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CHRISTIAN RELIEF AND DEVELOPMENT ASSOCIATION

PROCEEDINGS OF THE FOOD-FOR-WORK WORKSHOP

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Welcoming Address

by Ato Hagos Araya
Deputy Executive Director, CRDA

Ato Hagos Araya welcomed participants to the workshop.

He noted that the present workshop on Food-For-Work was the fourth of a series of eight development workshops to be held in 1989.

Ato Hagos observed that the use of food aid beyond emergency periods is being evaluated by various quarters. There is a growing feeling that free relief distribution should be reduced to the minimum necessary and that food aid should be used for development activities.

Food-For-Work, Ato Hagos suggested, can have several purposes. They provide income and employment for poor families, and serve as an incentive for farmers to carry out agreed activities. As they are generally labour intensive, Food-For-Work programmes can involve large numbers of people in public and community work. These programmes contribute to the creation of infrastructure and other development assets. Finally, in areas of drought and famine, Food-For-Work helps to improve the nutritional status of farmers.

Ato Hagos remarked that with the overall decrease in relief needs in Ethiopia, many CRDA member churches and agencies are increasingly involved in implementing Food-For-Work programmes for various development activities. The main activities include, among others, soil conservation, agro-forestry, rural access road construction and maintenance, construction of wells and provision of social services.

Food-For-Work projects implemented by our member churches and agencies are fairly recent and on the increase. It might be because of this that Food-For-Work was chosen by our members as one of the priority topics for a CRDA workshop.

Ato Hagos emphasized that the objective of the present workshop is to exchange ideas and experiences in Food-For-Work programmes in Ethiopia. Specifically, he noted, the workshop participants would explore the following issues:

- What are the implementation and coordination constraints of Food- For-Work programmes?
- What can be done to increase the chances of success in future Food-For-Work programmes?
- What adverse effects could Food-For-Work programmes have on local conditions?

These and many other important issues could be raised during this meeting.

Ato Hagos expressed his hope that the present workshop would enable the participants to shed some light on the projects for Food-For-Works programmes in Ethiopia. He noted that the deliberations and recommendations of the workshop would contribute to improvements in the organization, implementation and management of Food-For-Work programmes.

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Food for Work in Ethiopia — Viewpoints of an Implementing Agency

by Kebede Tato, Head of Community Forestry and Soil Conservation Department, Ministry of Agriculture

Introduction

The speaker emphasized that his presentation represented his personal views and not necessarily those of the Ministry of Agriculture. He mentioned that his involvement with FFW programmes was now twelve years old. Ato Kebede stated the very important issue of the impact of FFW on production and prices would not be covered in his presentation and expressed his wish that an authority on this issue would present an independent view on this issue during the present workshop or on a future occasion.

Ato Kebede noted that because of natural calamities and man-induced needs, the demand for food in Ethiopia has drastically increased. The gap between Ethiopia's food requirements and national production can only be filled through food import, i.e. commercial purchases or food aid.

Food for Work in Ethiopia — Emergence and Growth

Ato Kebede explained that food for work has become a major feature of the activities of the Ministry of Agriculture. Currently, 130,000 metric tons of grain and oil are channelled through MoA FFW programmes. At the moment, 300 MoA staff members are involved in these programmes.

Ato Kebede then briefly outlined Ethiopia's historical experience with FFW programmes.

The history of FFW in Ethiopia dates from 1961 when some erosion control programmes were initiated through food supplied by USAID. Information on how the programme was managed is not available. This programme was superceded in 1974 by the first World Food Programme forestry projects. The forestry projects originally operated as four independent projects in the regions of Tigray, Eritrea, Wello and Hararghe. The four projects were amalgamated in 1977 to become *Project 2393 Terracing and Reforestation Programme*.

Simultaneously, *Project 2241 Protection and Rehabilitation of Agricultural Lands* with major emphasis on soil conservation became operational. The two projects were finally combined to become *Project 2488 Rehabilitation of Forests, Grazing and Agricultural Lands* presently in its second phase of expansion.

