policies programme has succeeded in collaborating with stakeholders beyond the Ministry of Agriculture, having worked closely with the Ethiopia Policy Analysis Unit associated with the Prime Minister's office, the Ethiopian Development Research Institute (EDRI), a semi-autonomous research economic think tank, and the Agricultural Transformation Agency. As the MAFAP programme draws to a close, it is important for FAO Ethiopia to maintain the working relationship that has developed with these partners going forward.
- 111 FAO-ECTAD has collaborated more broadly across different sectors, in line with a One Health approach. For example, FAO-ECTAD has strong partnerships in country and has established a National Steering Committee composed of representatives from Ministry of Agriculture, Ministry of Health, Environment, Forest and Climate Change Commission, Ministry of Culture and Tourism, and has hosted the first Africa Sustainable Livestock (ASL) 2050 Stakeholder Technical Meeting. Similarly, FAO has co-organized the global World Antibiotics Awareness Week (WAAW) 2017 in Ethiopia with multi-institutions: Ministry of Health; Ministry of Livestock and Fisheries;²⁷ Food, Medicine and Healthcare Administration and Control Authority of Ethiopia (FMHACA); Veterinary Drug and Animal Feed Administration and Control Authority (VDFACA) of Ethiopia; Ethiopian Public Health Institute (EPHI); St. Paul's Hospital Millennium Medical College; World Health Organization (WHO); United States Agency for International Development (USAID); Center for Disease Control and Prevention (US-CDC); the United States of America President's Malaria Initiative; and President's Emergency Plan for AIDS Relief (PEPFAR).

Non-governmental organizations

- 112 The Pursuing Pastoral Resilience (PPR) project (GCP /ETH/083/EC) partnered with VSF-Suisse in Somali Region and VSF-Germany in Afar Region for the PPR vaccination campaigns. They appear to have played a useful role in spite of some initial scepticism from the Ministry of Agriculture who wanted the project to be delivered through regional government veterinary services alone. It was ultimately decided that both the veterinary services and NGOs could play a useful role in controlling the disease. The decision to collaborate with the two NGOs was justified by their strong presence in hard-to-reach districts in Afar and Somali regions. The two VSF have been operational in the pastoral lowlands of Ethiopia for many years implementing various community-based

²⁷ At the time, this was a separate Ministry. In 2018, this Ministry was merged under the umbrella of the Ministry of Agriculture.



projects; they have trained community animal health workers, organized community-based structures such as agrovet shops, pastoral field school (PFS), village community banks (VICOBA); and conducted useful field studies, for example a baseline study on PPR commissioned by VSF-Suisse at the beginning of the project. This offers VSF a better understanding of the production systems, and better connection with the beneficiary community and the community animal health workers network which are all relevant for the success of projects like PPR control and eradication.

Private sector

- 113 FAO has had limited interaction with private sector actors during the evaluation period. Worse, in some interventions FAO risks crowding out local private sector actors through large scale provision of subsidised inputs. In this regard, the PPR project was a missed opportunity to link up with private sector veterinarians in the control of transboundary animal diseases.²⁸ Ideally, a national veterinary service fit for purpose would include private practitioners who can earn money from their clinical skills, not just from selling pharmaceuticals. For the successor of GTP II, it is expected to be a shift in focus from building government veterinary clinics to supporting functional veterinary services through public-private partnerships, preceded by a full audit of veterinary infrastructure and national veterinary service (NVS) needs across the country. This makes it all the more relevant for FAO to ensure the inclusion and testing of public-private partnership models in future animal health projects and share the experience broadly.
- 114 Short-term emergency relief programmes in particular were reported to undermine more sustainable service delivery models such as public-private partnerships. One notable exception is the partnership with cooperatives for the production of multi-nutrient blocks (MNB) for emergency livestock feeding during FAO's El Niño response, which was found to be highly relevant.
- 115 FAO needs to find innovative ways of interacting with and enabling private sector partners in Ethiopia, for example in relation to contract farming (on which FAO has been credited for providing excellent guidance and normative materials), forage and seed production, and technology development and dissemination. Going forward, the public domain of forage seed multiplication and distribution will have to be complemented increasingly by promoting contractual agreements between farmers and private sector actors.

²⁸ In its design, the project had intended to build on a veterinary public-private partnership model for the pastoral lowlands developed in another project, but this did not come to pass.

Attempts were made in establishing animal feed quality niche partnerships in the Capacity Development for Agricultural Innovation Systems (CDAIS) project, but their sustainability is dependent on the establishment of an enabling regulatory framework. Engaging with private sector actors will be necessary for good forage production and the efficient offtake of livestock. These will have to be assisted with a supportive regulatory and enforcement environment. Planned FAO activities related to mapping of animal feed availability will be of interest to private sector actors and will open up potential for future partnerships.

UN system

- 116 FAO has played an increasingly important role in recent years in the United Nations Country Team, with partners appreciating FAO's leadership on a range of issues. FAO is the lead agency for the agriculture outcome area under the Economic Transformation Pillar of the United Nations Development Assistance Framework, and participates in activities and meetings related to the other four UNDAF pillars.²⁹ FAO is a member of the United Nations Country Team senior management group and United Nations partners praised the leadership of the FAO Representative, for example, through representing the United Nations system in the donor assistance group (DAG) meetings, or through acting as Resident Coordinator ad interim on certain occasions. Furthermore, FAO was noted as being a key contributor to the Operations Management Team, the SDG Steering Committee and Technical Committee, as well as in the common country analysis for the preparation of the 2020-2025 United Nations Sustainable Development Cooperation Framework (UNSDCF, formerly known as UNDAF).
- 117 At the same time, United Nations partners noted that FAO's strong performance in this regard has only come about in recent years, mostly due to the efforts of the current FAO Representative, and there are concerns that this engagement is not yet fully institutionalized within FAO Ethiopia.
- 118 FAO Ethiopia has been involved in several United Nations Joint Programmes (UNJPs), where implementation has been shared with other United Nations agencies. For example, through the implementation of the Rural Women's Economic Empowerment Programme FAO developed a strong working partnership with UN Women. Similarly, FAO has partnered with UNICEF in the implementation of two projects on nutrition (UNJP / ETH/087/CEF Scaling up Community-Based Nutrition; and UNJP /ETH/090/CEF Integrated Nutrition Services). The final evaluation of one of these projects noted the challenges in implementing joint programmes, including the time it took for UNICEF and FAO to define the division of labour and to identify and hire appropriate technical staff to manage the project. Additionally, the implementation of FAO's activities fell behind those of UNICEF, which resulted in underspending on FAO's part and disagreements arose. Such challenges frequently arise in joint implementation, given the different systems and approval processes of different agencies, however FAO needs to draw from the lessons of this experience and manage such risks accordingly so as not to jeopardize future collaborations.
- 119 Partnerships and collaboration with United Nations bodies and other international agencies working on natural resource management, in particular forestry, have been very weak. FAO Ethiopia seems to be on the sidelines on forestry, climate change and sustainable land management discussions, isolating itself instead of being at the centre of the discussions or potential initiatives. For example, UNDP has been working extensively on forestry (e.g. GEF, Climate-Resilient Green Economy) and the World Bank on sustainable land management and forestry. However, FAO has not engaged strategically with these entities and greater collaboration with these bodies, and others involved in natural resource management is necessary to add value and enhance its visibility.
- 120 In terms of collaboration of the Rome-based Agencies (i.e. FAO, IFAD and WFP), a recent

²⁹ UNDAF for Ethiopia (2016-2020) comprises five thematic pillars: i) inclusive growth and structural transformation; ii) resilience and green economy; iii) investing in human capital and expanded access to quality and equitable basic social services; iv) good governance, participation and capacity development; and v) equality and empowerment. FAO is the co-chair of UNDAF Pillar 1, "Inclusive Growth and Structural Transformation" and has been leading the Agriculture result group under the UNDAF coordination platform. FAO is also a contributing agency to results under UNDAF Pillars 2 and 3.

joint visit to Ethiopia by the FAO Director-General, the President of IFAD and the Executive Director of WFP has strengthened the visibility and importance of the partnership between the three Agencies. However, in terms of programme implementation, there are limited examples of concrete partnerships. The FAO Investment Centre Division (TCI) has provided expertise on the design of several IFAD programmes in Ethiopia and this support has been highly appreciated. However, FAO Ethiopia has not had any role providing technical assistance to IFAD programmes, despite attempts by senior management. This is mostly because FAO technical assistance is considered to be too expensive by the Government (particularly in relation to IFAD loans), but also perhaps due to FAO not sufficiently demonstrating and leveraging the results that it can bring. Currently, the scale of FAO projects, which tend to be small pilots, is not of interest to the IFAD Country Office, which would rather see FAO playing a more strategic role to ensure high-quality policy analysis and technical assistance is infused into larger programmes and mechanisms with greater impact.

- 121 There have been some fruitful partnerships with WFP, for example on the RWEE project and in the Purchase from Africans for Africa project, which leveraged on WFP's Purchasing for Progress (P4P) programme. However, FAO's engagement was found to be piecemeal and did not amount to a strategic long-term partnership. There were high expectations of FAO to provide considerable support on production for WFP's P4P programme, but the crop supported by FAO was not suitable (haricot beans)³⁰ and the partnerships did not sustain beyond the initial pilot. There is greater potential for FAO to collaborate with WFP on home-grown school feeding (for which the Government provides significant support) and school gardens (for example, on curriculum development, on which FAO has significant international expertise). Overall, there is a high appreciation of FAO's technical expertise, and a willingness on the part of WFP to partner further with FAO, but there are concerns relating to FAO's operational capacity and FAO's ability to respond in a timely manner.

Other partners

- 122 FAO (in particular the Subregional Office for Eastern Africa, SNE) has also partnered with the African Union on two initiatives related to land restoration (Action Against Desertification) and governance of tenure. Collaborations, in particular the latter within the framework of VGGT, have been beneficial as they have worked in synergy with the African Union land policy and contributed to good results.
- 123 In order for FAO to more actively guide agricultural development in Ethiopia, the Organization needs to better position itself in providing technical assistance to large international financial institution (IFI)-funded government programmes. This requires establishing relationships with partners in IFAD, the World Bank and the African Development Bank, and demonstrating credible results to government partners who need convincing that investing in FAO technical assistance is worthwhile to the overall success of their programmes. Some promising examples of FAO moving in this direction include the technical assistance to the GAFSP-funded Agriculture Growth Programme (AGP II), as well as the piloting of nutrition-sensitive interventions under the fourth phase of Ethiopia's Productive Safety Net Programme. As one government stakeholder commented during an interviewee from a regional bureau of agriculture, 'Our expectation from FAO is strategic technical support and not necessarily funding.'

Support to coordination

- 124 In addition to participating on behalf of United Nations partners in the donor assistance group, FAO is active in several sector working groups and has strong presence, in particular through the Rural Economic Development and Food Security initiative, being co-chair of the Animal Health and Feed Quality Technical Committee. Each RED&FS Technical Committee has a number of task forces, and FAO is represented on a number of these including the Climate Change Task Force, the Internally Displaced Persons Durable Solutions Task Force, the Agricultural Water Management Task Force and the Emerging Pandemic Threat-

30 Haricot beans are more costly than other crops which means that fewer children could be fed in the end. According to WFP, vegetables may have been better, such as tomatoes, potatoes and other legumes.

Technical Working Group (EPT-TWG), as well as the Seeds Working Group. Through the FIRST programme, FAO has lobbied to include nutrition as an overarching theme for all technical committees under the RED&FS and has helped to establish a nutrition-sensitive agriculture forum.

- 125 There is some duplication and overlap in the coordination structures, particularly as new structures are created – for example, the newly created Agroforestry Task Force, which covers many areas already dealt with under the Climate Change Task Force. This duplication and proliferation of task forces and committees places an additional burden on FAO staff. Internally within FAO, it was reported that attendance at Task Force and Technical Committee meetings is not always consistent, with different FAO staff attending each time, and there is limited documentation of discussions or sharing of information with colleagues after having attended the meetings. More engagement of national FAO staff in Task Forces would not only reduce the burden on individual staff, but would also help to institutionalize FAO's role in supporting coordination at the national level.
- 126 In terms of humanitarian coordination, FAO hosts the co-chair of the Disaster Risk Management-Agriculture Task Force (i.e. Food Security Cluster Coordinator). FAO was noted as having played a pivotal role through the DRM-ATF during the 2015 El Niño crisis and jointly coordinated agriculture activities with the Ministry of Agriculture to avoid duplication of efforts and ensure the DRM-ATF Road Map was adhered to. Interviews with key informants from the Government, United Nations, resource partners and NGOs indicate that FAO's role in co-leading DRM-ATF was instrumental, as during the El Niño period there were three restructurings within the Ministry of Agriculture which resulted in a high turnover of staff, and FAO's efforts ensured consistency in priority setting. FAO also actively participated in various assessments and analyses which informed large response operations, jointly led by the Government or other United Nations agencies, such as the multi-agency post-belt assessment carried out in June/July 2016, leading the agriculture sector assessment.



- 127 One of FAO's most substantial contributions to the coordination of actors was through an European Union-funded project Strengthening Institutionalized Sub-National Coordination Structure and Harmonization Mechanisms, which sought to create a more collaborative effort between development and humanitarian actors and to reduce the need for humanitarian assistance in the long-term. The project facilitated capacity development activities and experience sharing at regional and zonal administration levels, and in later years included some support for federal level activities. The project was beset with delays, however, and implementation was interrupted with the onset of the El Niño crisis in 2015/16. While the relevance of the project was evident, the sustainability of the coordination mechanisms created was in doubt, particularly given the high turnover of staff and the lack of funding to carry forward the activities.
- 128 The final evaluation of this project found that FAO had played a pivotal role in supporting regional level coordination. There remain significant coordination challenges at the federal level, however, as documented in a study commissioned by the project on the overlaps and duplication of task forces and technical committees at this level. The evaluation found that FAO Senior Management could have done more to leverage the project for enhancing coordination amongst resilience actors (e.g. building on the momentum created by the project workshops and experience-sharing events).
- 129 In relation to animal health, the PPR project actively supported the coordination of national and subregional partners in the animal health sector through organizing regular coordination meetings and two subregional PPR coordination meetings in Addis Ababa and in Naivasha, Kenya, in consultation with the Intergovernmental Authority on Development Centre for Pastoral Areas and Livestock Development (IGAD/ICPALD) in October 2018 and June 2019. While these meetings have been effective in bringing the different partners together, it is unclear who will lead all this coordination work after the PPR project ends. Ideally, this would have been done nationally by a government body such as the Rural Economic Development and Food Security Committee that has the authority to align strategy, and internationally by organizations such as the African Union-Inter-African Bureau for Animal Resources (AU-IBAR), IGAD and East African Community (EAC).



4. Assessment of FAO's contributions

130 The evaluation observed that there was no systematic mechanism for monitoring or reporting contributions beyond individual project outputs and, as a result, FAO has not been able to effectively monitor results at an outcome level. This inability to fully quantify and credibly demonstrate results has led to achievements being poorly reported to development partners. In assessing FAO's contributions to results, the analysis has been based on information gathered from the field visits and through key informant interviews, and triangulated with secondary evidence from project documentation.

4.1 Contributions to the support on policies, strategies and information needs

Finding 11. Over the evaluation period, FAO's policy footprint was relatively limited. The few policies and strategies supported were of high quality and highly valued by all stakeholders interviewed.

131 FAO has faced challenges in influencing policy in Ethiopia at the federal level, given that the Government decides on public policy and turns to development partners more for support in implementation. As a result, FAO's contributions to results at the policy level have been relatively limited. Furthermore, given the decentralized and federalized government structure, there are challenges of harmonization and alignment between regional states and federal government ministries and agencies in drafting, adopting and implementing laws and policies. However, there have been some notable examples, as outlined below. Overall, stakeholders expressed appreciation for FAO's consultative and multi-stakeholder approach to policy and strategy support.

132 FAO provided support to the Government (Ministry of Agriculture and Ministry of Health) in the formulation of the first National Nutrition Sensitive Agriculture (NNSA) Strategy in 2015. As a continuum, the FIRST programme³¹ supported the validation of the NNSA Strategy through a series of multi-stakeholder consultative sessions in 2017, and launched the development of its implementation modalities manual. Key informants indicated that the FIRST's advocacy efforts for the formal adoption and operationalization of the NNSA has been instrumental, as it triggered the ratification of the NNSA by the parliamentary standing committee for food security and nutrition. This has resulted in the mainstreaming of nutrition-sensitive agriculture into the National Horticulture Strategy. Nutrition has also been integrated in the extension system training and Agricultural Technical and Vocational Education and Training (ATVET). Furthermore, FAO has provided assistance to the Ethiopian Public Health Institute aimed at including food and nutrition security indicators in national surveys; as such, the Women Dietary Diversity Score (WDDS) became a key indicator for the Ministry of Health and the Ministry of Agriculture in monitoring their joint efforts to reduce malnutrition.

133 FAO has had more direct support to sectoral strategies at the regional level in Ethiopia, most notably in supporting Livestock Sector Development Strategies in Somali and Afar regions. These strategies set out growth and development priorities based on a climate-resilient approach that promotes investment in production, processing and marketing, improving quality and ensuring food safety.

134 In the animal health sub-sector, FAO provided extensive support in the formulation and revision of several national animal health strategies and regulations, specifically on the control of transboundary animal diseases such as for PPR and zoonotic diseases including highly pathogenic avian influenza (HPAI), Rift Valley fever (RVF), rabies and anthrax.

³¹ Food and Nutrition Security Impact, Resilience, Sustainability and Transformation (FIRST) is an European Union and FAO Partnership Policy Assistance Facility which provides policy assistance and capacity development to countries to develop coherent sectoral and cross-sectoral policy and programme frameworks for Food, Nutrition Security and Sustainable Agriculture (FNSSA) and supporting inclusive and evidence-based governance and stakeholder coordination mechanisms for FNSSA.

Box 5 • FAO's support to policies and strategies on animal health

In 2017, FAO supported the Government in aligning the National PPR Progressive Control and Eradication Strategy to the Global Strategy for the Control and Eradication of PPR (GSCEP), and this was officially submitted to IGAD - the lead in PPR eradication in the Horn of Africa.

Through the Global Health Security Agenda (GHSA), FAO facilitated the establishment of the multi-sectoral Rabies and Anthrax Technical Working Groups (TWGs) as a means to establish a coordinated 'One Health' approach between the Ministry of Agriculture, the Ministry of Health and the Ministry of Culture and Tourism. With technical support from FAO, the TWGs prepared prevention and control strategies, joint surveillance plans, and disease prevention and control implementation plans for the priority diseases (rabies, anthrax, HPAI and RVF). However, it remains to be seen whether these will be implemented within the three ministries.

In 2018, FAO assisted the Government of Ethiopia in reviewing legislations relevant to antimicrobial use (AMU) and antimicrobial resistance (AMR). This review provided a detailed analysis of the gaps and served as the basis for the amendment of legislation on AMU/AMR.