The main objectives of these projects have generally been similar:

- To provide incentives to farmers so that they will observe practices conducive to soil and water conservation, and thus introduce better methods of land use and land productivity.
- To improve the diets of the farmers and their dependents (n.b. the more recently refined objective is to improve the agricultural productivity of the degraded lands currently used for food crops, for grazing under forest, by application of suitable soil and

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water retention activities employing both vegetative and structural techniques).

Ato Kebede said that he would refrain from discussing the technical achievements in soil conservation and reforestation through FFW. He did note that the achievements of the set targets have generally been good during the whole period. There have been a number of technical issues regarding the appropriateness and effectiveness of some technologies applied, but the debate will continue as long as projects as large as *Project 2488* continues to be implemented on a nation-wide basis.

The activities carried out through FFW have shown some changes over time. In the early days of the operations, hillside terracing was consuming the major resources available, but this has gradually been reduced. Today more biological conservation measures are being introduced with fewer physical conservation structures.

The quality of work has also greatly improved and to some extent participation of the community has been improving. All in all, management of the programme has developed to a much higher competence than ten years ago. At the same time, a number of issues have evolved over time and these will be discussed below.

FFW projects under MoA have been operating in regions prone to recurrent drought. This means that although the primary objective of FFW projects is not defined to be direct relief, their very existence in relief areas and their parallel operation to free distribution creates the impression among all concerned that both activities are one and the same.

Food for work and relief operations

For the implementation of the FFW programmes, the ambiguous relation to free relief distribution creates a serious management problem. On the one hand, there is the belief that food rations supplied for FFW activities are neither wages nor free handouts but rather incentives to communities involved in working for the conservation of their own natural resources. This means, once the activities have been carried out, the maintenance and upkeep of the assets created will become the responsibility of the community.

Food for work as employment-generating programmes

As indicated above, FFW activities are carried out in food deficit areas. These communities have no employment opportunities outside agriculture.

Once FFW activities terminate in a given community either because the area has been conserved or resources are not available or other reasons, the problem of migration of part of the population in search of jobs arises. How to continue creating job opportunities in such situations is now a major problem.

It was indicated above that FFW programmes have two main objectives, i.e., to serve as incentive to farming communities and to improve the diets of the farmers and their dependents. Therefore, the food supplied is relief and simultaneously an investment. The donor and recipient want to maximize both objectives simultaneously is difficult to satisfy. It means on the one hand creating jobs for the farmers and at the same time considering the economic returns from the investment.

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Ato Kebede illustrated this last point with the example of the watersheds in the north. Large-scale terracing is carried out, and this gives employment to many people. At the same time, it is known that simple closure of the area will give the same result but with fewer people employed. The choice is very difficult.

Similarly, it is common knowledge that physical soil conservation takes much more time and resources than biological conservation measures which can produce the same results. Again, the choice depends much on social rather than technical considerations.

Expanded FFW activities

FFW programmes are concentrated in accessible areas close to the main roads while environmental destruction and people's needs for food are equally important in the difficultly accessible areas of the interior. There is the problem of how to get food to the beneficiaries in these latter areas.

Moreover, since the programme cannot develop its own new infrastructure, but depends fully on existing programmes, area expansion has been very limited. It is therefore necessary to develop other programmes which can complement FFW efforts to benefit more people.

Dependency creation of FFW

Because the same activities continue in the same catchment areas for many years, farmers seem to take FFW as a permanent feature in their lives. This has already created undesirable dependency in some areas.

Peasants are not prepared to do anything outside farming their fields, without FFW inputs. Both private or communal efforts are being undermined.

FFW & non-food requirements

One major problem which became apparent immediately after the present project started operations was the serious need for non-food items to implement the programme properly. Donors of FFW resources do not normally have enough financial resources to cover all aspects of the project needs. Therefore, the implementation of the technical activities and management of the food itself is seriously handicapped by the lack of these inputs. Government resources have been very limited and cannot fully cover these additional costs.

Ato Kebede observed that the very availability of the food increases the volume of work to be implemented under regular programmes.

Government burden and limitations

Equally important and demanding is the availability of manpower to implement these programmes. Regular programmes are implemented with less concentration and supervision. However, in catchments where activities are carried out but through FFW incentives, closer supervision and more technical manpower will be required. This constant increase in manpower has greatly augmented the recurrent cost as well as the operating cost, thus putting a heavy burden on the government. Today, the amount of funds earmarked for the FFW programme is significantly higher than for other similar development programmes.

Work norms

For a long time, the debate on work norms has been going on. Two or three times during the past ten years, there have been changes in the work norms. MoA maintains

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standard work norms for the country although MoA officials are conscious that this should not be so.

When the question of work norms is raised, it brings to mind the question of whether we are talking about wages or incentives. Again, there are wage variations from place to place. The conditions under which the labourers are working are also significant as well as the number of hours they work.

The bureaucratic way of looking at the issue has created a static situation for the moment and this is one area which requires broad discussion.

It is worth noting that participants in FFW activities come from all age groups — young and physically fit as well as the old and weak participate. The output is therefore varied.

Management of FFW resources

Unlike other resources, grain and vegetable oil provided for the programme are bulky items and their management is very difficult. Every year, 120,000 to 130,000 MT need to be managed. Ato Kebede explained that MoA lacks qualified staff to handle this huge logistical task. Moreover, there are not enough stores for this amount of grain and the prospects of MoA building adequate storage is hampered by the non-permanent feature of FFW. Without an adequate transport fleet of its own, the ministry also remains dependent on the limited national trucking capacity.

These factors have placed serious constraints on the implementation of the FFW programmes. Very often, farmers involved in soil conservation and reforestation activities are not paid for more than six months. Such back payments create misunderstandings between the farmer and MoA field staff.Government property management procedures are too strict and bureaucratic. This has created delays in turnaround time for trucks transporting grain to work sites.

Moreover, the problem of weight differences between the end points is an issue which carries a number of controversies. There has not been any solution so far.

For most people, food commodities are not valued as equivalent to cash and therefore less attention is given to their management. In most cases, administrators and managers are seriously concerned about the mismanagement of cash or other items which bear defined value. In the case of FFW commodities, there is no value attached to it and everyone takes it for granted — a resource that will be available anyway. Ato Kebede pointed out that commercial grains are not managed in the same way as FFW grain.

Ato Kebede conceded that there were the other types of mismanagement of FFW programmes. At the field level, there are cases where the storekeepers, the technicians or the PA representatives misuse resources. However, he underscored that the incidences are very few and do not create alarm at this point.

Coordination with NGOs

Ato Kebede observed that in recent years, a number of NGOs have started FFW activities in many parts of the country. These NGOs are operating in the same regions and same catchments as MoA.

The two institutions are not working under the same conditions and this has created misunderstandings in a number of places. The activities prioritized by NGOs are exactly those activities that MoA carries out but with different work norms. Motivation

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of the field staff of MoA and NGOs varies greatly.

In small communities where these programmes are implemented, there is a high potential for coordinated efforts, but there is also a danger.

Concluding Remarks

Ato Kebede ended his presentation with the following observations. He noted that the debate on food aid and food for work has been going on for sometime now and hopefully will continue. The debate and discussions between donors and recipients will help to resolve some of the problems associated with FFW. For the farmer in the remote areas of Ethiopia and the technicians helping them implement these programmes, the ideological debates and unrealistic recommendations are irrelevant. Food aid has been on the Ethiopian scene for a long time and will continue to play a significant role in the immediate future, but the virtues and vices of food aid need to be better understood. The technical and social aspects of food for work have to be clarified because if they are not, then the whole objective will be distorted. The evaluation of FFW programmes is highly concerned with the precision of field activities and it discusses the economic returns of the various activities. In such situations, food is paid in lieu of cash, but in normal FFW programmes, it may not be so.

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Discussion of Ato Kebede's presentation

Following Ato Kebede's very informative and thought-provoking presentation, a number of questions were asked of the speaker by the workshop participants.

Ms. Jane Brown, World Food Programme, asked Ato Kebede for his advice for NGOs engaged in FFW activities.

Ato Kebede replied that overall the management of FFW activities is not a simple thing. NGOs do have the advantage of working on a smaller scale. For MoA, the administration of the WFP, Australian government and EEC supported programmes represents the largest such undertaking in Africa and perhaps the world. 100 million person-days are involved in the implementation of this programme.