- 135 In the agriculture sector, FAO supported the Ministry of Agriculture to develop the Post-harvest Management Strategy and the accompanying Results Framework and Investment Plan (2018-2022). This was the first such strategy for Ethiopia, and FAO is credited as having created awareness on the issue of post-harvest losses within the Ministry of Agriculture, through studies and pilot initiatives. The strategy was primarily based on lessons learned from the piloting of technologies and practices under Phase 1 of the Swiss-funded project on reducing food losses. Whilst the strategy highlights the main barriers for the adoption of the technologies promoted for post-harvest management (such as the cost of the technologies to both farmers and artisans, and lack of credit), it does not provide explicit solutions and directions to overcome these barriers. Issues relating post-harvest storage and transportation were further addressed through FAO's technical support to the development of the 2018 National Horticulture Development and Marketing Strategy, as part of the German-funded Food Loss Reduction project (GCP /ETH/088/GER Food loss reduction through improved post-harvest handling and value-addition of key fruits and vegetables).
- 136 FAO has provided niche technical support to policy and strategy development related to seeds in Ethiopia. Through participation in the National Seed Advisory Group under RED&FS, FAO has engaged in discussions on the implementation of the Seed Systems Development Strategy. In addition to supporting the development of marketing directives, and early generation seed directives, FAO provided technical advice on the drafting of Ethiopia's first-ever policy on seeds.
- 137 MAFAP's early work in Ethiopia focused on public expenditure analysis, conducted with the Ethiopian Development Research Institute. In recent years, MAFAP has mainly been concentrating on studies of post-harvest loss measurements and agricultural productivity, mostly with the Agricultural Transformation Agency. The team also produced some reports on export restrictions and helped monitor key value chains in livestock and wheat, among others looking for overlap with regional commercialization clusters that are currently promoted by the Government. MAFAP conducted an impact evaluation of an ATA pilot project on cooperative storage and warehousing, including literature and programme implementation review and baseline development. The results were intended to inform the scaling up of cooperative storage through the AGP II, although as ATA is no longer working on the scale-up of warehousing it remains to be seen if the evaluation results will be taken on board by the Federal Cooperatives Agency.
- 138 In principle, there is much demand in Ethiopia for the kind of operations-oriented market and value chain analysis offered by MAFAP. But the selection of country priorities for MAFAP to focus on for policy reform, and the identification of an appropriate counterpart, turned out to be complicated and took longer than expected. MAFAP requires clear written requests and commitments from the Government that are not easily forthcoming. There is also much supply and competition in Ethiopia to provide the kind of policy analysis

work MAFAP is involved in, at least in value chains. While MAFAP has produced in-depth and technically sound studies of different value chains and policy analysis on issues such as storage and warehousing, there is no monitoring of the uptake of these analyses, and it is therefore unclear if the analytical products have actually been put to use.

- 139 FAO's technical inputs and facilitating role to the Emergency Seed Working Group (ESWG)³² was of strategic importance during the 2016 drought response. The key achievements of the ESWG include the development of emergency guidelines and operational modalities, which provided the framework for the largest emergency seed distribution in Ethiopia's history which reportedly led to savings of USD 1 billion (FAO, 2016). According to key informants, ESWG, co-led by FAO, was central to the implementation of the 2016 emergency seed distribution.

Information needs

- 140 FAO supported the Government of Ethiopia in the introduction, installation and implementation of a Laboratory Information Management System also known as Sistema Informativo LABORatori for Africa (SILABFA) at the National Animal Health Diagnosis and Investigation Center (NAHDIC). The system has transformed NAHDIC's paper-based output into computerized system, resulting in an improved data management system, storage traceability and increased sharing of laboratory data. Sample turnaround time has reduced from 40-56 hours to 1 hour following the introduction of SILAB at NAHDIC; and this has benefitted livestock keepers and producers by minimizing the time required to process samples and generate laboratory results, allowing for prompt disease prevention and control measures.
- 141 The Integrated Food Security Phase Classification³³ is currently being rolled out in Ethiopia. Although IPC is in its early stage, key informants interviewed (from Government, resource partners and United Nations agencies) commended FAO's facilitating role, particularly given that this is the second attempt at introducing the IPC in Ethiopia. The IPC responds to extensive concerns raised on the fragmentation of disaster risk information systems, lack of a reliable approach for collating available information systems to inform decision-making on disaster-risk management (DRM) and lack of DRM mainstreaming. FAO through the PROACT for Resilience programme, has so far launched the institutionalization of the IPC³⁴ and capacity assessment to review gaps in the food security-related information systems. The PROACT programme aims to enhance the identification and monitoring of threats, build the Government's capacity to generate rigorous food security, as well as provide a platform for transparent and collaborative food security analysis to inform humanitarian response planning.
- 142 FAO has piloted remote sensing for developing a water management information system, alongside capacity development support through the 'Monitoring water productivity by Remote Sensing as a tool to assess possibilities to reduce water productivity gaps' 2015-2021 (GCP/INT/229/NET), an ongoing interregional initiative, and 'Support for establishing Web-based National Irrigation Database and Water Management Information System (MIS) for Ethiopia' 2018-20 (TCP/ETH/3704), which operates at the national level. As these activities were still ongoing at the time of the evaluation, it remains to be seen how they will lead to longer term results.
- 143 As mentioned elsewhere in this report, FAO has made a valuable contribution to addressing information needs in the forestry sector, particularly through the NFSM and the MRV system under the UN-REDD national programme.

³² Over the period 2015/16, FAO supported in the establishment of two working groups – Emergency Seed Working Group (ESWG) and Emergency Livestock Working Group (ELWG) to harmonize response to the crisis with the Government, NGOs and resource partners.

³³ IPC is globally guided by 13 agencies and intergovernmental institutions including UN agencies (FAO, UNICEF and WFP), NGOs (Action against Hunger, CARE, Oxfam and Save the Children), technical partners (the EC-JRC, and FEWS NET), Regional Intergovernmental bodies (CILSS, IGAD and SICA) and the Global Food Security Cluster (gFSC).

³⁴ This includes the establishment of the IPC TWG, co-chaired by FAO and NDRMC.

4.2 Contributions to the agriculture sector (crop production, productivity and commercialization)

Finding 16. FAO has implemented a small number of flagship projects related to agricultural productivity and commercialization. Results have been limited by a lack of consideration of economic and market conditions.

Finding 17. Activities promoting nutrition-sensitive agriculture, through the introduction of homestead gardening and nutrition education and complementary feeding brought positive results at the community level, but the integrated approach of linking health and agriculture departments has not yet taken hold.

Finding 18. FAO's programme at regional levels included many fragmented and scattered, small-scale initiatives as part of FAO global projects. Many of these activities had no apparent linkages to the existing country programme and no likelihood of sustainability or scaling up.

- 144 FAO's contribution to results in increasing agricultural productivity and commercialization has been chiefly through a small number of flagship interventions (for example, technical assistance to the AGP, post-harvest loss reduction, support to the integrated agro-industrial parks, nutrition-sensitive agriculture) in addition to a number of small, dispersed interventions, many of which were components of regional or global pilot projects with limited impact beyond the direct beneficiaries. In contrast to the findings of the 2011 FAO CPE (which criticized FAO's overemphasis on crop production to the detriment of other sub-sectors), the current evaluation found that there was only limited focus on crop productivity, with most activities focusing on post-harvest issues.

Technical assistance to the Agricultural Growth Programme

- 145 FAO is effectively contributing to Ethiopia's Agricultural Growth Programme. Under Phase 1 of the AGP, FAO conducted small pilots on integrated pest management and forage production. While both IPM (as a means to reduce reliance on pesticides) and forage production are of critical relevance to Ethiopia's agricultural transformation, FAO's support was viewed by development partners to be a rather marginal contribution, and not linked to wider AGP programmes and therefore not scaled up. However, under Phase 2 of the AGP in 2018, FAO was tasked with providing more substantial technical assistance to focus on scaling up the best practices of forage development and integrated pest management, and support mainstreaming of cross-cutting issues such as climate-smart agriculture, nutrition-sensitive agriculture and gender across the larger AGP II programme (GCP/ETH/096/GAF Technical Assistance to the Second Agricultural Growth Program (TA-AGP-II), USD 3 000 000).

Integrated agro-industrial parks

- 146 During the evaluation period, the development of integrated agro-industrial parks has been one of the key mechanisms identified by the Government for accelerating the structural transformation and modernization of the agriculture sector. FAO's initial support to the IAIPs was through a rather small Italian-funded project of USD 623 000, in partnership with UNIDO, whereby FAO provided analysis of marketable surplus and risk analysis for four clusters (i.e. IAIPs) with ten value chains (including dairy, red meat, tomatoes, wheat, potatoes and others) based on rural farm data provided by the Central Statistical Agency³⁵

35 The original design of this FAO project intended only one in-depth analysis of marketable surplus in a single cluster (IAIP), plus a lighter general analysis of context for other clusters. Eventually, pressure was put on FAO to prepare in-depth analyses for four clusters with ten value chains. The extension of the analysis to many more areas than initially intended meant that resources were spread too thinly, and the quality of the analysis was compromised.

Separately, FAO's Monitoring and Analysing Food and Agricultural Policies programme, in collaboration with the FAO Investment Centre Division (TCI), undertook an assessment of the impact of public investment options on national agricultural production for the parks,³⁶ and a review of federal and subnational agricultural public expenditure for the four regions relevant to the IAIP investment plans, namely Amhara, Oromia, Tigray and SNNP.

- 147 In 2019, FAO developed an investment plan for the IAIPs with a EUR 500 000 grant from the European Union, although some stakeholders expressed concern that the investment plan was overly focused on increasing supply side capacity, and didn't address issues of demand through, for example, standards, certification, food safety, or establishing contract farming arrangements:

“Rather than focusing on increasing production and productivity, FAO needs to focus on enhancement of capacities of cooperatives to standardise quality, to negotiate with the next steps of the value chain.”

Quote from a donor agency representative

- 148 The technical support for IAIP is potentially pivotal going forward, but the lack of in-depth analysis could hinder FAO from providing prudent advice and guidance to Government regarding the risks. The extent of demand for the commodities is not known and the analysis did not go so far as to assess attitudes of entrepreneurs such as their capacity or willingness to invest, perceived constraints, etc. The construction is currently 70 percent completed, although the validity of the model is still not yet proven. It is evident from the value chain analyses that more is required for crucial areas like post-farm gate, value chain development, standards, trade, food safety, contribution of the IAIP to the food security and nutrition (FSN) – and this will require FAO's technical support and further leveraging of its international expertise.

Post-harvest management and loss reduction

- 149 FAO's post-harvest management interventions have contributed to raising Government's interest and commitment on the issue, such that post-harvest management platforms have been established and manuals have been produced to help incorporate post-harvest management into the routine agricultural extension services.
- 150 The Swiss-funded project Reducing Food Losses through Improved Post Harvest Management in Ethiopia – Phase 1, pursued the reduction of post-harvest losses through the introduction and distribution of free or highly-subsidized metal silos and Purdue improved crop storage (PICS) bags for wheat, sorghum, maize and beans; with a focus on areas with high post-harvest losses. The project has significantly improved the knowledge and practice of post-harvest management through awareness campaigns and field days organized as part of FAO activities. The communication tools (posters, brochures and teaching aids) used for the awareness campaigns were clear, user-friendly with illustrative designs.³⁷ Furthermore, the project commissioned four studies on the causes of post-harvest loss, indigenous knowledge and best practices of post-harvest management, which were generally rare in Ethiopia. This included a baseline study conducted on the extent of the post-harvest losses for four main commodities (maize, wheat, sorghum and haricot beans).
- 151 The benefits of metal silo and PICS were widely appreciated in all project sites visited by the CPE team, especially among women. Participants of focus group discussions reported that the enhanced storage facilities have reduced post-harvest loss, work burden for women (less labour time required to sort grains not affected by pests), expenses on pesticides, while grain quality was maintained and hence attracted a higher price when stored and sold at a later stage. Beneficiaries also reported better nutritional value of grains stored in the metal silos compared to grains stored in a traditional way. Another achievement has been building the capacity of local artisans in the communities to locally manufacture the metal silos.

³⁶ In collaboration with the European Union Joint Research Centre.

³⁷ These were also translated into the local language. Examples can be found here: http://www.fao.org/fileadmin/user_upload/food-loss-reduction/img/Ethiopia/A_PHL_reduction.jpg; http://www.fao.org/fileadmin/user_upload/food-loss-reduction/img/Ethiopia/B_metal_silo.jpg



152 The post-harvest management practices promoted are technically viable and clearly effective in reducing losses to pests.³⁸ However, it was evident from focus group discussions that the non-subsidized price for metal silos is not affordable for most farmers. Phase 1 was criticized for the lack of research on how to market the technology beyond demonstration, such as through a capacity and willingness-to-pay study. Instead, there was an assumption that demonstration of the efficacy of the silos through free distribution to model farmers would raise awareness and encourage neighbours to buy their own silos. This assumption proved false. The evaluation team met with one artisan who had a warehouse full of unsold metal silos. Nearly all other artisans met by the evaluation team had not constructed additional silos beyond the demonstration models paid for by the project. Phase 2 of the project has incorporated more market-oriented aspects, particularly related to linking farmers to microfinance institutions to enable them to buy the silos on credit. It remains to be seen if the business model adopted in Phase 2 will be effective.

153 Meanwhile, the German-funded Food Loss Reduction Project produced several studies and manuals on loss-reduction techniques in potato, tomato, mango and banana value chains, and trained regional, woreda and kebele development agents on value addition of fruit and vegetables. The project also aimed to establish groups and cooperatives, with a focus on rural women and youth, to apply the improved storage and processing techniques, with the ultimate goal of linking these groups to the IAIPs, and other market outlets. While the generation of knowledge products and the support to the development of the National Horticulture Strategy were key contributions, the field level activities visited by the evaluation team did not show promising results. The youth group visited by the CPE team in Negele Arsi had received minimal training to set-up potato seed storage facilities.

³⁸ This has been thoroughly documented in several evaluation missions, including the SO4 evaluation in 2017, and the final evaluation of the Phase 1 project that same year. This is further supported by the studies conducted in partnership with Jimma University on the efficacy of the techniques.

However, they had no means of marketing the seed potato, being a remote community. The group itself lacked vision, and they did not fully understand why they had received training on seed potato storage. Given that the project was due to close in 2019, the likelihood of greater impact or sustainability at the field level is small.

Nutrition-sensitive agriculture

154 Some interesting results were observed in the area of nutrition-sensitive agriculture, particularly at the kebele level, where agriculture and health extension services have come together to provide joint support to beneficiaries under the UNICEF/FAO partnership. The evaluation found, however, that the integrated approach had not been effective at zone and woreda levels, with little interaction between agriculture and health departments. Although the project has helped the targeted women to grow some vegetables in their homestead gardens, enhanced their knowledge and improved their feeding practices, overall, the scale of the intervention at field level seems to be too small to warrant any substantive impact in the lives of the beneficiaries.

Box 6 • Integrated nutrition services

In assessing results under the UNICEF/FAO joint project 'Integrated nutrition services: multi sectoral interventions to improve nutrition security and strengthen resilience', the country evaluation team visited one of the five targeted kebeles in Sekota woreda (Waghimra Zone) in the Amhara region where women were provided with training on home-gardening, complementary food, seeds (spinach, tomatoes and carrots) for homestead gardening, and chickens for poultry production. Many of those targeted women have a small homestead garden where they grow vegetables.

Women were appreciative of the support provided to them, in particular the training received on improved feeding practices/preparation of nutritious food: live demonstrations of how to prepare the food seems to have been effective as women spoke highly of it. Women reported that they now prepare nutritious food using vegetables, eggs and cereals, whereas before they would never feed eggs to their children. However, the results observed were at a very small scale, given the homestead gardens are small and not all women have gardens due to shortage of space, labour and most of all water.

- Additional workload: the long distances women have to go to fetch water – between four to five times a day – in order to provide water for their homestead gardens was found to be adding to their workload, although they were appreciative of the support provided. No support is provided by their spouses.
- The key challenge seems to be shortage of water for the homestead garden which is a limiting factor on the size of the homestead gardens. A community water pump within the village or kebele would have made a difference in terms of the workload and size of their homestead gardens.
- There is no clear evidence of nutrition-sensitive 'agriculture' beyond the small homestead gardens; the choice of crops grown in the household fields (for which men are responsible) is not influenced by the new approach.
- Insufficient awareness of the new approach/concept: although the multi-sectoral approach promoted is relevant, there has been insufficient awareness raising of the integrated approach at the woreda level. More training on the integrated approach is required at various levels: region, woreda, kebele and communities (i.e. including women and men).
- Weak linkages and coordination between health and agriculture: coordination at the woreda level between sectoral staff (agriculture and health) is not strong. The modalities of implementation are not always clear, although there is better coordination between the extension agents (health and agriculture) working at the kebele level.

Global and regional FAO projects

155 Smaller contributions to results have been made through global and regional projects including FAO's support to the implementation of tomato processing units (tomato puree) for women farmers' associations in Mekele, in the Tigray region under FAO's Multipartner Programme Support Mechanism (FMM) (FAO, 2015). The project provided equipment,

infrastructure and facilities for tomato puree processing units in addition to training on good hygiene and processing techniques. Although undoubtedly of benefit to the women's farmer associations, it is not clear from the project documentation if this activity is intended as a pilot, to demonstrate good practices, or what the expected impact is likely to be. The project has been touted as a successful case study of "enabling women to benefit from agri-food value chain development" (FAO, 2019), however there are concerns as to the sustainability and efficiency of implementing such small-scale localized projects, with limited impact.

- 156 In a similar move, FAO has previously promoted the production and marketing of cactus pear marmalade in the Tigray region (FAO, 2018). This project received extensive FAO promotional media coverage, and Italian retailer Eataly imported 4 000 jars to sell to its customers in Rome (FAO, 2015). However, the 2019 CPE was informed that the groups supported are no longer producing cactus pear marmalade due to a cochineal infestation of the plants. Meanwhile, following project closure, the groups could no longer source suitable jars or packaging locally, and therefore they could not sustain the market linkages that had been created.
- 157 Given the already stretched capacities of FAO Regional Coordinators, FAO Ethiopia needs to carefully consider the logic of accepting to implement small components of global and regional projects, with no apparent linkages to the existing country programme and no likelihood of sustainability or scaling up.

4.3 Contributions to the livestock sector

Finding 19. FAO has demonstrated strong results related to animal health capacity development, and the control of transboundary animal diseases. However, there was less focus on livestock productivity, which instead tended to be covered by short-term emergency projects.

- 158 FAO's livestock portfolio contributes to Priority Area 2 of the CPF 2016-2020: Livestock production, productivity and commercialization improved. This included three main output areas: i) strengthen animal disease management and service deliveries; ii) improve the production, management and utilization of livestock feed resources by building skills and capacity, and promoting technologies; and iii) promote livestock and fisheries value chain development. The livestock portfolio consisted of 28 projects, 22 of which were emergency projects with an average implementation period of 15 months.
- 159 The animal health interventions implemented by FAO-ECTAD dominate the livestock portfolio and there is limited coverage of livestock production, and promotion of livestock and fisheries value chain development. The animal health interventions aimed to strengthen animal health service delivery and regulatory systems, support the scale-up of appropriate animal health practices and technologies, and build institutional capacity to formulate strategies and guidelines for disease control procedures to respond to global sanitary standard requirements.
- 160 Evidence gathered suggests that FAO's animal health interventions were effective. The most prominent intervention among the country's portfolio during the evaluation period focused on strengthening diseases surveillance system for transboundary animal diseases and contributing to IGAD and AU-IBAR's efforts in the progressive control and eradication of peste des petits ruminants disease in the Horn of Africa. Through the European Union-funded project Pursuing Pastoralist Resilience, momentum and building blocks were created to progressively control and eventually eradicate PPR and the control of sheep and goat pox by improving i) real-time understanding of TADs in pastoralist areas; ii) quality and quantity of PPR vaccine production; iii) capacity to implement progressive disease control programmes; and iv) national and subregional animal disease control coordination and knowledge exchange. Key informants indicated that FAO, through its PPR project, has done an exemplary job of raising pastoralists' awareness to the clinical signs and impact of TADs, and how it can be controlled through vaccination campaigns.

Box 7 • Results achieved through the PPR project

Achievements of the PPR project include:

- Rolled out technologies for the Monthly Disease Outbreak and Vaccination Activity Reporting (DOVAR)³⁹ system to improve monthly reporting on livestock diseases. This has raised the average national monthly reporting rate from 35 percent in June 2015 to 73 percent in June 2019, surpassing the GTP II target rate of 57 percent and approaching the World Organisation for Animal Health (OIE) Performance of Veterinary Services (PVS) standard of 80 percent (as illustrated in Table 2).⁴⁰

Table 2 • Summary of DOVAR reporting rates for 2015 and 2019

| Reporting year | Afar | Somali | Oromia (pastoral areas) | National |
|----------------|------|--------|-------------------------|----------|
| 2015 | <10% | 0% | <20% | ~35% |
| 2019 | 86% | 52% | 62% | ~76% |

Source: extracted from PPR Project Biannual Reports

- Funded the introduction of a Pen-Side Diagnostic Test (PDS) for PPR, which allowed for the detection and confirmation of viral antigens in suspected animals within 20 minutes. Field veterinarians in all visited regions reported that the developed guidelines for the PDS were applicable and valued.
- Improved the quality and quantity of PPR vaccine production at the National Veterinary Institute (NVI) through the procurement of highly specialized equipment (a lyophiliser and a vaccine dispensing, stoppering, capping and labelling machine) and training of three national veterinary service staff, which helped sustain the PPR eradication campaign across East Africa. This is a commendable achievement, as it was not originally part of the project design, but was included following the Government's request and European Union flexibility for programme adjustment.
- Supported the Ethiopia National Veterinary Laboratory (NVL) and Ethiopia National Animal Health Diagnostic and Investigation Centre (NAHDIC) to receive accreditation under ISO17025 for several immunological/serological and molecular diagnostic assays.