Ato Kebede emphasized that it is very difficult to prevent the creation of dependency in FFW activities. Food for work is taken for granted in Ethiopia. It is necessary for the value of food to be recognized. He noted that if money was substituted for the cash value of food, it would be much more valued.

He advised NGOs to combine food with other inputs in order to enhance the continuity of their programmes' activities.

Ato Kebede commented that some people say that FFW is a development tool if used properly and a destructive tool if used wrongly. He expressed his view that currently FFW activities in Ethiopia are somewhere between these two types of tools.

Mr. Wolfgang Mach, German Agro-Action, asked if MoA assesses the impact of FFW on the market.

Ato Kebede replied that the catchment areas where FFW activities are carried out are food-deficit areas. When production is high in these areas, people choose not to participate in the FFW activities. However, an overall assessment of the relation of FFW to agricultural production as a whole has not been made.

Ato Berhane Berhe, World University Services of Canada, asked whether the communities approached MoA for the implementation of soil and water conservation activities on a FFW basis or whether these activities were determined solely by MoA.

Ato Kebede answered that community participation has been in most cases only in the implementation of the activities and not in their identification. He also noted that in most places the FFW participants are usually beneficiaries of free relief distribution.

He explained that once a plan for FFW activities is accepted, the selection of participants is done through the peasant associations (PAs). Each individual can only participate for 150 days a year. The PAs select the poorest people in the area for participation in the programmes.

In general, there is no involvement of the local community in the planning process. Since each catchment involves up to 30 PAs, grassroot consultation is difficult at this stage. However, during the implementation stage, everyone concerned is consulted and community participation is high.

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voluntary work is done out of conviction and is truly voluntary, work will be haphazard, progress slow and quality erratic. People on the margin, recovering from famine, cannot be expected to give their labour free. Payment is not only an incentive. It allows work to be planned and ordered, and quality to be maintained.

During a famine emergency, food is given freely, in the form of a monthly ration. When this is discontinued, FFW can be introduced to cushion the impact on the community. The income — food — is necessary to sustain the process of rehabilitation following the economic stagnation of a famine. Full-time work should continue only until the local economy has regained its buoyancy.

The Wellaita FFW programme

The speaker presented his organization's FFW programme in Damot Weyde. He prefaced this presentation by noting that the normal FFW programme targets the creation of economic infrastructure by providing long-term benefits to the community. It does this while causing a minimum of disruption to the local economy.

From the experience of CONCERN in Wellaita, Fr. Finucane offered the following recommendations:

- Operate from November to June (8 months) to avoid a clash of labour demands during the peak agricultural period.
- Base the programme work on a 5-hour shift. This brings large numbers of workers into the programme, thus enabling greater community participation; it helps to distribute the income more widely in the community; it allows participants time to continue their agricultural activities.
- Pay at the end of a 2-week shift. Large back-payments are unsatisfactory since they cause serious interference in local markets. Workers try to sell large amounts of the food payment.
- It should be noted that the FFW programme contributions to domestic income are not sufficient to discourage the participants' efforts at domestic production. For this reason, the FFW programme is not seen as harmful.

Development activities

Fr. Finucane estimated that the net effect on yield following terracing is an improvement of at least 10% although it often is more. Many factors determine the impact of terracing on yield, particularly the prior condition of land. Although terracing is a major part of a FFW project, it rarely is the only type of activity. Others include road-building and spring protection, soil conservation and nursery construction.

Often, as in the case of CONCERN's project, to facilitate the project, it is necessary to upgrade and maintain roads. In the case of the Wellaita project, road construction had the added advantage of opening the town of Bedessa to daily traffic. Within a year, the local market expanded.

Soil conservation

Soil conservation activities can occur year-round, but the peak period follows the main harvest in the fall. At that time, work should concentrate on cultivated land. Once the subsequent crop is sown, farmers are reluctant to allow conservation activities among

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maturing crops. Work should then be directed at grassland conservation.