161 FAO has further contributed to capacities in animal health and transboundary animal disease surveillance through a series of smaller animal health interventions. For example, through the Emerging Pandemic Threats programme (EPT2), FAO generated information to fully understand the source, infection and transmission dynamics of Middle East respiratory syndrome coronavirus (MERS-CoV). This effort contributed to improved understanding of animal-to-animal transmission and animal-to-human transmission

162 In this regard, FAO supported the National Animal Health Diagnostic and Investigation Centre in conducting cross-sectional and longitudinal surveillances of MERS-CoV and closely related coronaviruses in pastoral herds, ranches and markets (in camels and other in-contact domestic animals) (OSRO/GLO/505/USA MERS). The results of the study indicate a high overall seroprevalence rate of MERS-CoV (70.8 percent) in Ethiopia, and serve as the basis for mobilizing an effective control response.

163 **Livestock production.** Over the evaluation period, there has been less focus on livestock production and management, due to the difficulty in generating long-term donor funds or livestock production activities. The limited livestock production interventions have been small-scale and usually ad hoc, particularly support to fodder production. FAO's support has mainly focused on emergency support to protect and restore pastoral and agro-pastoral livelihoods in the drought-affected districts. Results from FAO's emergency livestock interventions (most of which were concentrated during the El Niño response) are further elaborated in section 4.4.

39 Monthly Disease Outbreak and Vaccination Activity Reporting (DOVAR) is a web-based reporting tool for monitoring, updating knowledge about animal diseases events in Ethiopia and animal health service responses on a monthly basis.

40 Percentage is calculated based on the number of reports received divided by the number of the months for which the report was sent.

- 164 **Fisheries value chain development and livelihood improvement.** FAO, through a Technical Cooperation Programme (TCP) project, aimed at transforming the livelihoods of local communities surrounding the Tekeze reservoir through the development of an efficient and sustainable fisheries value chain (FAO). The project established community-based fishery co-management plans for the Tekeze reservoir in surrounding regions (Tigray and Amhara), and organized several awareness campaigns on fish consumption and benefits. Community members and key informants met by the evaluation team reported an attitudinal change on fish consumption in the communities. The main highlighted achievements were: i) increased awareness on fish value and consumption (fish is now served in restaurants in the area); ii) improved fish handling (salting, drying and freezing are among the new techniques practiced to reduce post-harvest loss); and iii) increased income due to market linkages.
- 165 However, the evaluation observed that the challenges and lessons learned were not adequately documented to inform future programming. Heightened tensions between the two regions due to cases of illegal or unauthorized fishing and a general lack of law enforcement when agreed operational plans were violated emerged as major issues affecting the communities during focus group discussions. Despite the issues having been reported, no adequate actions have been taken by the authorities. Furthermore, the evaluation observed that these issues were not documented in terminal reports to inform future programming, and the model was promoted as a success to zonal and federal level stakeholders. The lack of adequate monitoring at the field level potentially compromises the soundness of FAO's technical advice in this regard, and more care needs to be taken in ensuring accurate and transparent documentation of lessons that can be derived from successes and failures.

4.4 Contributions to resilience building and emergency

Finding 20. FAO's contributions to resilience building were concentrated on emergency response to disasters and crises, although there have been strong contributions to the strengthened coordination of resilience actors.

Finding 21. FAO's El Niño response was largely effective and exceeded targets for the number of households reached; there is further scope to capitalize on its expertise on livelihoods and the resilience of agricultural and pastoralist communities.

- 166 The resilience and emergency portfolio contributes to CPF Priority 3: Sustainable natural resource management and improved livelihood resilience to threats and disaster. Meanwhile, the outcomes of FAO's Strategic Objective 5 (Increase the resilience of livelihoods to threats and crises) call for a holistic approach to resilience programming, involving i) legal, policy and institutional systems and regulatory frameworks for risk reduction and crisis management; ii) regular information and early warning against potential, known and emerging threats; iii) risk and vulnerability reduction at household and community level; and iv) the management of effective responses to disasters and crises. The main programmes and projects of FAO Ethiopia's 'resilience' portfolio fall under the El Niño response (which accounts for 22 percent of FAO Ethiopia's overall portfolio). In this regard, results have been concentrated under Outcome 4 of FAO's SO5. The European Union-funded Resilience Coordination project has contributed to results on enhanced coordination of actors in disaster risk reduction (Outcome 1 of SO5), while community level awareness raising on fall army worm contributes to Outcome 3 (prevention and vulnerability reduction).
- 167 Another notable contribution to Outcome 3 was the development, validation and endorsement of community action plans and investment proposals and the establishment of ten Agropastoral Field Schools in cross-border areas of Somali region (Dolo Ado and Dolo Bay) through the implementation of the FAO-IGAD Partnership Programme on Drought Resilience (GCP /SFE/261/SWI).

- 168 FAO's project 'Strengthening Institutionalized Subnational Coordination Structures and Harmonization Mechanisms' was part of the EUR 50 million European Commission 'Supporting Horn of Africa Resilience – SHARE' programme, which came about in response to a large-scale humanitarian crisis following the 2011 drought in the region. In line with the linking relief, rehabilitation and development approach, the specific objective of this project was to support and reinforce the existing coordination mechanisms at the regional states and zonal administration levels and particularly enhance linkages between short-term humanitarian interventions and long-term development initiatives.
- 169 Results of the Resilience Coordination project varied greatly between regions. While there was clearly an improvement in the flow of information from the regions to the federal level, no formalized communication system has been put in place and the project did not take full advantage of existing information management systems. The project carried out a series of trainings which were highly appreciated, and the skills acquired are now being put to use by training participants. The project also organized several experience-sharing forums involving a large number of stakeholders, at national and regional levels. However, the overall sustainability of the organizational capacity development activities is in doubt in the absence of further committed funding from Government, projects or development partners. Resources to fund subnational coordination mechanisms after project completion are scarce.
- 170 At the community level, FAO's support on the control and management options of fall armyworm has contributed to the resilience of smallholder farmers. Forty-nine field schools were established in Amhara, Oromia and SNNRP with one trained facilitator per school. These schools are currently undertaking trials on fall army worm control and management options and are training farmers on these practices.

El Niño response

- 171 FAO's response to the El Niño crisis was found to be highly effective, with stakeholders particularly appreciative of the coordinating role FAO played during the emergency response. Overall, however, there is further scope for FAO to make better use of its expertise on livelihoods and the resilience of agricultural and pastoralist communities through its emergency and resilience projects.⁴¹
- 172 FAO's response was under Objective 2 of Ethiopia's Humanitarian Response Plan (HRP): Protect and restore livelihoods (Reliefweb, 2016). Overall, through 16 projects, totalling USD 12.8 million, FAO provided emergency livestock and seed support to 324 830 households, which represented 16 percent of the HRP's targeted 2 million households requiring emergency agriculture assistance. The interventions were implemented in the 85 prioritized districts in six regions (Afar, Amhara, Oromia, SNNP, Somali and Tigray) guided by the woreda hotspot classification and the DRM-ATF Road Map. FAO reached 143 percent of planned households (Table 3). The approved budget allocation for the El Niño response was USD 12.8 million with a delivery rate of 96 percent.⁴² An in-depth assessment of the El Niño Response outcomes was not possible since outcome indicator data was inconsistent and incomplete.
- 173 **For the emergency seed distribution**, FAO reached a total of 210 039 households, which equates to about 12 percent of the 1.7 million households requiring emergency seed assistance.⁴³ FAO distributed 3 856 tonnes of seeds in the six affected regions to support agricultural production. The seeds dispensed consisted of: cereal (wheat, maize), legume (chickpea, cowpea, mung bean and lentil), vegetable (tomato, onion), as well as sweet

41 This is in line with Recommendation 4 of the 2019 Inter-Agency Humanitarian Evaluation of the Drought Response in Ethiopia.

42 A review of the financial statements showed that the resources were mainly used on expendable procurement (56 percent of total resources), followed by contracts (11 percent) and consultants and professional salaries (11 percent). 25 percent of the available resources was spent on the procurement of seeds and 11 percent of the available resources spent on animal feed.

43 According to the 2016 meher assessment, the total number of households without seed reserves was recorded as 477 000 in December 2015, but the number increased to 1.7 million households in 2016

Table 3 • Overview of planned vs actual beneficiaries for FAO's El Niño response⁴³

| Category | Number of households | | Planned vs Actual % |
|--|----------------------|----------------|---------------------|
| | Planned | Actual | |
| Reduce the food gap and enhance nutrition through support to agricultural production | 139 531 | 210 039 | 151% |
| Safeguard livestock-based livelihoods | 87 405 | 114 791 | 131% |
| Total | 226 936 | 324 830 | 143% |

Source: FAO project documents and terminal reports.

potato cuttings. The results of the FAO-led post distribution assessment (PDA) conducted in 2016 showed overwhelmingly positive feedback from beneficiary farmers on the type and quality of seeds received. However, about 55 percent of beneficiary farmers reported to the PDA that the quantities received were insufficient (defined as "less than 50 percent of what was required"). Focus group discussions conducted by the CPE team during the Afar and Somali field visits corroborated these findings: the positive feedback on the quality of the seeds received was consistent among all beneficiaries consulted, but the quantity was insufficient.

- 174 **Livestock component.** FAO's livestock support reached 114 791 households in the six most affected regions. Overall, FAO's livestock activities exceeded targets for activities in terms of beneficiary households and animals reached. Livestock assistance ranged from animal health interventions (vaccination and treatment campaigns), voucher-based supplementary feed support, distribution of survival feed and fodder seeds, and the establishment of cooperatives producing multi-nutrient blocks and improved grass quality. Government key informants indicated that the FAO emergency livestock interventions were dominated by animal health activities, with little effort towards tackling long-term and deep-rooted issues such as water points for livestock, rangeland management, fodder reserves, or control of the invasive prosopis. Animal health interventions were considered extensive and highly needed, while the livestock feed interventions were highly relevant but non-extensive and have been extremely small-scale with beneficiaries widely dispersed in the six targeted regions.
- 175 From the field visits in Afar and Somali, the evaluation team observed low levels of awareness, knowledge and practice of the Livestock Emergency Guidelines and Standards (LEGS) and National Guidelines for Livestock Relief Interventions among government staff at woreda and kebele levels which affected implementation, particularly in Afar. This finding echoes the 2016 USAID rapid assessment on the application of LEGs to inform El Niño Response in Ethiopia, which highlighted that although there is a high awareness of the LEGs and national guidelines among government and non-government actors, the knowledge was rather incomprehensive and generally decreased from regional to woreda/kebele level and this subsequently affected adherence and applications of both guidelines (USAID, 2016). High staff turnover and rapid institutional changes may play a role in this phenomenon, implying the need for more frequent and regular training.
- 176 FAO embedded some livelihood and longer term resilience building activities in the drought response, but these have been extremely limited. One promising example was the support to cooperatives in the production and supply of multi-nutrient blocks for animal feeding (see Box 8).

44 This data refers to all 16 FAO El Niño projects implemented between 2016 and 2018. It was not possible to present gender-disaggregated data, as it was not available for the livestock interventions. Comparing planned and actual numbers reached is not without its pitfalls. For instance, reports on the livestock component indicate that FAO exceeded its targeted animals by 90 percent. Feedback from FAO staff revealed that such comparison might be misleading due to the inconsistency in capturing the different types of livestock (cow vs shoats). For example, if the plan was to provide animal feed to one cow per household, during implementation the same quantity of feed may be given to seven goats belonging to seven different households.

Box 8 • FAO's support to multi-nutrient block animal feed production

FAO supported the establishment of one multi-nutrient block (MNB) producing cooperative in Erer, Somali region and engaged three existing MNB-producing cooperatives in Afar region during the El Niño response. The establishment of the MNB-producing cooperative in Erer was generally considered successful and effective in protecting and preserving core breeding stock and resuming milk production. FAO designed a voucher system which was used to distribute MNBs produced by the cooperatives in Somali and Afar.

The evidence collected from the field visits in Afar and Somali confirmed that the manufacturing of the MNB by the cooperatives in Chifra and Erer provided quick access to livestock feed and helped alleviate the feed shortage during the drought period. FAO reported that about 64 400 MNBs produced by the cooperatives were provided to 4 079 vulnerable pastoral and agropastoral households in Afar and Somali regions. During the field visits, Erer cooperative members confirmed they produced and dispatched 10 000 MNB in 2016 and 40 000 MNB in 2017 during the drought period.

Beneficiary agro-pastoralists farmers who received MNB reported that support was extremely useful at that time since the quality of grazing pasture deteriorated. Visible results reported by beneficiaries include the improvement in milk production and in animals' body conditions. For instance, in Chifra, focus group discussion participants reported an average increase in the daily milk yield from 1 litre to 2 litres per cow, which meant additional income and improved access to milk for domestic consumption. Additionally, FAO reported that the programme injected a total of USD 93 230 into the local economy through the implementation of the voucher system. Interviews with cooperative members, who were mainly pastoralists or previously pastoralists, revealed that they are very satisfied with assistance, and have substantially increased their net income, but highlighted market challenges during the lean period.

- 177 Despite the effectiveness of the multi-nutrient block and feed activities during the emergency response, FAO missed an opportunity to provide more comprehensive information to pastoralists and agro-pastoralists on how to improve milk yield in the longer term (for example through improved breeding, accessing animal health services, nutrition and access to milk markets). Similarly, the evaluation observed limited analysis on the efficient production, utilization of the feed resources, affordability of the MNB and pastoralists' willingness to pay beyond the emergency response. Such activities would arguably have supported more holistic resilient livelihoods for the target pastoralist and agro-pastoralist communities.
- 178 FAO had very limited water interventions to improve access and availability of water for pastoralists during the drought. As part of the El Niño response, FAO rehabilitated seven animal water points (three ponds and four hand-dug wells) in Afar and SNNP region. FAO reported that about 52 593 animals belonging to 4 486 households benefited from the rehabilitated water points.
- 179 The evaluation found some good examples of adaptive programming during the El Niño response, where FAO consulted with the resource partners (European Union and Office of U.S. Foreign Disaster Assistance, OFDA) of two ongoing projects⁴⁵ and shifted funding previously allocated for coordination efforts to emergency feed and animal health interventions in Afar and Somali regions. This allowed FAO to promptly react. This was observed as a good practice, particularly in Ethiopia's context with recurrent climatic events such as droughts and floods.

⁴⁵ Project reference codes and titles are OSRO/ETH/407/EC (Technical assistance to ECHO partners involved in Multi-sector Resilience Programming and livelihood support in drought affected EU cluster areas of Ethiopia) and OSRO/ETH/501/USA (Strengthening the Agriculture Sector through Improved Disaster Risk Management- Agricultural Task Forces (DRM ATFs))

4.5 Contributions to sustainable natural resource management

Finding 22. FAO's contribution to natural resource management has been small in Ethiopia, except for the strong technical support to forest monitoring. Pilot projects in sustainable land and watershed management and land tenure have generated important lessons that should be documented and, in some cases, scaled up.

- 180 Despite the explicit prioritization of natural resource management in the CPF 2016-2020, projects covering natural resource management account for only 7 percent of the FAO Ethiopia programme portfolio. Most of these interventions have been through FAO regional or global projects, through which approaches have been piloted and tested with varying results. As such, FAO's natural resource management projects were implemented in isolation and not necessarily linked to each other.
- 181 FAO's contribution to natural resource management have been most significant in the forest sector. FAO's support to the Environment, Forest and Climate Change Commission has been key in building the knowledge base on forest cover and resources, as well as strengthening institutional and human capacities to prepare land use/land cover maps. FAO's support contributed to building a system to carry out and update the national forest inventory and monitor its greenhouse gas emission factors which helps with the implementation of both the REDD+ process and the Climate Resilient Green Economy strategy. Most notably, as a result of FAO's support through the UN-REDD programme, Ethiopia was the first African country to submit its forest reference level (FRL) to the United Nations Framework Convention on Climate Change (UNFCCC) in 2016, and is in the process of demonstrating readiness for receipt of payments through REDD+ (Bekele M. et al., 2018). The results of FAO's capacity development for forest monitoring and reporting are further elaborated in the capacity development section (section 4.7).

Sustainable land management

- 182 FAO has implemented a small number of interventions through which approaches to sustainable land management have been piloted. For example, through the Action Against Desertification (AAD) project, about 23.08 km of firebreaks were constructed, 870 hectares of degraded woodlands protected through closure and about 137 ha of degraded land were planted with mixed species, including fodder species and tree seedlings. An additional 39.7 km of physical and biological soil and water conservation structures were constructed, as well as 0.6 km of soil bunds, 3.2 km of trenches, 200 micro basins, 224 m³ of gully rehabilitation structures, 240 stone check dams and 2.9 km of bund stabilization. Although the restoration work seems to be going relatively well according to the project coordinator and the communities consulted in Raya Azebo woreda (Erba kebele), the results related to livelihood activities so far seem very limited due to weaknesses in the design, approach (i.e. weak linkages between livelihood and restoration work) and implementation. Meanwhile, the scale of this initiative and the above results is very small as the project operates as a pilot initiative. Key issues highlighted during the focus group discussions include:
- i. Payments related to the cash-for-work activities (infrastructure development and land restoration) have been delayed and are below the market rate (e.g. lower than the PSNP rate).
 - ii. In Erba kebele (visited by the evaluation team), apart from the cash-for-work activities, no other livelihood activities have been implemented (including for vulnerable groups) although this was planned during the design; this affected people's motivation to fully participate in land restoration work.
 - iii. Only a very limited number of families received seeds/seedlings for fruit trees to plant in their homesteads and most of these did not survive due to drought and water scarcity (no community pond).

- iv. Communal work did not take into consideration the special needs of women, who were expected to participate in physical work to the same extent as men, thus adding to their already heavy workload.
- v. There were delays in identifying appropriate tree species to plant in arid land, which caused setbacks.

183 The emergency project 'Managing the rain: making improved use of one of Ethiopia's most valuable natural resources' has contributed to improving integrated watershed management in the Amhara region and restoring grazing and water resources in the Oromia region. For instance, in Amhara FAO reported that watershed mapping and improvement measures conducted on a total of 3 000 hectares of upper watershed areas; supported three seedling nurseries to produce and plant 120 000 multipurpose local trees and shrubs, supported the establishment of two youth beekeepers operating groups in the catchment and providing flood mitigation support for four groups (about 200 farmers). According to a study on lessons learned (SIDA and FAO, 2016), the project has been highly appreciated by beneficiaries and local authorities and there have been many requests to extend the activities to more villages and regions.⁴⁶ Despite the high interest and requests, there has been no effort to scale-up or replicate this type of intervention.

Box 9 • Key results and lessons from the 'Managing the R=rain' project

- In addition to refilling the water table, the project succeeded in restoring land and protecting households, schools and churches, and also contributing to saving people's lives.
- Pastoral wells in the watershed that had been rehabilitated by FAO did not run dry despite 18 months of drought, whereas previously they ran dry every year.
- Upper catchments in this area were well protected by the population, with the grazing of free animals and the cutting of fodder prohibited. As a result, the project has protected hundreds of people from floods and flash floods and contributed to saving people's lives.
- The project demonstrates the importance of sensitizing the communities using concrete experiences; the greater importance of upper-catchments in relation to lower catchments; the importance of planting trees – instead of constructing only stone benders; and the importance of defining closed areas for natural regeneration.