Reforestation

FFW offers enormous scope to any forestry programme. A nursery can be set up at little cost if a suitable water supply is found. Planting seedlings can be done along with soil conservation activities, or it can take place independently using eyebrow terraces or similar construction. Pitting must be done approximately two months before planting to allow the soil to stabilize.

Constraints in transport

If a suitable water supply can be found and the nursery is located near the planting site, transport problems can be reduced. However, most nurseries will have to transport seedlings before planting. The season is short and coincides with the rains when roads are very difficult to travel. Adequate transport must be available to satisfy demand during planting.

Management/supervision

The success of an FFW programme depends on the level and experience of the management staff. Food is the first requirement. The need for distribution and storage must be planned in detail. Attendance notes, the cost of supervision and losses in store must be considered.

Work norms

Quality must take priority over quantity when determining the long-term usefulness of a programme. The establishment of a work norm for a particular activity must be carefully considered. Rigid adherence to a norm can lead to a reduction in work quality.

A general work norm has disadvantages since no consideration is made for the conditions under which work is done. Soil texture and cohesiveness, the moisture content, prevailing weather conditions, the distance workers must travel are only some of the variables that will affect the output per day of a programme. Failure to take these and other variables into account leads to discrepancies in the time taken for workers to complete the same work norm.

Education

The role of education must not be forgotten. Work projects should be understood and appreciated. The community learns directly from construction. In addition, formal education should take place, either through the implementing agency or the MoA. This should include the concepts behind the work and training in how to maintain the projects.

CONCERN's experience

CONCERN's experience in Wellaita has been encouraging. Up to March 31, 1989, a total of 3,222 kilometres of terracing has been completed, 137 kilometres of roads have been maintained, 20 kilometres have been upgraded, 45 kilometres of check dams have been constructed, and 750,000 tree seedlings have been transplanted with a survival rate as high as 75% to 85%.

Consultant's report

Fr. Finucane explained that CONCERN decided to evaluate its project last autumn. An Ethiopian consultant was hired in October 1988. Fr. Finucane concluded his presentation with a brief outline of the main points of the consultant's report. These were as follows.

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During the transition to long-term development, food for work became the most important resource. Its importance is still quite significant and peasants as well as development workers believe that food aid should continue being instrumental in future development efforts. One would hardly disagree if one is familiar with realities in Wellaita or Damot Weyde. The most relevant arguments for continued FFW activities are as follows:

Damot Weyde has been and still remains and will continue to be a food deficit area.

- The prospect for attaining food sufficiency cannot be ruled out, but it is extremely difficult to accept it as a short-term goal. Achieving sustainable self-sufficiency either in the current Ten-Year Plan period or in the subsequent decade appears unlikely.

- Land suitable for rain-fed agriculture is critically in short supply and increasing food production would largely be through intensifed agriculture, that is extensive use of high-level technology including vastly improved cultural practices.

Damot Weyde is at present overpopulated. The prospect for a more explosive population growth is high. With little or no development outside farming, the wereda will surely be endowed with considerable surplus labour.

- Development in such auxillary fields as forestry, watershed management, water for consumption and irrigation, infrastructure, especially roads, leaves much room for future actions and may facilitate a more economic utilization for the surplus labour through food for work.

Despite the existence of such a conducive situation for the employment of FFW for development purposes in Damot Weyde, there are voices against its use. The dissent stems from a genuine concern over such questions as:

- Would FFW depress local production capability, either by absorbing necessary farm labour or by causing price disincentives?

- Did FFW suppress initiative, promotion and implementation of self-help community development undertakings?

- Has FFW negatively affected local trade by siphoning off grain inflow into the local markets and the outflow of commodities and crafts and thereby hinder the multiplier effect of commodity exchange?

- Has FFW played any part in bringing about a decline in labour productivity? Or put simply, have people become lazier since the introduction of FFW?

It would be difficult to firmly establish yes or no answers to the questions posed because of two main reasons. The first is that FFW as the principal instrument of development started only two years ago and it appears too early to meaningfully assess its impact on the questions raised. Secondly, deeper assessment and analysis would have been required and this would have taken more time and the services of a more diversified expertise than alloted or given to this study.