Source: *Lessons learned report-SIDA support to FAO's emergency and rehabilitation programme, 2016*

Land tenure

184 Improved security of land tenure, coupled with education and investment support, is essential for farmers to make a long-term investment in conserving soil resources (Yirga and Chilot, 2008). As part of its global programme to support the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, FAO attempted to implement awareness raising and capacity development activities related to land tenure in Ethiopia. However, the findings of the evaluation of the VGGT's global programme (FAO, 2017) started with awareness raising activities, but could not continue its engagement due to misunderstandings about the objectives and use of the VGGT. The funds were ultimately redirected to other countries under the VGGT global programme.

185 Some impressions reportedly developed that the VGGTs would allow NGOs to politicize the issue, or that applying the guidelines could facilitate large acquisitions of agricultural land and land grabbing. Stakeholders did not understand the practical implications of the VGGTs in the national context, and those are weighty issues in Ethiopia. It is important to acknowledge that in the current context conflicts around land tenure can fester into disputes between regional states, and that the issue lends itself to opinionated public discourse and extreme political positions, including by NGOs.

⁴⁶ Due to security issues, the evaluation team was not able to visit the project sites in Amhara region to discuss with the communities and confirm this.

- 186 It must also be recognized that since the 2000s, Ethiopia has implemented on its own one of the world's most cost-effective systems to document land holdings, the land certification system, although there are concerns about the process of updating land certificates, thus ensuring the certificates and the registry are up-to-date (Logan C. and Sebsib H., 2019). This contexts calls for a deeper understanding of the political economy of land in the country, and of the possible applications and implications of a wider roll-out of VGGT-related activities. One would think that capacity building for the public land certification system should be part of the menu of options presented to national stakeholders.
- 187 Despite the initial setback, the FAO Subregional Office for Eastern Africa (SFE) has continued to support activities related to land tenure in Ethiopia through other channels, specifically through the 'Transversal Project - Support to and Capitalization on the European Union Land Governance Programme'.⁴⁷ Notable achievements include the translation into Amharic of technical guides, such as the Technical Guide on Responsible Governance of Tenure for Investors, and awareness raising activities with GiZ, and further support is planned in partnership with funding from the Government of Norway.

4.6 Contributions to women's empowerment

Finding 23. The Joint Programme on Rural Women's Economic Empowerment has yielded strong results at individual, community and institutional levels. However, outside of this project gender mainstreaming has been weak in FAO's programme.

- 188 Contributions to women's empowerment varied significantly depending on the focus of the project. Where the project was explicitly focused on women's empowerment (i.e. the RWEE project), results were found to be very strong across the objectives of the FAO Policy on Gender Equality (FAO, 2013). However, gender mainstreaming was weak in projects not explicitly focused on gender.

Rural Women's Economic Empowerment programme

- 189 The Rural Women's Economic Empowerment (RWEE) programme is the most, if not the only, notable contribution from FAO Ethiopia to women's economic empowerment.⁴⁸ The programme had a strong design, particularly in Oromia, and provided holistic support to women's empowerment across four outcome areas: i) improvement of food security and nutrition; ii) increase of incomes; iii) strengthening women's voice in decisions that affect them; and iv) gender responsive policy and institutional environment fully conducive to women's empowerment.

47 Projects reference code and titles: GCP/GLO/539/EC (Support to and capitalization on the European Union Land Governance Programme in Africa) and GCP/INT/696/EC (Support to and Capitalization on the EU Land Governance Programme (Phase II))

48 The Joint Programme on Rural Women Economic Empowerment (UNJP-ETH-091-UNJ & UNJP-ETH-093-UNJ) started in 2014 and planned to end in 2018, but currently continues until the end of 2019 in collaboration with UN Women, WFP and IFAD. The programme is implemented by the Ministry of Women and Children's Affairs together with the Federal Cooperative Agency, Ministry of Agriculture, Ministry of Finance and Economic Cooperation, and their district level line offices.

Box 10 • Results of the Rural Women Economic Empowerment programme

The following results of the RWEE project were observed by the evaluation team:

- Women have acquired greater knowledge and skills and have enhanced confidence and greater voice in decision-making within their communities in the Oromia region.
- Women in Oromia now have improved access to assets such as land: more than 190 rural women in the programme's targeted area in Oromia have reclaimed family land and are now using it productively for their own agricultural activities.
- There has been increased income through greater farm productivity and reduced time and workload for women due to improved access to technology (e.g. milk churns)⁴⁹ and improved agricultural practices (e.g. row planting), resulting in increased household food supply. Over 260 women who used to rely on oxen to till their farmland now employ a tractor owned by their cooperative. This not only reduces workloads, but also generates income through renting the tractor to other farmers and enhances agricultural productivity.
- Access to improved seeds for the most vulnerable groups of women through revolving seeds (i.e. each member in need gets seeds from the cooperative which is then passed on to others who need it).
- Enhancement of women's control over and management of household food reserves, contributing to household food security and nutrition.
- Increased access to loans by members: cooperative members have access to loans from another government institution; at the beginning one can get BIRR 6 000 per person which can be extended to BIRR 12 000. Women also have savings as a group (e.g. the cooperative in Nono Chameri kebele – Yaya Gulele has a capital of BIRR 5 million).
- Attitudinal changes: greater awareness and support by men to help their wives in household chores and hence improving the gender dynamics in the household – women influence decisions that affect their lives and that of their households. Gender sensitization exercises engaging husbands and communities seem to have mobilized support to women's roles as essential economic agents.

"We take decisions together with our husbands; providing training for both men and women has been crucial as this helped us understand how we can better work together"

Female beneficiary in Oromia

190 While the RWEE programme has brought impressive results in the Oromia region, the same approach was not as successful in the Afar region as the design did not take into consideration the institutional capacities, the environment and the level of women's vulnerabilities in Afar, and also due to insufficient follow-up and monitoring to remedy the setbacks on time. Challenges in Afar include the unsuitability of the cow breed that was provided, long distances to fodder production sites which creates additional work burden for women, and a lack of electricity and water in the processing units that have been constructed – which renders the facilities useless. Those involved in the programme should look at ways in which it can remedy the situation and alternative measures should be taken in consultation with the Afar women members of the cooperatives.

191 It is important to scale-up the good practices observed in other districts in Oromia but also replicate it in other regions, taking into account the local social and economic contexts. Distilling and documenting lessons learned is important to identify why the programme has worked well in the Oromia region and not so well in the Afar region in order to improve future programme implementation, not only in these regions but beyond, in future programmes.

Gender mainstreaming in FAO's programme

192 Apart from the RWEE programme, FAO's programme in Ethiopia made only limited contributions to women's empowerment. The evaluation team visited several livelihood and nutrition projects where gender integration should have been obvious, but instead it was evident that there were missed opportunities in relation to gender mainstreaming.

⁴⁹ Before they spent three hours, whereas now they only spend half an hour with less physical exertion.

- 193 The Integrated Nutrition Services project with UNICEF is an example of a project where women have been targeted (pregnant and lactating women), but no clear gender analysis has been undertaken. The project design did not consider the possible roles and responsibilities of men and women in nutrition-sensitive actions, or the level of autonomy required for women in nutrition activities. As a result, there were some missed opportunities. The women met by the evaluation team in Seqota, while highly appreciative of the nutritional advice project support, complained of additional workload in having to travel long distances to fetch water four or five times per day for the homestead garden. They are not supported by their spouses in this task. The lack of water for the homestead gardens also limits the size of the gardens. A community water pump within the village or kebele would have made a difference in terms of the workload and size of their homestead gardens.
- 194 Furthermore, men have not been involved in the nutrition-sensitive agriculture activities (e.g. women mentioned getting no or little support from their spouses in the homestead gardening activities). Nutrition-sensitive agriculture seems not to have been promoted beyond the scale of the homestead garden (e.g. in terms of the type of crops grown at field scale), and instead men continue to work their fields as before, while women now occupy themselves with the homestead gardens. Involving men in the nutrition activities could arguably have had a greater impact on nutrition-sensitive agriculture outcomes. Greater awareness raising and targeting men and the community at large is needed to enhance men's understanding of the importance of nutrition to the whole family and their responsibilities to ensure that nutrition-sensitive activities do not introduce more burdens on pregnant women and lactating mothers.
- 195 Targeting women as recipients of a nutrition project or component of a project does not equate to gender mainstreaming nor does it mean a project is gender-inclusive. It is important to articulate the relationship between 'gender' and 'nutrition', and nutrition interventions should be designed and looked at with a gender lens. Gender-sensitive outcomes and indicators should be planned to ensure that interventions do not create more burdens on women without providing responsibilities for men. The level of autonomy of women is important for any nutrition activity and nutrition projects should empower women rather than create additional burdens.
- 196 The Tekeze river fishery project demonstrates the importance of undertaking a gender analysis to have a greater understanding of how to integrate gender in an activity which is traditionally considered to be the domain of men but where there are opportunities for gender integration. The project targeted only men, on the assumption that fishing is traditionally considered to be the domain of men, without giving consideration to the possibility of women taking part in fish preparation, processing and marketing. Given that one of the project components related to behavioural change and awareness raising on the benefits of fish consumption, there is an obvious role for women to play in the behavioural change of household dietary habits as well as in the value chain of the fishery. Furthermore, the evaluation team learned of situations where some women had been 'asked' to leave the fisheries' management committees as their husbands were already committee members, and only one person per household can be a member.

4.7 Contributions to capacity development

Finding 24. FAO Ethiopia has a clear comparative advantage in providing holistic capacity development support in niche technical areas. Strong results have been observed through FAO's capacity development activities.

- 197 The 2011 CPE recommended that FAO Ethiopia move away from small fragmented field level implementation, and instead focus more on capacity development support. Meanwhile, FAO's capacity development framework calls for a multidimensional approach, whereby the technical and functional capacities of individuals and organizations are strengthened, while creating an enabling policy environment (FAO, 2010). In this regard, the 2019 evaluation found promising results that clearly demonstrate that FAO has developed a comparative advantage in providing targeted and holistic capacity development in niche technical areas.

- 198 The PPR project is a good example where FAO Ethiopia has adopted this holistic and multidimensional approach to capacity development. Government and NGO staff in every interview praised the capacity building work of the project and valued the opportunity it has provided to be an active professional doing meaningful work.
- 199 At the level of the enabling environment, FAO provided support for the drafting of the PPR strategy which will provide the framework for Ethiopia's continuing effort to eradicate PPR going forward.
- 200 At the institutional level, the project supported the National Veterinary Institute (NVI) in the procurement of highly specialized equipment (a lyophiliser and a vaccine dispensing, stoppering, capping and labelling machine) that will allow NVI to produce thermostable vaccine in the amounts needed to sustain the PPR eradication campaign across East Africa. This is a commendable achievement. Furthermore, the project's support to the digitization of disease outbreak reporting through the DOVAR and ADNIS systems has significantly enhanced the functional capacity of the national veterinary system in monitoring and mapping outbreaks of animal diseases. Meanwhile, the provision of vehicles, laboratory equipment and pen-side testing kits has also enhanced the capacity of animal health agents to respond to outbreaks.
- 201 At the individual level, the project trained government and NGO staff in participatory disease searching and surveillance, while familiarizing them with the symptoms of the PPR disease through the infection trials. Laboratory technicians at federal and regional laboratories received extensive technical training on diagnostic techniques and the use of newly supplied equipment. Meanwhile animal keepers were trained to recognize the symptoms of PPR, and encouraged to engage more actively in participatory disease searching activities.
- 202 Similarly, in nutrition FAO has provided capacity development at all levels: institutional, organizational and individual. As part of the Dutch-funded project, FAO conducted a capacity needs assessment in a consultative manner including the Ministry of Agriculture and regional Bureaus of Agriculture along with development partners and implementing partners to identify capacity constraints relating to nutrition in agriculture. The results were picked up by the FIRST programme in the design of its approach for capacity development, which led to the upgrade of the Food and Nutrition Case Team to a Food and Nutrition Coordination Office under the Federal Minister's Office, with adequate human resources (both Ministry of Agriculture staff and seconded staff). As a result, in 2017 the Federal Minister issued a directive to hire nutrition focal points in all regions at different levels with defined job descriptions. Later, with the support of the FIRST programme, the same capacity needs assessment was used by other partners (e.g. Alive & Thrive, and Save the Children) to design their capacity development initiatives at regional levels.
- 203 In general, FAO's capacity development activities at field level were highly appreciated by communities, with one female participant of farmer field schools in the Oromia RWEE activities stating: "Knowledge is the best asset we have received from the project". This points to FAO's comparative advantage as a provider of targeted knowledge and technical support, over and above the provision of inputs.
- 204 FAO's Resilience Coordination project also pursued a holistic approach to capacity development, and the project team sought advice from FAO headquarters capacity development team in this regard. At the individual level, the project provided extensive training to regional NGO and government staff on monitoring and reporting methodologies (e.g. the drafting of case studies) which was highly appreciated by participants. Meanwhile, at the institutional level, regional coordination mechanisms were strengthened, such that minutes of meetings were regularly recorded and information flows between federal and regional levels were significantly enhanced. However, given that the project targeted subnational coordination structures, there were issues related to the enabling environment at the federal level (e.g. the RED&FS) that were beyond the remit of the project and, as a result, capacity development activities aimed at the enabling environment level were less successful.

- 205 Capacity development has been central to FAO's activities on forestry in Ethiopia. At the enabling environment level, FAO contributed to strengthening the natural resource management information systems by building the institutional capacity of the national measuring, reporting and verification information system and four regional MRV systems in the REDD+ pilot regions with relevant forest and geographic information system (GIS) software packages in place. Furthermore, FAO conducted trainings of nearly 500 experts (government staff, foresters, civil society organizations) in areas such as remote sensing, data computing analysis, management of national forest monitoring and MRV system, data management, and operation and maintenance of MRV systems, forest/land monitoring for REDD+, forest change assessment, UNFCCC requirements, greenhouse gas inventories, etc.
- 206 High staff turnover in the Environment, Forest and Climate Change Commission, coupled with FAO Ethiopia not maintaining close relationship with the Commission, means that the strong results observed risk being lost. FAO Ethiopia has been without a dedicated forestry expert since 2017 and, as a result, there has been a gap in maintaining the relationship with the Commission, despite the huge need and potential for FAO to further engage in the forest sector.

4.8 Sustainability of results

Finding 25. Sustainability of results is more likely where projects have adopted an economically sound, market-based approach that is relevant to the local context, and at sufficient scale.

Finding 26. Sustainability of capacity development activities is threatened by high turnover of government staff.

- 207 Sustainability of results at the field level is more likely where a market-based approach has been adopted. For example, the beneficiaries of the RWEE project in Oromia have received a holistic package of support, through which they have been empowered economically and socially, through the formation of rural savings and credits groups, and agribusiness enterprises. Enhanced ability and motivation of women is pushing many of them to continue to practice value chain-driven farming and to invest further in order to expand their economic activities.
- 208 This contrasts with the German-funded food loss reduction project, and Phase 1 of the Swiss-funded post-harvest loss reduction project, neither of which adequately considered the economic realities of rural people in their ability to tap into competitive markets, nor their willingness to invest in expensive farm technology. Upon the insistence of the Swiss Agency for Development and Cooperation, and following several highly critical evaluation missions, Phase 2 of the Swiss-funded project has taken a serious view to addressing the economic and marketing aspects of the metal silos, for example by supporting access to credit for farmers.
- 209 At the same time, the sustainability of any intervention is unlikely if activities are not suited to the local context. This is most evident in the case of the RWEE project in Afar. It emerged during the evaluation mission that the design was not suitable to conditions in Afar, in terms of choice of breed of cows provided, inadequate transportation, water and fodder constraints, and a lack of electricity for refrigeration and processing.

"With the inconsistent feed supply, we are thinking of returning the cows because we can't afford to feed them"

Quote from women respondents in Afar

- 210 Without sufficient ownership by key stakeholders, sustainability is less likely. In this regard, involvement by the regional counterparts in the conception and early stages of a project is crucial. Sometimes a disconnect between what is planned and executed has arisen due to insufficient involvement/participation by regional government stakeholders at an early stage, and this can affect ownership of the project by the regions as well as communities.

This was particularly evident in the Action Against Desertification project in Tigray region, which did not sufficiently involve the Tigray regional stakeholders, and therefore there is limited potential for uptake of the piloted model.

- 211 The Government is committed to sustaining the results obtained in the forest sector. For example, the establishment of the Monitoring, Reporting and Verification Unit within the Ministry's structure and the training of technicians at federal and regional levels are major actions designed to ensure sustainability. The completion of the first National Forest Inventory lay the foundation for institutionalizing forest inventory activities and hence for ensuring their sustainability. Likewise, it is believed that the MRV laboratories set-up under the project would not require significant resources for some years to come and can be handled by government resources. However, high rates of government staff turnover has jeopardized the longer lasting sustainability of FAO's efforts, and FAO had to repeat a number of trainings since new capacity development activities were deemed necessary with the new staff.
- 212 The high turnover of government staff is also a threat to the sustainability of results achieved in the Resilience Coordination project. This was particularly evident in Somali region where there was a complete change in government staff during the project period, which required repeating several rounds of trainings and 'starting from scratch' with capacity development of the newly appointed regional government staff.
- 213 There are some valuable outputs from FAO's livestock interventions that require additional effort to ensure long-term sustainability. Animal disease control, and particularly eradication, requires a sustained and concerted response, and is not solved through one-off interventions. At the time of designing the PPR project, it was envisaged that a global funding mechanism would be established to continue eradication activities after project closure. This funding mechanism was never established. Future programmes should therefore include economic analyses of the costs and economic benefits of controlling animal diseases, which can then be used as the basis for attracting additional financing. The continuation of PPR eradication efforts has been outlined in the PPR strategy developed under the PPR project. However, in the absence of committed donor funding, the likelihood of these activities being implemented is uncertain.
- 214 There are positive signs, however, that the institutional and human capacity development and technology transfer of the entire national veterinary system will have lasting results, particularly in relation to the National Veterinary Institute, National Animal Health Diagnostic and Investigation Centre and regional veterinary laboratories in animal disease surveillance, reporting (DOVAR and ADNIS), diagnosis and disease control. This will strengthen the country's capacity in preventing and combating livestock diseases, contributing towards improving the food security, livestock and livestock products markets, including for export and welfare issues.
- 215 The FAO-ECTAD projects on the most damaging outbreaks of high impact diseases provided substantial input into the Ministry of Agriculture's coordinated preparedness and response programmes. This has undoubtedly improved communication between diverse ministries (e.g. Ministry of Agriculture, Ministry of Health) and indeed between all partners engaged on zoonotic disease preparedness, through the establishment of steering committees, technical working groups and of communications and emergency management protocols. These linkages are likely to be sustained, as issues of food safety and biosecurity continue to come to the fore in Ethiopia.
- 216 It is recognized that not all interventions will bring about systems change or policy level impacts, and that some interventions may only provide direct services at the community level. It also needs to be recognized that FAO does not have the resource envelope to provide these types of services at the scale needed to make a dent in the overall resilience of the regions in which it is working. FAO activities therefore need to focus on the learning, sustainability and potential pathways to scale of community-based interventions to feed into systems development and policy level interventions. This makes it all the more important for FAO to create linkages with larger government and international financial institutions-funded programmes, to ensure that there is a greater likelihood of good practices being scaled up, and for FAO to play a greater role in providing technical assistance at a more meaningful scale.

4.9 Enabling and limiting factors on the achievement of results

Finding 27. FAO's mandate continues to be of critical importance to Ethiopia's policy of agriculture-led industrialization, and FAO's strong relationship with the Government provides opportunities for the Organization, but FAO risks losing credibility due to implementation delays and inefficient administrative systems, while competition for dwindling donor resources means that FAO needs to more actively demonstrate results.

Finding 28. A new FAO Representative came in 2017 and has taken a number of measures to improve operations, outreach and coordination efforts. These efforts were appreciated by interviewed partners. Nevertheless, FAO staff and partners pointed out that further progress is needed to strengthen the coherence of the country programme and enhance communications between technical teams within the Office.

- 217 The evaluation included a self-assessment workshop with the staff of FAO Ethiopia as a means to identify strengths, weaknesses, opportunities and threats (SWOT) analysis concerning FAO's programming in Ethiopia. Individual responses were gathered anonymously, and then subsequently discussed by all workshop participants as a group. The results of this analysis are presented in Table 4.
- 218 Overall, the findings of the self-assessment exercise concur with the general findings elaborated throughout this evaluation report. FAO Ethiopia staff agree that FAO's strengths stem from its clear and highly relevant mandate, while FAO enjoys a good reputation as a trusted partner and as a technical knowledge agency, with the ability to draw on global expertise thanks to its extensive network. Furthermore, during the period 2017-2019, the evaluation observed there have been institutional changes/reforms taken by the then new management of FAO Ethiopia; to improve the overall outreach and coordination efforts as well as allow FAO to play an increasingly important role in the United Nations Country Team. These efforts are appreciated by partners interviewed.
- 219 However, FAO Ethiopia staff were acutely concerned that FAO's operations in Ethiopia are hamstrung by complicated internal administrative systems that have caused delays in implementation, and a general lack of coordination between the different technical teams of FAO Ethiopia. Furthermore, FAO Ethiopia staff agreed that the overall emphasis of FAO's programme has shifted towards emergency humanitarian relief, in line with donor interests, resulting in certain priority areas under FAO's mandate having received less focus. This has also contributed to a project-based approach, leading to fragmentation of interventions and a lack of delivery at scale. Such weaknesses are further amplified by contextual challenges such as the highly competitive space in which FAO operates in Ethiopia, with mission creep between various United Nations agencies, and the recurring humanitarian crises which divert the attention of donors and United Nations agencies alike and threaten to derail longer term development interventions. Meanwhile, a high turnover of government staff threatens the sustainability of FAO's interventions.
- 220 In terms of opportunities for FAO in Ethiopia, it was widely agreed by the workshop participants that FAO has significant scope to leverage its comparative advantages, as outlined in section 3.3. The rapid economic transition underway in Ethiopia hinges on a highly productive agricultural sector, and FAO's mandate will remain highly relevant going forward. This presents an opportunity for FAO to provide relevant technical assistance to the Government of Ethiopia in achieving its ambitious growth and transformation objectives.

Table 4 • Findings from SWOT analysis workshop with FAO Ethiopia

| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> • Strong physical presence in Ethiopia, with six regional coordination offices. • Through membership and co-chairing of national forums, FAO can contribute to strategy development. • Strong human resources - qualified multidisciplinary expertise in areas of FAO's mandate. • Good reputation as a technical knowledge agency - ability to compile FAO international experience and translate this information to the Ethiopian context. • FAO Ethiopia can draw from FAO's global network of expertise (headquarters; Subregional Office for Eastern Africa, SFE; Regional Office for Africa, RAF). • The presence of the FAO Subregional Office for Eastern Africa (SFE) allows for greater technical support that needs to be better utilized. • Clear mandate which is in line with the priorities of the Government of Ethiopia. • Wide portfolio encompassing emergency support, institutional capacity building, policy support, etc. • Trusted partner of the Government with strong working relationships, particularly with the Ministry of Agriculture. | <ul style="list-style-type: none"> • CPF 2016-20 was not forward looking and instead was based on what FAO had already been doing beforehand. CPF is not used to inform programme direction - focus of FAO's programme is driven by donor's willingness to fund. • Too project-focused, with a lack of strategic or programmatic approach. Interventions are small, fragmented and lack scale and impact. • Emphasis on field implementation and emergency support diverts focus from policy support and knowledge generation. No connection between humanitarian activities and development activities. • Staff turnover is high - most experts hired on short-term consultant contracts, and FAO's consultancy rates are not competitive. • Technical teams tend to operate in silos with limited coordination, resulting in duplication of efforts. • Weak internal accountability within FAO Ethiopia, especially for project managers. • Administrative systems (e.g. procurement, recruitment) are very bureaucratic and too centralized in FAO headquarters - causes delays, distracts from technical work and impacts negatively on delivery. • No resource mobilization strategy. |
| Opportunities | Threats |
| <ul style="list-style-type: none"> • Agriculture-led industrialization policy is a significant opportunity for FAO to leverage its mandate. Agriculture will remain a critical sector, and the Government of Ethiopia has high expectations of FAO. • Emerging government and donor priorities on irrigation development, climate-smart agriculture, agricultural commercialization and green growth. • Rapid urbanization and development will lead to increased demand for food – FAO's support will be even more relevant. • Increased demand for ICT in agriculture. • IPC and food security information systems. • Linking social protection with disaster risk management and humanitarian activities (e.g. through the PSNP). • Changes in Government have led to a more open and enabling environment. • As the space for civil society opens up, more opportunities for partnerships will be created. • Opportunities for FAO to provide technical assistance to larger development programmes (e.g. AGP). | <ul style="list-style-type: none"> • FAO risks losing credibility due to inefficiencies, a poor delivery record and delays caused by internal bureaucratic procedures. • FAO operates in a crowded and competitive space in Ethiopia, with other agencies encroaching on areas traditionally under FAO's mandate. • Donor funds are unpredictable and declining, and donors are moving to funding the Government directly. • Environmental catastrophes, emerging pests and diseases and climate change are likely to cause repeated crises, which detract from longer term development. • Political and economic instability threaten to derail FAO's development efforts. • Frequent change in government systems and government institutional instability results in high turnover of government staff, a loss of institutional memory, and therefore limited sustainability of FAO's capacity building interventions. • Security problems and civil unrest in FAO's areas of intervention threaten the effectiveness and sustainability of results. |

221 In terms of enabling factors, the close relationship between both government institutions and FAO, and the capacity strengthening work and knowledge transferred by FAO have certainly contributed to achievement of results even though FAO's relationship with the Environment, Forest and Climate Change Commission has weakened in recent years. FAO Ethiopia has also been able to pull technical expertise from the Subregional Office for Eastern Africa (SFE) staff since they share the same office which has contributed to some of the results stated above (e.g. statistics, VGGT, water management system, Action Against Desertification).

- 222 However, FAO's contribution to results has been limited by the lack of a programme approach and the lack of clearly defined outcomes to which FAO contributes. The CPF does not provide a clear framework for action nor an indication of how to operationalize the vision and objectives of FAO Ethiopia. The contribution that FAO is making is therefore project-based, most are small interventions driven by donors rather than FAO's strategic choice, based on the Government's priorities and the Organization's comparative advantage.
- 223 The 2011 CPE recommended that FAO reduce fragmentation of the programme by devoting less effort to small low-impact development projects and instead pay greater attention to piloting innovative interventions for potential scale-up; but this recommendation has not been fully taken on board by FAO Ethiopia. While many of FAO's small interventions are labelled as pilots, they are implemented rather as small, localized projects, with localized impact. As such, these so-called pilots are rarely scaled up, and there is insufficient capture of lessons and knowledge.
- 224 The limited scaling up of pilots is in large part due to weak monitoring and evaluation (M&E) and a lack of knowledge management and documentation of lessons learned: monitoring and reporting is focused at output and activities level (e.g. number of goods delivered) rather than higher level results (outcomes) to which FAO contributes. Moreover, although learning may be happening at different levels from field to country levels, lessons learned are not systematically documented and reporting from woreda and regional levels remains a challenge. There is a critical need for knowledge management, i.e. capturing, storing and sharing learning for improved programme practice or policy influence.
- 225 The overall impact of FAO's programme is further diluted by the geographical fragmentation of activities. This is generally related to the Government of Ethiopia's choice and preoccupation on issues of equity between the different regions; instead of focusing a project on just a few (or even one) regions where the impact of an intervention might be seen, resources are being thinly distributed. This has also prevented FAO from capitalizing on other development programmes and initiatives – for example, the PPR project as implemented in separate districts to the IFAD-funded Pastoral Community Development project which arguably reduced the potential impact of both programmes. Similarly, the Resilience Coordination project was implemented in six regions, which proved to be too ambitious with activities in one region (SNNP) ultimately having to be cancelled, leading to disappointment and frustration of stakeholders. While there are advantages of implementing projects in several regions at times, such as sharing experiences and lessons learned, FAO needs to engage in constructive dialogue with government partners to ensure that its efforts are not spread too thinly.
- 226 High staff turnover at the regional, woreda and federal levels in ministries, in addition to the change of staff in FAO, leads to the loss of institutional memory and to unnecessary duplication of efforts. This then affects project results and their sustainability (e.g. new staff not knowing procedures to continue project activities or the loss of more resources through repeating training activities to build capacity of newer government staff several times – e.g. forest MRV training).
- 227 There is sometimes a lack of synchronization between what is planned and what is executed in projects, partly due to ambitious objectives, inadequately defined approaches (e.g. Action Against Desertification, Resilience Coordination project) or insufficient technical expertise/capacity at implementation level in the regions/woredas. While flexibility in programming is to be commended, this creates difficulty for tracking outcomes and capturing lessons. Changes in project approach need to be clearly documented and justified.
- 228 The 2011 CPE found that FAO Ethiopia faced serious challenges in resource mobilization. While resource mobilization has improved significantly, particularly in recent years, FAO Ethiopia still faces challenges in specific sectors and the Ethiopia portfolio has been heavily driven by emergency funding (e.g. the El Niño crisis) which detracts from the core development programme. The short time frame of emergency projects is also not always conducive to results, especially in areas that require a long-term approach, such as land restoration.



- 229 In terms of office structure, the current division of thematic teams needs revision. Certain cross-cutting themes, most notably nutrition, gender and resilience, have become 'siloe'd' to individual teams, such that they are no longer treated as cross-cutting issues that should permeate FAO's entire programme. Meanwhile, there is limited communication between the thematic teams, and project staff tend to be excluded and not integrated fully into the thematic groupings (e.g. animal health projects).
- 230 Currently there is no expert on forestry or land restoration in the FAO Ethiopia Country Office. The current staff within the natural resource management/resilience team seem to focus more on emergency response and resilience due to their expertise and the existence of more funding for such activities. The rationale for combining natural resource management and resilience together is unclear.
- 231 Other limiting factors relate to the operational efficiency and administrative capacity of FAO, with many instances of delays having affected project results. For example, it took nearly 15 months to recruit the project coordinators for the PPR project and the Resilience Coordination project, which jeopardized FAO's relationship with the European Union and almost led to both projects being cancelled. Meanwhile, delays in procurement and clearances (e.g. for letters of agreement) have affected results, especially for time-sensitive activities, e.g. for animal disease control.⁵⁰ The letter of agreement approach of linking payment instalments to the completion of activities requires partners to fund activities upfront, to be reimbursed later. This model is not always appropriate, especially with cash-strapped public sector partners. FAO Ethiopia needs to explore alternative models, such as the Operational Partners Implementation Modality (OPIM) which would give more direct control of resources to partners and reduce the burden on FAO Ethiopia's over-stretched administrative staff.

⁵⁰ FAO's strict procurement standards have sometimes led to the late procurement of seeds and other inputs, for example, in the Action Against Desertification project, FAO's stringent and lengthy quality assurance vetting of chicken and beef production material led to delays of up to two years in the distribution of material to beneficiary communities.

4.10 Coherence and synergies

Finding 28. The presence of the FAO Subregional Office for Eastern African (SFE) in Addis Ababa has benefitted FAO's programme in Ethiopia with strong technical oversight in areas such as agribusiness and natural resource management. However, there is further scope for coherence – both internally between FAO's own projects, and externally with other government and partner programmes.

- 232 Coherence between FAO Ethiopia projects has been mixed. There has been strong coherence between animal health-related activities, with a clear programme having been developed on this area of work, e.g. through the PPR project, EPT-2, Global Health Security Agenda (GHSA) and the Africa Sustainable Livestock (ASL) 2050. On the other hand, there has been no coherence in FAO's activities related to natural resource management. Rather, there are a multitude of projects supported by FAO that are diverse, the linkages of which have not been sought out strategically. There are some synergies between projects, but more could have been done if FAO Ethiopia had planned clear outcomes to which it could contribute.
- 233 Meanwhile, the evaluation team observed several cases where there was a lack of synergies between projects implemented in the same woreda on similar topics. For example, the Tekeze river fishery project (implemented by the Sekota woreda) has been undertaking awareness raising on the importance of fish for adequate nutrition, and nutritional education for behaviour and dietary change.⁵¹ However, the woreda sectoral staff working on the Nutrition component of the European Union-SHARE project were not aware of the fishery project's work on nutrition, and therefore there was no integration of fish as a food source in the nutrition project. This is a lost opportunity as there should be synergy between the two projects to share lessons on nutrition education and behavioural change.
- 234 The presence of the FAO Subregional office for Eastern Africa (SFE) has been of benefit to Ethiopia's country programme, in that the Country Office can readily access the technical expertise and guidance of the subregional staff in areas where such skills are lacking at the country level, such as in forestry and natural resource management. A number of FAO projects in Ethiopia are regional or subregional initiatives of which Ethiopia is a participant. The roles of FAO SFE or FAO headquarters have therefore been key. For example, forestry work has been mostly supported by FAO headquarters with very little involvement from the Country Office. Likewise, the project related to governance of tenure (VGGT) is undertaken by SFE with very little support from the Country Office. FAO SFE and the Country Office are collaborating with regard to the project on Water Information System for irrigation.
- 235 FAO Ethiopia has successfully drawn on the expertise of FAO headquarters. For example, FAO's emergency corporate Level 3 surge response to the 2015 El Niño crisis allowed for immediate deployment of the emergency response team, which provided much-needed capacity for resource mobilization and implementation of emergency response activities. The response was appreciated by stakeholders as a well-coordinated and well-functioning chain of support.
- 236 In relation to the IAIPs, following Government requests to expand the value chain analysis under the first small-budget project, it was evident that the FAO team was overstretched, given the high stakes and high ambitions of the Ministry of Industry and the Ministry of Agriculture. FAO headquarters-based Strategic Programme 4 team responded in a timely manner, fielding several support missions, in collaboration with staff from the FAO Investment Centre Division (TCI), which resulted in the design of a bridging TCP project, followed by the design and approval of a much larger Italian-funded project to provide more meaningful value chain support in the catchment areas of the newly constructed parks.

⁵¹ Due to cultural reasons, orthodox communities do not eat fish.

- 237 In some cases, however, integration of FAO global programmes with FAO Ethiopia activities has been difficult. The Monitoring and Analysing Food and Agricultural Policies work was not well integrated with the FAO Country Office, with MAFAP instead working closely with the Ethiopian Development Research Institute. While the independence of MAFAP from the FAO Ethiopia Country Office may have enabled MAFAP to avoid potential conflicts of interests in this more policy independent, evidence-based work, this approach generated some frictions. Although the MAFAP team and FAO Ethiopia were based on the same campus, the two entities tended to operate somewhat independently of each other. Since the letter of agreement between MAFAP and EDRI has closed, MAFAP has begun to work more closely with the FAO Ethiopia Country Office and the relationship has improved considerably. MAFAP have since supported an investment study jointly with the FAO Investment Centre Division (TCI) and FAO Ethiopia, and the MAFAP team attend high level meetings with the FAO Representative. The hiring of a national staff working on MAFAP activities is also an opportunity to integrate into FAO Ethiopia MAFAP activities such as the public expenditure analysis, but it is important that adequate training is provided to ensure continuity after the MAFAP programme closes.
- 238 In general, the regional and global project activities implemented in Ethiopia seem to be small interventions, with components in many countries where resources and efforts may be diluted. It is therefore difficult to be able to demonstrate significant contribution to change. The potential of sharing and learning lessons between various countries is an aspect that needs to be garnered. Many of the regional and global projects seem to be not well known by FAO Ethiopia staff and the extent to which the Country Office benefits from those initiatives in terms of learning is unclear, as communication does not appear strong. Where such projects have field level activities in the regions, there is also an added workload for FAO Regional Coordinators at the field level.
- 239 There were also missed opportunities for greater impact that could have derived from convergence with other government and donor-financed programmes. For example, the evaluation team learned that PPR activities were intentionally implemented in sites that did not overlap with the long-running, multi-phased, Pastoral Community Development Project (PCDP). While the logic underpinning such decisions may be to ensure more equitable benefits from development projects across regions, there is a risk that benefits may become diluted and opportunities for holistic gains may be lost.



5. Conclusions and recommendations

5.1 Conclusions

Conclusion 1. The relevance of FAO's mandate to Ethiopia's agriculture-led economy is self-evident, and several successes or promising areas of work are noted in this report and recalled below. Over the evaluation period, FAO exceeded the resource mobilization targets for the CPF 2016-2020, with 97 percent of the target mobilized as of the end of 2018. On the whole, however, FAO's programme in Ethiopia displays several imbalances and disconnects which tend to affect its overall relevance at the national level, specifically between development activities and emergency response, and between livestock and animal health activities on the one hand and crop-related support on the other. There is also an imbalance in focus between highlands and lowlands, with development projects concentrated more in the highlands while the lowlands tend to be dominated by emergency support. Yet there are also development opportunities in the lowlands and resilience needs in the highlands.

240 The CPF document did not articulate a clear framework on how to operationalize FAO vision and objectives in Ethiopia. The portfolio development has tended to depend on donors' priorities, with several areas of FAO's mandate left largely unattended. Notably, FAO Ethiopia has not contributed enough to the forest and natural resource management sector, despite this being a priority area for the CPF 2016-2020 and a core area of the Organization's mandate. There are huge potentials and gaps in forestry, watershed management and other aspects of sustainable land management that FAO has not yet explored, in which its contribution could be highly valued.

Conclusion 2. As a result of the above, FAO's contribution has been essentially in the form of disjointed projects. The reviewed development projects in the field, though designed as pilots, were rarely scaled up. However relevant when assessed individually, these projects are often not cumulative in their achievements; they tend to have limited follow-up and insufficient coherence and persistence over time.

241 Emergency projects delivered as part of the El Niño response have also lacked a clear strategic orientation towards resilience. However, in this domain the work in support of pastoral communities (feed provision during El Niño, multi-nutrient block cooperative purchase model, feed inventory and transboundary animal diseases control) stands out as a positive case, with good practices to learn from in terms of protecting and strengthening the resilience of the targeted communities by supporting their own strategies, livelihoods and strengths, and using local delivery systems.

Conclusion 3. While there has been improvement in operations, outreach and coordination as a result of reforms within the Country Office, FAO has yet to address the fragmented nature of its country programme, which reflects a lack of internal coordination within the Country Office as well as a lack of communication and sometimes team spirit between its different teams. This situation, coupled with inefficient delivery and procedural delays, risks undermining FAO's credibility and seriously jeopardizes FAO's ability to achieve results.

242 Moreover, the Country Office has faced capacity constraints with regard to monitoring, evaluation and learning, such that some lessons from pilot projects have not been captured or shared. There are significant inefficiencies and uneven quality in project reporting. National implementing partners at regional and federal levels need greater support and direction in this regard from FAO.

Conclusion 4. FAO is highly appreciated, particularly by its main counterpart in the Government of Ethiopia, the Ministry of Agriculture, but the FAO Country Office and its activities are not well known outside its core classical partners in Government. FAO's partnerships have been narrowly focused on the Ministry of Agriculture, and this has constrained its ability to successfully address multi-sectorial issues and has contributed to the observed imbalances and gaps in the country programme, notably in natural resource management.

Conclusion 5. Many FAO projects and programmes in Ethiopia have yet to fully integrate a market-based approach. Some value chain projects were found to be lacking a business analysis; others provided free handouts and subsidized inputs with little regard to economic sustainability. While support to integrated agro-industrial parks is relevant, the challenge will be to make them profitable. There is further scope for FAO to provide more appropriate value chain and food systems-oriented support, including in food safety, in line with increased urbanization and government ambitions for a development of commercial agriculture.

Conclusion 6. The RWEE programme in Oromia has demonstrated the potential of the value chain approach, and has shown that focusing on women's economic empowerment leads to results for the entire household, as well as sustainable behavioural change. Beyond this generally successful intervention, many Ethiopian farmers and livestock owners are female, and this would require a much broader focus on gender equality in most if not all projects. A good-quality Country Gender Assessment has been produced, which is a first step towards more systematic gender mainstreaming within any project or programme.

5.2 Recommendations

Recommendation 1. FAO Ethiopia should adopt a more cohesive programmatic approach and continue to consolidate its fragmented programme under clearly defined and forward-looking CPF programmatic areas responding more closely to national needs and priorities, and a results framework focused on contributions to outcomes rather than mere quantitative output reporting.

- 243 FAO should actively seek to rebuild its natural resource management and forestry programme and related capacities, with a targeted resource mobilization strategy, drawing on the expertise of FAO's global network to develop projects in this domain.
- 244 FAO has developed a strong programme in livestock and animal health support which should be further strengthened going forward with support to innovative models of extension for pastoralist areas (e.g. through the introduction of mobile veterinary clinics,⁵² further training for community animal health workers) while working actively with and through private sector veterinarians in addition to supporting the national and regional veterinary systems.
- 245 FAO should seek to update the draft Resilience Strategy and ensure it is endorsed. Emphasis should be placed on building greater synergies between the emergency and development projects. FAO's emergency projects, which tend to be concentrated in lowland pastoralist areas, should be consolidated into larger programmes with resilience as the entry point.

⁵² A mobile clinic is a facility that delivers a limited range of services, such as clinical practices, simple diagnostic practices, mass and individual treatment and prevention practices, which is transported or moved from one location to another following a mobile herd/flock.

Similarly, opportunities for providing technical assistance to large IFI-funded government resilience programmes could be more actively pursued (e.g. with IFAD).

- 246 Given the likelihood of future climatic shocks and crises, large development and resilience projects should be designed to include contingency plans, or crisis modifiers to ensure that they can mobilize their know-how and experience to respond rapidly to time-critical needs as they may arise.
- 247 In developing its CPF, FAO should evidently avoid a one-size-fits-all approach, recognizing that different regions have specific needs and capabilities, and differentiated strategies may be needed for different regions, without prejudice to the utility of nationally coherent approaches in certain domains, e.g. in animal health. This implies that the CPF and more broadly programme design should not be done only in Addis Ababa. A strong input from the FAO coordinators located in each regional state is required, as well as regular consultations with regional officials. Similarly, the FAO Subregional Office for Eastern Africa (SFE) and of the Nairobi Resilience Hub should also contribute to the CPF design process.
- 248 The opportunity of designing and implementing small-scale pilot projects should be carefully considered on the basis that they ought to be true pilots that feed into larger programmes and should deliver useful knowledge to government institutions and development partners. In this regard, greater attention should be paid to the coordination between regional and global FAO projects (with field activities in Ethiopia) and country level projects.
- 249 The CPF results framework should focus on contributions at outcome rather than output level and sketch out a coherent monitoring and evaluation system. In addition to the current quantitative output reporting, this M&E system should actively collect narratives and feedback on project performance in the field, and serve to improve the quality of outcomes by engaging in conversations with beneficiaries, implementing partners and project staff on what works and what doesn't.
- 250 In addition to articulating the objectives of the Government of Ethiopia, the CPF should clearly integrate the SDGs and regional initiatives of the Comprehensive Africa Agriculture Development Programme and the Malabo Declaration.

Recommendation 2. In line with the Government's plans for agricultural transformation and SDG 2 focus on the interconnectedness of improved food and nutrition security and sustainable agriculture practices, FAO Ethiopia should support an economically sound value chain and market-based approach to agricultural development, while upholding normative values of inclusiveness and ecological sustainability.

- 251 FAO value chain activities should be based on rigorous market analysis and planned to fit into the context of local economies. This requires training existing FAO staff in market-based approaches and hiring staff with specific expertise in economics, business development and knowledge of the private sector. At the same time, FAO should continue to promote nutrition-sensitive value chains.
- 252 Building on the success of the multi-nutrient block cooperative purchase model, FAO programmes should move away from giving free handouts to beneficiaries and instead support local private sector and market opportunities, e.g. seed fairs using local seed producers; and using local veterinary pharmacies in animal health projects as a way to strengthen local resilience and response systems.
- 253 To support agribusiness development, FAO needs to push more actively for a variety of approaches and models over and beyond the agro-industrial parks, such as contract farming for forage and seed production, with proper bargaining power for viable smallholder producers with growth potential, plus safety nets in terms of agricultural production risks.

- 254 FAO should continue to advocate for secure land tenure and responsible agricultural investments as key to sustainable growth.
- 255 As Ethiopia's economy transforms and to further support the Government's ambitions to industrialize and export, FAO will need to provide more capacity development support in areas related to food safety, standards and certification (e.g. IPM, pesticides residues), and sanitary and phytosanitary measures. In particular, there are opportunities to raise the valorisation on international market of traditionally Ethiopian agricultural commodities, such as coffee or moringa, through the development of a system of certified origins linked to Globally Important Agricultural Heritage Systems.
- 256 Continue to diversify capacities within FAO's Livestock and Pastoralism thematic team in the area of livestock feed and feeding, resilience and support for improved livestock marketing – to improve the efficiency of the national livestock production systems. FAO is well placed to support better integration and development of lowland pastoralism, where there is unrecognized potential for meat and leather production. Such development has to be done carefully, adapting service delivery to traditional pastoralist nomadism. Farmer mobility needs to be strengthened, rather than hampered. This includes supporting these systems with rangeland development, fodder production and work on grazing rights, as well as the extension services (such as farmer field schools and pastoralist field schools).

Recommendation 3. In line with the SDGs commitment for all actors to work together, FAO Ethiopia needs to broaden its partnerships and collaborate with ministries beyond the Ministry of Agriculture, as well as with international financial institutions, the private sector and the most capable NGOs, while actively seeking to 'deliver as one' with United Nations partner agencies.

- 257 Imbalances in FAO's programme, where certain sectors have been neglected, have arisen partly as a result of FAO's narrow approach to partnerships, which have been primarily with the Ministry of Agriculture.
- 258 In particular, FAO should strengthen the relationship with the Commission for Environment, Forest and Climate Change and, with the support of the Subregional Office for Eastern Africa (SFE) and headquarters, focus on rebuilding a portfolio and credibility in the area of forestry and natural resource management, building on the strong results achieved through the UN-REDD programme and FAO's capacity development support for forest measuring, reporting and verification. To this end, FAO should also seek to collaborate with other government bodies at federal and regional levels working on NRM, and organizations working on forestry and land issues such as UNDP, the World Bank, GIZ, and the European Union.
- 259 As FAO seeks to contribute to longer term resilience programming on issues relating to pastoralist development in the lowlands, FAO should more actively seek to collaborate with the Ministry of Peace and other actors in this sector, such as USAID and Tufts University.
- 260 To support Ethiopia's agriculture-led industrializing and economic transformation, FAO will need to forge partnerships with different government ministries, including the Ministry of Trade and Industry, as well as with private sector actors for technology development and dissemination.
- 261 FAO should continue to work with international financial institutions (including the World Bank, African Development Bank and IFAD) and Government to provide high quality technical assistance to larger government programmes, building on the success of FAO's technical inputs aligned to the AGP II.
- 262 FAO should build on its current strong position within the United Nations Country Team to encourage greater dialogue and internal coordination within the United Nations system, and continue to foster collaborative partnerships and develop programmes jointly with other United Nations agencies in the spirit of 'delivering as one'. These joint projects require particular attention to ensure the speed of their delivery.

- 263 FAO needs to develop a partnership and resource mobilization strategy to increase visibility and draw attention to its priority focus areas. To this end, continuous dialogue should be maintained with different partners (for example, through briefings to the donors; inception workshops for all projects; as well a programme review meetings with ministries, donors and partners, as appropriate).

Recommendation 4. In order to promote collaboration and break down the silos that have emerged, the FAO Country Office in Ethiopia should build on the recently implemented reforms and continue to strengthen its own cohesion and management arrangements, including through clearer staff reporting lines, a stronger treatment of cross-cutting themes and more regular internal coordination mechanisms.

- 264 FAO Management needs to actively promote collaboration between FAO staff and different technical teams to prevent the tendency to work in silos. Small measures could assist in this regard, such as ensuring the Country Office organogram is kept up-to-date, or creating email mailing lists for different groupings of FAO staff. Meanwhile, information sharing should be enforced by management – for example, staff who attend coordination meetings (e.g. RED&FS Technical Committee meetings) should be required to share summary notes or a brief back-to-office report after attending meetings.
- 265 A programme management team should be established among the Team Leaders and the Deputy FAO Representative to oversee coordination between FAO’s technical teams and projects. Regular coordination meetings within FAO Ethiopia need to be re-established whereby teams can come together to discuss issues affecting the programme. While some meetings might focus on technical issues within teams or programmatic areas, other meetings should focus on delivery and operational issues, allowing interface between FAO’s programme staff and administrative staff. Project staff should also be involved in such meetings and discussions to break down the siloes that have emerged (e.g. ECTAD team, IPC, etc.)
- 266 Cross-cutting themes such as gender, nutrition and resilience need to be separated out from the current technical team structure to allow for greater mainstreaming. Gender as a cross-cutting theme requires a different structure, preferably as a ‘gender mainstreaming team’ able to work across the whole office and able to access all FAO partners rather than being boxed into a single unit with limited relationships with the rest of the staff.
- 267 The formulation of the next CPF is an opportunity to strengthen coherence within FAO Ethiopia and strategize as a team. As such, the process should involve the entire FAO Ethiopia team, including project and regional staff, with collective brainstorming on strategic issues that FAO should be involved in. This could be through a process in which each technical team would collectively define and document its own strategy in simple terms, while also identifying the most promising areas for collaboration between the teams. Similarly, the entire Country Office team should also be involved in annual review meetings of CPF progress to instil ownership of the CPF amongst FAO staff.
- 268 Reporting lines and supervision arrangements need to be clarified for project staff and FAO Regional Coordinators. The linkage between team leaders and staff based in the regions should be clearer and should in particular indicate who is accountable for what and to whom. The roles of FAO staff based in the regions need some more thought considering the need for coaching, building the capacities of those implementing the projects (i.e. government staff) and the importance of thoroughly monitoring the projects supported by FAO.
- 269 FAO needs to clarify how the central office will be supporting the regional offices, since the central office has the technical expertise. Field visits should be encouraged to better understand the operational context.

Recommendation 5. FAO Ethiopia should define a strategy on how to mainstream gender within its projects and programmes in order to contribute to greater changes to the lives of men, women, girls and boys, building upon the recommendations of the Country Gender Assessment, and better institutionalize gender in the Country Office. A capacity development plan for the staff would be useful to enable staff to mainstream gender in their work.

- 270 FAO Ethiopia should aim to seriously integrate gender mainstreaming in its next Country Programming Framework and its understanding and commitment to gender mainstreaming should be strengthened in order to contribute to greater changes to the lives of men, women, girls and boys. The CPF and sectoral areas should embed appropriate gender action plans with clear goals for organizational results, while accountability should be established for integrating gender and reporting for all staff (i.e. gender equality objectives should be included in staff Performance Evaluation and Management System, PEMS).
- 271 As a cross-cutting theme, the role of the Gender Focal Point should be decoupled from the role of Socio-Economic Team Leader. FAO Ethiopia should recruit a full-time dedicated gender expert as focal point who can support FAO's projects and programmes in a cross-cutting manner and seek to pursue the good ideas and recommendations in the recently issued Country Gender Assessment.
- 272 The Government of Ethiopia has already taken affirmative action to bring more women into government service, but it is a slow process. Encourage female professionals and paraprofessionals, perhaps through bursaries, studentships, internships and apprenticeship programmes so that they contribute to the growth and transformation of the agricultural sector in Ethiopia.
- 273 Drawing from the FAO Policy on Gender Equality, FAO Ethiopia should build the capacity of its own staff to mainstream gender in the respective projects they support and, as importantly, build the capacities of government partners, implementing the projects at region/woreda/kebele levels for better results.
- 274 Gender should be embedded in the results frameworks, outcomes, outputs and indicators of projects and programmes, and targets should focus on gender-related qualitative changes beyond sex-disaggregated quantitative targets.
- 275 Regular awareness raising sessions and trainings should be organized for FAO staff on the importance of integrating gender in the whole project cycle, including design, implementation, and monitoring and evaluation.

Recommendation 6. FAO Ethiopia needs to develop a robust M&E and knowledge management system to ensure meaningful lessons from pilot initiatives are documented and used to inform all FAO teams and partners.

- 276 Pilots should result in clear lessons learned regarding the efficacy of project approaches and guidance for scaling up. Lessons should be clearly communicated to development partners (including Government, donors and international financial institutions, e.g. through the RED&FS) to promote scaling up of good practices.
- 277 M&E systems should include participatory and independent qualitative assessments, and not just report on distribution figures and targets.
- 278 An M&E team in FAO Ethiopia has been established, but needs greater capacity to conduct low-cost qualitative outcome assessments through regular field visits. FAO Ethiopia could also consider outsourcing certain aspects of M&E or partnering, for example with NGOs.

FAO Regional Coordinators will play a crucial role here and the monitoring and reporting capacity of FAO regional staff and implementing partners needs to be developed.

- 279 Programmes and projects should embed gender and nutrition in their monitoring, evaluation and learning frameworks and systems.
- 280 This knowledge management system should also facilitate coordination and experience-sharing between FAO programmes (outlined under Recommendation 1) and FAO technical teams, such that lessons from previous projects inform design, and implementation and synergies are maximized, particularly where projects cover similar technical areas or are implemented in the same woreda or zone.
- 281 Reporting from state and woreda level partners was highlighted as an issue for FAO. The Government of Ethiopia is working on digitalizing agricultural administrative data management and training development agents and extension staff working at the grassroot level on using tablets for reporting, monitoring and evaluation purposes. This development could benefit FAO Ethiopia's own M&E system, and the Organization should try and support the Government's efforts in enhancing the exchange of information between the federal, regional and local levels.

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Appendix 1. People interviewed

| Surname | Name | Position | Organization |
|-----------------------------|-----------------|---|---|
| National Government | | | |
| Abdu | Abdusemand | Advisor to State Minister and Focal person for IAIP | Ministry of Agriculture |
| Alebouchew | Mestefakir | Senior Gender and Nutrition Advisor | Ministry of Agriculture |
| Alemu Yimer | Bizuayehu | GIS Specialist IV | Environment, Forest and Climate Change Commission |
| Anchala | Chimdo | Senior Director, Production and Productivity | Agricultural Transformation Agency (ATA) |
| Bekele Fanta | Tadesse | Senior DRM Advisor | National Disaster Risk Management Commission |
| Kassa | Abera | Director, Disaster Risk Reduction | National Disaster Risk Management Commission |
| Lemma | Essayas | Director, Crop Development | Ministry of Agriculture |
| Regassa | Feyissa | Director | One health/EPHI |
| Shibabaw Abate | Bitew | Forest Development Director General | Environment, Forest and Climate Change Commission |
| Tadesse | Yonas | | Ministry of Finance and Economic Development |
| Woldemariam | Zena | Director, PPD | Ministry of Agriculture |
| Woldemichael | Berhanu | Food Security Coordination Advisor-PSNP | Ministry of Agriculture |
| Development partners | | | |
| Academia | | | |
| Ali | Adam | Director of Library | Semera University |
| Anage | Ababu | National Climate Change Specialist | UNDP |
| Aytenfisu Abab | Shewakena | Land Administration officer | World Bank |
| Bekele Simie | Addis | Gender & NRM officer | World Bank |
| Belay | Kebadu Simachew | Country Director | VSF-Swiss |
| Biru | Nardos | Nutrition Officer | UNICEF |
| Choudhary | Vikas | Senior Economist, Agriculture Global Practice | World Bank |
| Dampha | Almami | Senior Policy Officer, Forestry and Land Management | African Union |
| De Santis | Marc | Head of International Cooperation | Swiss Development Cooperation Office |
| Edris | Ali Hussein | V. President | Semera University |
| Elias | Felege | Senior Information and Forecasting Officer | Desert Locust Control Organization for Eastern Africa (DLCO-EA) |
| Gezu | Genebe | Agribusiness and Value chains Development advisor | Italian Development Cooperation |
| Kuma | Oljira | National Project Coordinator, IAIP | UNIDO |
| Kuma | Simegn | Programme analyst on RWEE | UN Women |
| Lawson | Sibi | Head of Programme | World Food Programme |

| Surname | Name | Position | Organization |
|----------------------------|-------------|---|--|
| Limiroli | Andrea | Program Officer, Agr and Rural Development | Italian Development Cooperation |
| Minten | Bart | Program Leader, ESSP | IFPRI |
| Moyo | Siboniso | Director | International Livestock Research Institute (ILRI) |
| Nagash | Wassein | Director of Vet. lab | Semera University |
| Parini | Anna | Deputy Representative | Un Women |
| R.B. Mugisha | Ambrose | Programme Co-ordinator, Inclusive growth and sustainable development unit | UNDP |
| Regassa | Genene | Country Director | VSF Germany |
| Seyoum | Yigremachew | Senior Forestry Expert | UNDP |
| Shrestha | Rekha | Policy Adviser - Humanitarian & Development Nexus | UN Resident Coordinator's Office |
| Taye | Berhanu | Task Manager | European Union |
| Taye | Dinksew | Monitoring and Evaluation Analyst | UN Resident Coordinator's Office |
| Tefera Ayele | Hailu | Forestry Officer | World Bank |
| Teklu | Askale | FFE Team Leader | World Food Programme |
| Winther | Sorin | Senior Advisor | UN Women |
| Woldekidan | Muluneh | IAIP and Dairy Projects, Technical Expert | UNIDO |
| Regional Government | | | |
| Abdella | Habib | Crop Quarantine expert | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Abdi | Gemeda | Post-harvest; DA | ATJK woreda AGNR, Ziway, Oromia |
| Abdi | Wado | Job creation, youth and food security expert | Negele Arsi Woreda, AgNR office, Oromia |
| Abdo | Mohamud | Community based Animal Health Worker | Duba Kebele, Ewa Woreda, Afar |
| Abdu | Momina | Animal Health Assistant | Regden, Duba Kebele, Ewa Woreda, Afar |
| Abrahamo | Getachew | Fodder Expert | Chifra Woreda |
| Ahmed | Mohammed | Animal Health Assistant | Regden, Duba Kebele, Ewa woreda, Afar |
| Ali | Mohammed | Extension Office Head/FAO Focal person | Dewe Woreda |
| Ali | Ebrahim | Community based Animal Health Worker | Duba Kebele, Ewa Woreda, Afar |
| Assefa | Gizaw | Expert and focal person | Woreda Coop Office, Yaya Gulele Woreda, Oromia |
| Bala | Mesfin | Food security expert; focal person | Damot Pulasa Woreda, AgNR Office, Damote Pulasa, SNNPR |
| Belay | Ayalew | Animal Health Assistant | Regden, Duba Kebele, Ewa Woreda, Afar |
| Belete | Zewudinesh | Nutrition focal person | Sekota woreda, AgNR Office, Amhara |
| Beyene | Getachew | Expert and focal person | Woreda Livestock Fishery Office, Yaya Gulele Woreda, Oromia |
| Bodia | Helem | Animal Health process owner | Dewe Woreda |

| Surname | Name | Position | Organization |
|-------------|--------------|--------------------------------------|--|
| Chane | Tewachew | Crop expert, former focal | South Achefer woreda, West Gojan, Amhara |
| Debash | Aster | NRM DA | Seyida kebele AgNR, Sekota Woreda |
| Demissie | Gizeul | Extension/Communication Officer | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Dereje | Yeshambel | PHM expert, focal | South Achefer woreda, West Gojan, Amhara |
| Desto | Woderad | Agriculture office head | Adi Gola, Kebele, FTC, Tigray, Ofla Woreda |
| Fekadu | Zinabu | Zone, Fishery Expert | Wag-Himira zone, Amhara |
| G/Kirstos | G/Michael | Chairman | Abebaw Tadesse & Shamush Gulish PLC, Takua Abergele; Chiresh Fish Landing site |
| G/Mariam | Dr. Mulugeta | Expert | Tigray region, Beekeeping and Fishery |
| G/Yes | Dagne | Head | Sekota woreda, AgNR Office, Amhara |
| G/Yohanis | G/Hiwot | Head | Tekua Abargele woreda, Livestock & Fishery office |
| Getahun | Manaye | Deputy and Head | Raya Azebo woreda, Ag.NR Office |
| H/Sellassie | Zenebe | Deputy Chairman | Mulu Haile & Fekadu PLC, Takua Abergele; Chiresh Fish Landing site |
| Haddis | Taeme | Deputy Office Head | Ofla Woreda Office of Ag & NR, Korem town, Ofla woreda |
| Hagos | Kassaye | NRM expert | Raya Azebo woreda, Ag.NR Office |
| Hameda | Ahmed | Community based Animal Health Worker | Duba Kebele, Ewa Woreda, Afar |
| Ibrahim | Mohammed | Animal Health Assistant | Shinile Woreda, Livestock and Rural Development Office (Somali region) |
| Indris | Seid | Crops Officer | Shinile Woreda, Livestock and Rural Development Office (Somali region) |
| Kefagu | Enday | Animal Health expert | Alemaya, Razaya Alemata woreda |
| Kiltu | Dejene | Expert and focal person | Woreda Women and Youth Affair, Yaya Gulele Woreda, Oromia |
| Legesse | Berhanu | Pre- and Post-harvest Expert | Ofla Woreda Office of Ag & NR, Korem town, Ofla woreda |
| Lemlem | Aregauli | FAO project focal person for crops | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Mamo | Taye | Plant protection expert | SNNPR, AGNR Bureau |
| Matiwos | Dagmawi | Animal Health Assistant | Regden, Duba Kebele, Ewa Woreda, Afar |
| Mersha | Mebrat | DA | Adi Gola, Kebele, FTC, Tigray, Ofla Woreda |
| Meshesha | Samuel | Deputy Head | Damot Pulasa Woreda, AgNR Office, Damote Pulasa, SNNPR |

| Surname | Name | Position | Organization |
|--------------|----------|--|--|
| Meskele | Eskel | Deputy head | Damot Pulasa Woreda, AgNR Office, Damote Pulasa, SNNPR |
| Mohamed | Mohammed | Animal Health Assistant | Regden, Duba Kebele, Ewa Woreda, Afar |
| Mohamed | Mujhadin | Community based Animal Health Worker | Duba Kebele, Ewa Woreda, Afar |
| Mohammed | Jemal | Irrigation expert | Negele Arsi Woreda, AgNR office, Oromia |
| Mohammed | Ibad | Head, Dewe Livestock, Pastoral and Natural Resource Management | Dewe Woreda |
| Mohammed | Adem | Extension / Livestock officer | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Mohammed | Ali | Crop Protection Team Leader | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Musa | Abdi | Development Agent (DA) | Gad Kebele Shinile woreda |
| Nega | Berhanu | Office head | Seyida kebele AgNR, Sekota Woreda |
| Nur Mohammed | Mohammed | Animal Health Director and PPR project Branch Coordinator | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Oumer | Ali | Extension/Communication Officer | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Samuel | Sisay | Head | Damot Pulasa Woreda, AgNR Office, Damote Pulasa, SNNPR |
| Seid | Jemal | Animal Health Assistant | Ewa Woreda, Afar Region |
| Shumet | Ayalew | Regional Veterinary Laboratory Expert | Ewa Woreda, Afar Region |
| Silte | Tadesse | FAO focal | Damot Pulasa Woreda, AgNR Office, Damote Pulasa, SNNPR |
| Soro | Admasu | Expert; PHM expert | Hosaena, Hadiya woerda AgNR office |
| Tafete | Mulu | Crop Dev't DA | Seyida kebele AgNR, Sekota Woreda |
| Tedila | G/Meskel | Chairman | Awetu Desta & Kulemen PLC, Takua Abergele; Chiresh Fish Landing site |
| Teklay | Twodros | Nutrition expert | Raya Alemaya woreda, AgNR office |
| Tekle | Abrham | Expert and focal person | Woreda AgNR Office, Yaya Gulele Woreda, Oromia |
| Tesfalem | Yirgalem | Deputy Head | Raya Alemaya woreda, AgNR office |
| Tesfaye | Desalegn | Expert | Tekua Abargele woreda, Livestock & Fishery office |
| Teshager | Berhanu | Plant protection | Raya Alemaya woreda, AgNR office |
| Tilahun | Mohammed | Animal Health Assistant | Regden, Duba Kebele, Ewa Woreda, Afar |
| Tsegaye | Solomon | NRM and Food Security Coordinator | Raya Azebo woreda, Ag.NR Office |
| Tsegaye | Tadesse | Zone Livestock and Fishery Head | Wag-Himira zone, Amhara |

| Surname | Name | Position | Organization |
|-----------------------------|--------------|--|--|
| Tsegaye | Mehari | PHM expert and project focal | Debre Eliyas woreda, East Gojam, Amhara |
| Waletsegi | Goshu | Team leader | Tigray region, Beekeeping and Fishery |
| Wuessa | Ali Hussen | Bureau Head | Afar Regional Bureau for Livestock, Agriculture and Natural Resource |
| Wuldu | Mesfin | AGP II Coordinator; former EW coordinator | BoANR, Mekelle, Tigray |
| Yasin | Jabir | Regional veterinary laboratory Head | Semera Regional Veterinary Laboratory |
| Yimer | Seid | Regional Veterinary Laboratory Expert | Ewa Woreda, Afar Region |
| Zinabu | Goitom | Agronomist | Raya Alemaya woreda, AgNR office |
| Beneficiaries | | | |
| Adugna | Mekonnen | Member | Alema Fishing Coop, kebele 01, Abergele fish landing site |
| Ayalew | Fikadu | Artisan | Debre Eliyas woreda, East Gojam, Amhara |
| Degu | Wudineh | Artisan | Alemaya, Razaya Alemata woreda |
| Desalegn | Fekadu | Chairman | Mulu Haile & Fekadu PLC, Takua Abergele; Chiresh Fish Landing site |
| Edris | Abdi | Gad Kebele Chairman | Gad Kebele Shinile woreda |
| G/Meskel | Desse | Member | Tekeze Coop, Takua Abergele; Chiresh Fish Landing site |
| Guade | Shumiye | Member | Mulu Haile & Fekadu PLC, Takua Abergele; Chiresh Fish Landing site |
| Haile | G/Meskele | Member | Serten Enideg Coop, Abergele fish landing site |
| Haile Amare | Haleka Haile | Member | Mulu Haile & Fekadu PLC, Takua Abergele; Chiresh Fish Landing site |
| Hibuni | Jemal | Artisan | Alemaya, Razaya Alemata woreda |
| Kahsaye | Kibrom | Artisan | Alemaya, Razaya Alemata woreda |
| Maregn | Amanuel | Artisan | South Achefer woreda, West Gojan, Amhara |
| Mihretu | Temesgen | Member | Tegten Ensira Coop, Abergele fish landing site |
| Reda | Dawit | Artisan | Alemaya, Razaya Alemata woreda |
| Tiruneh | Gosh | | Private, fish processor |
| Wayyo | Qufa | Artisan | ATJK, Ziway, Oromia |
| FAO Ethiopia Country Office | | | |
| Abebabaw | Teshager | Post-Harvest Technologist | FAO Ethiopia |
| Adugna | Getachew | National Monitoring and Evaluation officer | FAO Ethiopia |
| Alemu | Mihret | Gender Specialist | FAO Ethiopia |
| Asgedom | Desta | Senior Consultant, Value Chains Expert | FAO Ethiopia |

| Surname | Name | Position | Organization |
|---|------------|---|--------------|
| Bwirani | James | IPC-Technical Advisor | FAO Ethiopia |
| Casari | Gacomo | Value chain | FAO Ethiopia |
| D'Amelio | Jacopa | Deputy Country Representative | FAO Ethiopia |
| G/Medhin | Desalegn | Livestock Officer | FAO Ethiopia |
| Giani | Alberto | Livestock resilience strategy/ DRM Specialist | FAO Ethiopia |
| HageAli | Maya | Policy Officer, FIRST Programme | FAO Ethiopia |
| Jateno | Workicho | Deputy Country Representative | FAO Ethiopia |
| Kabeto | Bateno | Plant Protection and IPM Officer | FAO Ethiopia |
| Mekonnen | Gedlu | Program Coordinator | FAO Ethiopia |
| Mengesh | Aresawum | Agribusiness and Marketing Officer | FAO Ethiopia |
| Mengiste | Amare | Team Leader - NRM officer & Resilience | FAO Ethiopia |
| Mirkena | Tadele | National Animal Production & value Chain Analysis Expert | FAO Ethiopia |
| Mulat | Bayehu | IPM expert | FAO Ethiopia |
| Mulugeta | Mahlet | Resilience Support Officer | FAO Ethiopia |
| Mulugete | Fikre | IPC Analyst and Support Officer to NDRMC | FAO Ethiopia |
| Njinainya | Pie | Agribusiness Officer | FAO Ethiopia |
| Rodroguéz Ariza | Carlos | Project Manager, Coordination Capacity | FAO Ethiopia |
| Tami | Farshad | Agriculture Sector Coordinator | FAO Ethiopia |
| Tefera | Mekonnen | Livestock Officer, Oromia | FAO Ethiopia |
| Tiruneh | Yibeltal | Agriculture Team Leader | FAO Ethiopia |
| Tonnoir | Florence | Nutrition Policy & Governance Advisor | FAO Ethiopia |
| VantKlooste | Gijs | Animal Health Expert / Team Leader | FAO Ethiopia |
| Zewdie | Senait | Nutrition Officer | FAO Ethiopia |
| FAO headquarters and FAO Subregional Office for Eastern Africa (SFE) | | | |
| Ager | Martin | Land and Water Officer | FAO-SFE |
| Ahmed | Shukri | | FAO-HQ |
| Bahal'okwibale | Patrick | Natural Resource Officer, Climate Change | FAO-SFE |
| Karim Bah | Abdoul | Liaison and Operations Officer | FAO |
| Larbi | Wordsworth | Land Tenure Officer, Partnerships Division (PSPL) | FAO-SFE |
| Mhlanga | Nomathemba | Agribusiness Officer | FAO-SFE |
| Sacande | Moctar | Coordinator, Action Against Desertification | FAO-HQ |
| Scarpocchi | Cristina | Project Coordinator | FAO-HQ |
| T. Beraki | Yergalem | Food Security Officer, SFE | FAO-SFE |
| Tavani | Rebecca | Forestry Officer- National Forest Inventories | FAO-HQ |
| Van Der Knaap | Martin | Fisheries and Aquaculture Officer | FAO-SFE |
| Vauthier | Pierre | Programme Officer | FAO-SS |
| Were | Jacqueline | Emergency and Rehabilitation Officer | FAO-HQ |

Appendix 2. Project portfolio 2014–2019

The following table lists the portfolio of projects, grouped by themes, included in the scope of the evaluation, during the period 2014–2019. Budget figures for regional and global projects represent the total budget at the regional or global level, as for some projects it was not possible to disaggregate the exact contribution for Ethiopia.

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|--------------------------|---|-------------------------------|-----------------|-----------------------|-----------------------|-------------|
| Commercialisation | | | | | | |
| GCP /ETH/073/ITA | Strengthening of fruit and cactus pear production in Tigray and North Wollo | 7/1/2007 | 12/31/2016 | 3 275 000 | Country | Italy |
| OSRO/RAF/202/BRA | Promoting local food purchases for food assistance on the African continent - Purchase from Africans for Africa | 2/14/2012 | 1/31/2017 | 5 132 661 | Regional | Brazil |
| GCP /ETH/084/SWI | Reducing Food Losses through Improved Postharvest management in Ethiopia Phase 1 | 12/1/2013 | 5/31/2018 | 3 251 605 | Country | Switzerland |
| TCP/ETH/3502 | Comprehensive Assessment and Identification of a Management Strategy for the Carmine Cochineal in Cactus Pear in Tigray | 1/1/2015 | 4/30/2016 | 147 088 | Country | FAO |
| TCP/ETH/3603 | Transforming livelihoods of Tekeze Reservoir fishing communities through value addition and co-management interventions | 12/1/2016 | 2/28/2019 | 427 000 | Country | FAO |
| GCP /ETH/088/GER | Food Loss Reduction through Improved Postharvest Handling and Value-addition of Key Fruits and Vegetables | 6/1/2016 | 12/31/2019 | 2 000 000 | Country | Germany |
| UNJP/ETH/092/UID | Technical Support for the Implementation of an Integrated Agro-Industrial Park (IAIP) in Ethiopia | 11/1/2016 | 3/31/2019 | 645 091 | Country | UID - UNIDO |
| GCP /ETH/096/GAF | Technical Assistance to the Second Agricultural Growth Program (TA-AGP-II) | 10/1/2017 | 9/30/2022 | 3 000 000 | Country | World Bank |
| GCP /ETH/099/SWI | Reducing Food Losses through improved Post harvest Management practices in Ethiopia- Phase II | 9/1/2018 | 8/31/2022 | 2 908 726 | Country | Switzerland |
| TCP/ETH/3703/C2 | TCPF: Support to the strategic analysis and business plan preparation for prioritized agricultural commodities in the Agro-Commodities Procurement Zones (ACPZs) of the four pilot integrated agro-industrial parks (IAIPs) | 7/5/2018 | 2/28/2019 | 99 000 | Country | FAO |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|---------------------------|--|-------------------------------|-----------------|-----------------------|-----------------------|----------------|
| GCP /ETH/095/ITA | Technical Assistance to Inclusive and Sustainable Value Chain Development in Oromia and SNNP regions | 11/1/2018 | 10/31/2021 | 4 716 980 | Country | Italy |
| GCP /ETH/101/EC | Comprehensive development frameworks and investment plans for the ACPZs of the four pilot IAIPs | 11/12/2018 | 5/11/2019 | 349 650 | Country | European Union |
| GCP /ETH/104/ITA | Improved rural livelihoods through support to Moringa Value Chain development in SNNPR, Ethiopia | 1/1/2019 | 12/31/2021 | 1 633 030 | Country | Italy |
| Crops | | | | | | |
| OSRO/ETH/306/USA | Seeds and planting materials for resilience building | 7/1/2013 | 3/31/2014 | 700 000 | Country | USA |
| OSRO/ETH/308/AU | Support to Micro Seed Enterprise Initiative | 11/19/2013 | 10/31/2015 | 1 500 000 | Country | African Union |
| OSRO/GLO/303/EC BABY01 | Building capacity for better food security programming in emergency and rehabilitation context through better seeds system assessment, better integration of nutrition and food security and improved accountability to affected populations | 12/4/2013 | 12/31/2014 | 1 019 495 | Global | European Union |
| OSRO/ETH/405/CHA | Desert Locust control | 7/31/2014 | 12/31/2014 | 297 857 | Country | UN-OCHA |
| TCP/ETH/3604 | Emergency assistance to contain the spread of fall armyworm outbreak | 8/7/2017 | 12/31/2018 | 459 000 | Country | FAO |
| OSRO/SFE/702/USA | Establishing an emergency community-based Fall Armyworm monitoring, forecasting, early warning and management system (CBFAMFEW) in eastern Africa | 8/14/2017 | 8/31/2019 | 943 999 | Subregional | USA |
| TCP/SFE/3701 | Institutionalization of Field Schools (FS) in Extension Curricula of Institutions of Higher Learning | 9/18/2018 | 1/31/2020 | 200 000 | Subregional | FAO |
| Drought/flood | | | | | | |
| OSRO/ETH/302/JPN | Drought Recovery Response | 4/1/2013 | 3/31/2014 | 6 000 000 | Country | Japan |
| OSRO/ETH/304/UK | Improved Agriculture Solutions: An agriculture disaster risk management initiative | 4/1/2013 | 4/30/2016 | 3 373 954 | Country | UK |
| OSRO/RAF/406/SWI | IGAD - FAO PARTNERSHIP PROGRAM ON DROUGHT RESILIENCE - Inception Phase | 7/7/2014 | 4/30/2015 | 327 240 | Regional | Switzerland |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------|--|----------------------------|-----------------|--------------------|-----------------------|----------------|
| OSRO/ETH/407/EC | Technical assistance to ECHO partners involved in Multi-sector Resilience Programming and livelihood support in drought affected EU cluster areas of Ethiopia et | 8/1/2014 | 12/31/2015 | 1 208 245 | Country | European Union |
| TCP/ETH/3501 | Emergency assistance to flood-affected households in Afar Region | 12/22/2014 | 6/30/2015 | 441 592 | Country | FAO |
| OSRO/ETH/403/JPN | Early recovery and resilience building of flood affected Communities | 2/20/2014 | 12/31/2014 | 500 000 | Country | Japan |
| TCP/RAF/3507 | Support to the regional initiative on resilience in the Sahel and Horn of Africa | 8/15/2015 | 8/15/2017 | 474 373 | Regional | FAO |
| GCP /GLO/565/WBK | The economics of resilience in the African drylands - Background paper on livestock | 2/1/2015 | 9/30/2015 | 46 000 | Global | World Bank |
| OSRO/ETH/504/ITA | Emergency livelihood support to drought affected pastoral and agro-pastoral communities in Dewe wore | 10/8/2015 | 10/7/2016 | 170 171 | Country | Italy |
| OSRO/ETH/502/CHA | Nutrition sensitive livelihood support to drought affected pastoral and agro-pastoral communities | 9/16/2015 | 6/30/2016 | 1 000 000 | Country | UN-OCHA |
| OSRO/ETH/503/BEL | Emergency Protection of Livestock based Livelihood Assets of Pastoralists and Agro pastoralists | 12/1/2015 | 12/1/2016 | 500 000 | Country | Belgium |
| OSRO/ETH/501/USA | Strengthening the Agriculture Sector through Improved Disaster Risk Management? Agricultural Task Forces (DRM ATFs) | 1/1/2015 | 3/31/2016 | 300 000 | Country | USA |
| GCP /SFE/261/SWI | IGAD-FAO Partnership Programme on Drought Resilience | 3/1/2016 | 10/31/2018 | 4 000 001 | Subregional | Switzerland |
| OSRO/ETH/605/SPA | Emergency Assistance to Drought Affected Food Insecure Vulnerable Pastoralist Households in Somali R | 8/1/2016 | 12/31/2017 | 580 270 | Country | Spain |
| OSRO/ETH/608/CHA | Emergency time-critical seed support for the Meher season to drought affected farmers of Ethiopia | 6/2/2016 | 2/2/2017 | 1 495 840 | Country | UN-OCHA |
| TCP/ETH/3504 | Emergency assistance for vulnerable smallholder households affected by El Niño-induced drought in eastern Amhara and southern Tigray Regions – (Recorded from Entity no. 649320 from biennium of funding 2014-15 to 2016-17) | 2/19/2016 | 1/31/2017 | 453 899 | Country | FAO |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------|---|----------------------------|-----------------|--------------------|-----------------------|---|
| TCP/ETH/3601 | Emergency assistance for vulnerable smallholder households affected by El Niño-induced drought in Amhara, Southern Nation Nationalities and Peoples (SNNP) and Tigray Regions | 5/6/2016 | 3/31/2017 | 434 926 | Country | FAO |
| OSRO/ETH/602/ITA | Emergency livelihood support to El Niño-affected agropastoral communities of Afar Region | 1/29/2016 | 1/28/2017 | 556 001 | Country | Italy |
| OSRO/ETH/603/JCA | Emergency seed support to smallholder farmers affected by the El Niño-induced drought in Amhara and | 3/18/2016 | 12/31/2016 | 330 000 | Country | Japan |
| OSRO/ETH/604/CHA | Emergency seed support to enhance food security and nutrition of drought-affected households in Amha | 4/25/2016 | 4/24/2017 | 1 039 990 | Country | UN-OCHA |
| OSRO/ETH/606/NET | Emergency livelihood support to El Niño-affected Smallholder farmers in Amhara, Oromia, SNNP, Tigray | 5/25/2016 | 12/31/2017 | 2 219 756 | Country | Netherlands |
| OSRO/ETH/607/IRE | Emergency response to restore the rural livelihoods of farmers affected by El Nino in Ethiopia | 5/31/2016 | 12/31/2016 | 112 740 | Country | Ireland |
| OSRO/ETH/609/USA | Technical coordination and support to reduce the impacts of El Niño and La Niña on the livelihoods, | 9/1/2016 | 11/30/2017 | 950 001 | Country | USA |
| OSRO/ETH/601/USA | Emergency livelihood support to drought-affected pastoral, agropastoral and smallholder farming comm | 1/1/2016 | 3/31/2017 | 700 000 | Country | USA |
| UNJP/ETH/097/UNJ | Support livelihoods of drought affected households and resilience building of vulnerable groups in Warder and Kebredahar Woredas of Ethiopia's Somali region | 2/1/2018 | 1/31/2020 | 1 742 160 | Country | UNDP Administered Donor Joint Trust Fund |
| GCP /SFE/005/IGA | IGAD-FAO PARTNERSHIP PROGRAMME ON DROUGHT RESILIENCE | 7/1/2018 | 7/31/2020 | 831 484 | not specified | Intergovernmental Authority on Development (IGAD) |
| Equity | | | | | | |
| MTF /INT/034/STB | Set up of child centres "We are the Future" (WAF) to deliver an effective urban gardening and nutrition and health education programme for children and youth, especially of orphans and vulnerable children (OVCs) | 12/12/2006 | 10/31/2015 | 367 518 | Interregional | STB |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------|---|-------------------------------|-----------------|-----------------------|-----------------------|--|
| FMM/GLO/101/MUL | FMM support to SO3 - 001 (MTP 2014-2017)- Rural poverty reduction through job creation in small ruminant value chains in Ethiopian Highlands | 7/18/2013 | 8/31/2016 | 1 400 000 | Interregional | Multilateral |
| GCP /GLO/469/IFA | Strengthening Partnership for Scaling up sustainable livelihood in small scale, family farming and indigenous communities. (Grant Agreement No. 1439-FAO-GIAHS) | 4/17/2013 | 10/31/2015 | 480 250 | Global | IFAD |
| GCP /ETH/085/MUL | Enhanced livelihoods and poverty reduction through economic diversification and decent work opportunities for rural communities | 5/19/2014 | 2/29/2016 | 2 000 001 | Country | Multilateral |
| GCP /INT/240/ITA | Youth mobility, food security and rural poverty reduction: Fostering rural diversification through enhanced youth employment and better labour mobility | 1/26/2015 | 2/28/2018 | 2 500 000 | Interregional | Italy |
| UNJP/ETH/091/UNJ | Rural Women Economic Empowerment (RWEE) | 1/1/2015 | 9/30/2019 | 660 194 | Country | UNDP Administered Donor Joint Trust Fund |
| UNJP/ETH/093/UNJ | Joint program on RURAL WOMEN ECONOMIC EMPOWERMENT/JP RWEE | 4/30/2016 | 4/30/2018 | 246 016 | Country | UNDP Administered Donor Joint Trust Fund |
| MTF /ETH/094/IFP | Evaluation of the United Nations Joint Programme on Rural Women's Economic Empowerment (JP-RWEE) | 5/27/2016 | 5/26/2020 | 99 994 | Country | IFP |
| Livestock | | | | | | |
| OSRO/RAF/011/EC | Regional initiative in support of vulnerable pastoralists and agro-pastoralists in the Horn of Africa | 11/1/2010 | 2/28/2014 | 6 490 400 | Regional | European Union |
| OSRO/RAF/103/SWI | Improved food security, livelihoods and resilience of vulnerable pastoral communities in the Greater Horn of Africa through the Pastoral Field School approach | 6/1/2011 | 7/31/2015 | 2 154 112 | Regional | Switzerland |
| OSRO/ETH/307/NOR | Building Resilient Livelihoods in Afar Region | 8/1/2013 | 7/31/2014 | 1 277 882 | Country | Norway |
| OSRO/ETH/406/CHA | Support drought affected smallholder farmers in Arsi zone through integrated crop livestock interventions | 10/16/2014 | 9/30/2015 | 1 200 803 | Country | UN-OCHA |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------|---|-------------------------------|-----------------|-----------------------|-----------------------|----------------|
| GCP /ETH/083/EC | Pursuing Pastoral Resilience (PPR) through improved animal health service delivery in pastoral areas of Ethiopia | 7/26/2014 | 9/25/2019 | 11 502 378 | Country | European Union |
| OSRO/RAF/407/USA | Collaborative International Engagement to Prevent and Mitigate Threats from Especially Dangerous Pathogens in Targeted East African Countries | 11/1/2014 | 9/30/2017 | 558 732 | Regional | USA |
| GCP /INT/165/UK | Strengthening biosecurity in selected MENA and Horn of Africa States (Phase 1) needs assessment and capacity development – (directly linked to PGM/MUL/2012-2017) | 4/1/2014 | 3/31/2016 | 296 667 | Interregional | UK |
| GCP /SFE/002/SWI | Institutionalization of Field Schools in Eastern Africa | 12/1/2015 | 5/31/2018 | 1 172 073 | Subregional | Switzerland |
| TCP/ETH/3503 | Capacity Development for the Veterinary Drug and Animal Feed Administration and Control Authority (VDAFACA) and Feed Value Chain Actors in Ethiopia | 3/2/2015 | 10/31/2016 | 236 558 | Country | FAO |
| OSRO/ETH/610/CAN | Urgent asset protection support to safeguard livestock-based livelihoods in drought-affected communities of Borena Zone in Oromia Region, Ethiopia | 12/14/2016 | 4/30/2018 | 374 080 | Country | Canada |
| OSRO/ETH/701/CHA | Emergency Response to Safeguard lives & livestock-based livelihoods in drought-affected Communities | 2/24/2017 | 11/23/2017 | 3 000 004 | Country | UN-OCHA |
| OSRO/ETH/703/SWE | Reinforcing resilience of livestock-based livelihoods and nutrition in 3 woredas in SNNPR | 6/15/2017 | 12/31/2017 | 478 000 | Country | Sweden |
| OSRO/SFE/701/SWI | Emergency livelihood response to assist drought-affected households in cross-border areas of the HOA | 6/6/2017 | 10/31/2017 | 1 000 000 | Country | Switzerland |
| OSRO/ETH/702/CHA | Livelihood interventions to safeguard and revitalize livestock-based communities prone to drought | 1/25/2017 | 7/24/2017 | 900 004 | Country | UN-OCHA |
| OSRO/ETH/704/BEL | Protecting the pastoral and agro-pastoral livelihoods of communities in drought affected regions of Ethiopia through innovative feed interventions | 8/1/2017 | 7/31/2018 | 500 000 | Country | Belgium |

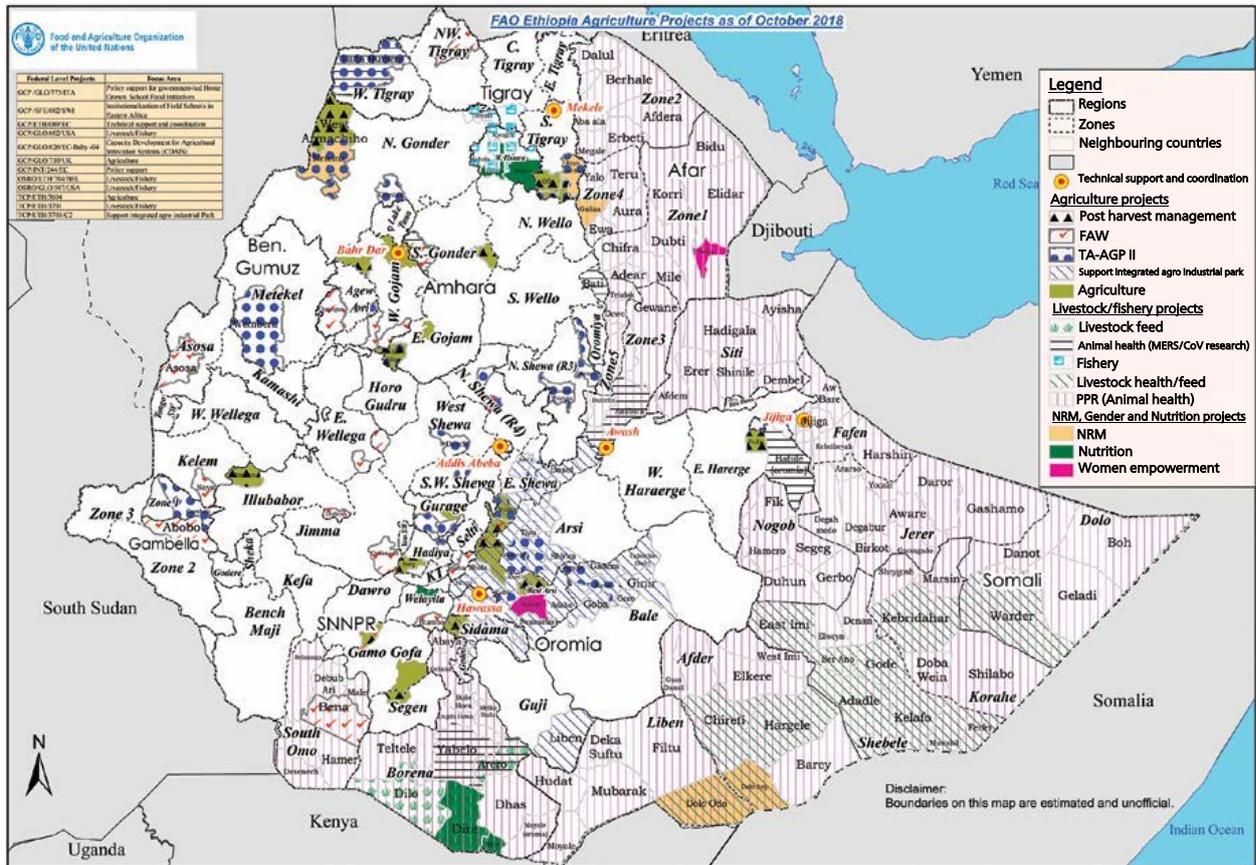
| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|-------------------------------------|--|----------------------------|-----------------|--------------------|-----------------------|--|
| OSRO/ETH/705/CHA | Emergency livestock response to save lives and livelihoods of drought affected pastoral and agro-pastoral communities in three zones (Dollo, Korahey, and Shabelle) of Somali region of Ethiopia in response to persistent drought | 10/5/2017 | 10/14/2018 | 600 006 | Country | UN-OCHA |
| MTF /ETH/098/STF | Improving sanitary capacity and facilitating export of livestock and livestock products from Ethiopia | 7/1/2018 | 6/30/2021 | 795 450 | Country | Standards and Trade Development Facility in SPS Measures |
| OSRO/ETH/801/CHA | Emergency livestock response to save lives and livelihoods of drought affected pastoral and agro-pastoral communities in three zones and 5 woredas (Assayita, Dalfagi, Dewe, Teru and Yalo,) of Afar region | 10/17/2018 | 4/16/2019 | 399 995 | Country | UN-OCHA |
| TCP/ETH/3702 | Developing national implementation capacities for the control of Tsetse and Animal African Trypanosomosis in Ethiopia | 7/13/2018 | 6/30/2020 | 237 000 | Country | FAO |
| OSRO/RAF/703/USA | Strengthening epidemiological surveillance capabilities and underlying regulatory frameworks in Eastern Afr | 2/9/2018 | 8/30/2019 | 682 617 | Regional | USA |
| Natural Resources Management | | | | | | |
| TCP/ETH/3403 | Support to National Forest Resources Assessment of Ethiopia | 10/3/2012 | 9/30/2014 | 439 028 | Country | FAO |
| OSRO/ETH/205/SWE | Managing the rain: making improved use of one of ETHIOPIA's most valuable natural resources. | 5/1/2012 | 4/30/2014 | 1 061 410 | Country | Sweden |
| OSRO/RAF/307/COM | FAO Technical Support to the COMESA-EAC-SADC Programme on Climate Change Adaptation and Mitigation in the Eastern and Southern Africa Region | 9/1/2013 | 9/30/2015 | 4 567 999 | Regional | Common Market for Eastern and Southern Africa (COMESA) |
| GCP /RAF/496/NOR | Support Transition Towards Climate Smart Agriculture Food Systems | 6/1/2015 | 9/30/2018 | 1 159 634 | Regional | Norway |
| UTF /ETH/086/ETH | Implementation of a national forest monitoring and MRV system for REDD+ readiness in Ethiopia | 8/14/2014 | 3/31/2018 | 3 915 350 | Country | Multilateral |
| OSRO/ETH/404/SWE | Managing the rain-improving the management of rainwater resources | 6/1/2014 | 12/31/2016 | 1 205 934 | Country | Sweden |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------------------|--|-------------------------------|-----------------|-----------------------|-----------------------|--|
| GCP /INT/229/NET | Monitoring water productivity by Remote Sensing as a tool to assess possibilities to reduce water productivity gaps | 3/9/2015 | 1/31/2021 | 9 992 590 | Interregional | Netherlands |
| TCP/ETH/3602 | Supporting the energy needs of refugees and host communities through the establishment of sustainable wood fuel management strategies and plans in Ethiopia | 5/25/2016 | 2/28/2019 | 304 000 | Country | FAO |
| TCP/ETH/3704 | Support for Establishing Web-based National Irrigation Database and Water Management Information System (MIS) for Ethiopia | 11/30/2018 | 11/29/2020 | 497 000 | Country | FAO |
| UNJP/SFE/004/WMO BABY01 | Agriculture Climate Resilience Enhancement Initiative (ACREI) | 9/1/2018 | 7/31/2020 | 1 197 860 | Subregional | WMO - World Meteorological Organization |
| Nutrition | | | | | | |
| MTF /GLO/526/IFP | Scaling Up Nutrition: what role for agriculture? Case studies from Ethiopia, Kenya and Uganda | 2/17/2014 | 3/31/2015 | 51 076 | Global | IFP |
| OSRO/ETH/401/WFP | Nutrition Material development for Agriculture Workers | 2/24/2014 | 3/31/2014 | 120 001 | Country | World Food Programme Administered Trust Fund |
| UNJP/ETH/087/CEF | Scaling-up Community-Based Nutrition (CBN) and hygiene interventions in Amhara and SNNP Regions through strengthened inter-sectoral collaboration for optimal nutrition outcomes | 11/1/2014 | 2/28/2018 | 3 758 803 | Country | UNICEF |
| UNJP/ETH/090/CEF | Integrated Nutrition Services: Multisectoral Interventions to Improve Nutrition Security and Strengthen Resilience (EC project with UNICEF as AA) | 11/1/2014 | 4/30/2019 | 4 013 240 | Country | UNICEF |
| MTF /ETH/100/BMG | Support to the Government of Ethiopia to update the national Food Composition Table (FCT) and establ | 11/1/2018 | 10/31/2021 | 852 424 | Country | BMG |
| Planning/Coordination | | | | | | |
| GCP /INT/100/ITA | Support to the implementation process of the NEPAD Comprehensive Africa Agriculture Development Programme (CAADP) | 4/20/2010 | 1/31/2015 | 3 100 001 | Interregional | Italy |
| MTF /ETH/078/BMG | Support for the Improvement of the Agricultural Statistics in Ethiopia | 10/10/2011 | 10/30/2015 | 997 295 | Country | BMG |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|----------------------------|--|----------------------------|-----------------|--------------------|-----------------------|----------------|
| MTF /GLO/372/BMG | Strengthening Agricultural Statistics in Anchor Countries - Phase I: Assessment of Anchor Country Agricultural Statistics - (link to MTF/GLO/372/MUL) | 11/17/2011 | 6/30/2014 | 910 121 | Global | BMG |
| MTF /GLO/345/BMG | CountrySTAT for Sub-Saharan Africa: Strengthening the CountrySTAT System established in 17 Sub-Saharan African Countries - Phase II of GCP/GLO/208/BMG (Grant OPPGD1452) | 6/1/2011 | 12/31/2016 | 6 929 304 | Global | BMG |
| TCP/ETH/3402 | Capacity development for the preparation of the National Master Land Use Plan in Ethiopia | 9/20/2012 | 8/30/2014 | 340 374 | Country | FAO |
| GCP /ETH/080/CPR | South-South Cooperation Programme (SSC) with the People's Republic of China for technical assistance to the Federal Democratic Republic of Ethiopia | 4/18/2012 | 5/21/2015 | 2 018 400 | Country | China |
| UTF /ETH/081/ETH | Technical Support for Agricultural Growth Programme | 9/3/2012 | 12/31/2016 | 1 500 000 | Country | Multilateral |
| TCP/ETH/3404 | Capacity Development Support to the Planning and Programming Directorate, Ministry of Agriculture | 5/1/2013 | 9/30/2014 | 318 205 | Country | FAO |
| OSRO/ETH/301/USA | Strengthening Agriculture Sector - Disaster Risk Management and Resilience Building Coordination | 3/1/2013 | 3/31/2014 | 425 000 | Country | USA |
| GCP /ETH/089/EC | Strengthening Institutionalized Subnational Coordination Structures and Harmonization Mechanisms | 12/20/2014 | 6/19/2019 | 2 854 134 | Country | European Union |
| OSRO/ETH/402/USA | Coordination Support to the DRM/Resilience-Building Agriculture Sector | 1/1/2014 | 3/31/2015 | 425 000 | Country | USA |
| GCP /RAF/495/MUL | Africa's South-South Cooperation Facility for Agriculture and Food Security | 3/19/2015 | 8/31/2017 | 1 000 000 | Regional | Multilateral |
| SFER/GLO/101/MUL BABY43 | SFERA Revolving Fund Component - Needs Assessment and Programme Development window | 11/17/2015 | 5/17/2016 | 8 289 | Global | Multilateral |
| GCP /GLO/626/EC BABY04 | Capacity Development for Agricultural Innovation Systems (CDAIS baby 4 Ethiopia) | 1/1/2015 | 12/31/2018 | 269 523 | Global | European Union |

| Project symbol | Project title | Approval date (mm/dd/yyyy) | Completion date | Total budget (USD) | Geographical coverage | Donor |
|------------------|--|-------------------------------|-----------------|-----------------------|-----------------------|----------------|
| TCP/SFE/3505 | Ending Hunger in the Horn of Africa: Moving from Rhetoric to Action | 6/1/2016 | 12/31/2017 | 326 312 | Country | FAO |
| TCP/SFE/3603/C2 | TCPF: Operationalizing the Regional Resilience R&D Platform/(3RDP) in the Arid and Semi-arid Lands | 8/22/2016 | 3/31/2017 | 29 507 | Country | FAO |
| GCP /INT/696/EC | Support to and Capitalization on the EU Land Governance Programme (Phase II). | 12/16/2016 | 12/15/2020 | 2 787 069 | Interregional | European Union |
| TCP/ETH/3701/C1 | TCPF: Elaboration of Unilateral Trust Fund project to support the implementation of the Livestock and Fisheries Sector Development Project | 4/1/2018 | 1/31/2019 | 89 000 | Country | FAO |
| GCP /ETH/102/EC | Global Network Against Food Crises Partnership Programme - Country Investment Ethiopia | 10/1/2018 | 10/31/2020 | 4 830 918 | Country | European Union |
| EP/INT/330/UEP | Reducing enteric methane for food security and livelihoods | 2/15/2018 | 12/31/2019 | 660 000 | Interregional | UNEP |
| UTF /ETH/103/ETH | Technical assistance to MoA for the implementation of LFSDP | 1/1/2019 | 12/31/2023 | 4 753 215 | Country | World Bank |

Appendix 3. Map of FAO's programme in 2018



Source: FAO Ethiopia

Annexes

Annex 1. Terms of reference

<http://www.fao.org/3/cb1107en/cb1107en.pdf>

Annex 2. Follow-up on 2011 CPE recommendations

<http://www.fao.org/3/cb1108en/cb1108en.pdf>

Annex 3. Evaluation matrix

<http://www.fao.org/3/cb1109en/cb1109en.pdf>

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