Should then FFW be discontinued in the current and future programmes?

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From all interviewed, farmers, development workers, party and government officials, local administrators, the answer is an emphatic no! The consultant joined this consensus and strongly recommended the continuation of FFW. The main reasons for his advocacy of FFW activities were as follows.

- Damot Weyde is a serious food-deficit wereda with a considerably large destitute population which can hardly support itself because of the shortage of land and the vicious circle of rural poverty. Alternative means of earning non-farm income for this population are at present non-existent and their future development is in great doubt, at least in the shorter term. FFW, appropriately employed, provides a remarkable opportunity for earning life-saving additional income not only during stress periods but in normal times as well.

- Access and feeder roads, clean water for human consumption, forestry and rehabilitation of denuded land are lacking or their development is at its infancy. Their construction could greatly contribute to a food production drive and immensely improve environmental health. FFW can play an extremely important role in their construction, providing in the process badly required additional income to the most needy.

- FFW as often implied should enhance local food production capability and positively assist the overall development. It should never be a substitute for domestic production. If it is ill-administered, it could easily impair development, enhance perpetual dependence and frustrate both donors and aid receivers.

Recommendations for the administration of the Damot Weyde FFW programme

The CONCERN consultant recommended the following for the future administration of the agency's FFW programme.

- Discontinue use of FFW for in-farm construction of terraces and their maintenance. Material incentives could be instrumental to increasing farmers' active participation in soil conservation measures (physical, biological and agronomic) on cultivated land. Consider input-for-work instead of FFW. 100% of the interviewed farmers support IFW and they prefer it to FFW.

- In community-based development programmes roads, water, rehabilitation and community forestry, FFW should be combined with voluntary labour. The size of voluntary labour could vary with the nature and time of work but should rarely be less than 25% of the total labour requirement. MoA uses 40% voluntary labour in its catchment development.

- The participants in such development undertakings should if not exclusively, then largely be the end-users. The concerned PA should bear the responsibility for mobilizing voluntary labour. Organizing voluntary as well as paid labour should be the responsiblity of the donor. CONCERN should also be responsible for the recruitment of the paid labour.

- Increase non-food component/input especially avoiding FFW for employing skilled labour and non-skilled full-time labour. This may pose some

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difficulty for the donor, but its desirability cannot be questioned. FFW destined for the market could be destructive.

- Use of FFW for promotional purposes should be encouraged. Commencing conservation and forestry programmes in primary, junior and senior high schools through school conservation clubs could be one potential area for promotional activities.

- Finally, the consultant recommended that if it is not a serious inconvenience for the donors that CONCERN should seriously consider input-for-work. He argued that it would certainly enhance the attainment of the goal of sustainable self-reliance.

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Discussion of Fr. Finucane's presentation

Fr. Finucane's presentation stimulated the following questions.

Ms. Jane Brown, WFP, asked Fr. Finucane to explain how CONCERN coordinates its activities with MoA and WFP activities.

He replied that in Wellaita there is a monthly meeting of NGOs active in the region. MoA attends this meeting and an exchange of information takes place which allows for a coordinated effort. CONCERN works alongside MoA in the area. However, one problem is that MoA emphasizes the quantity of work done whereas CONCERN concentrates on the quality of work. Each therefore adopts different work norms. The advantage that CONCERN has over MoA in this regard is that the NGO has greater resources to allocate to supervision and therefore can require a higher quality of work from the participants.

Fr. Finucane was asked how beneficiaries were selected for the programme.

He explained that beneficiaries are selected through the PAs and by the results of a trimestrial nutrition survey. This ensured that the poorest of the community would have access to the programme.

Asked how sites for the afforestation activities are selected, Fr. Finucane replied that this is done through the PA along with the permission of individual farmers on whose land the activities take place. At first, this was a problem because the planting of trees prevents the farmers from using the land for other uses.

Wzt. Etalem Mengestu, FAO, asked how the activities would be sustained once CONCERN withdraws from the project area.

Fr. Finucane explained that initially the project was done under an agreement with the Relief and Rehabilitation Commission. The next phase of the project will be done under a tripartite agreement with MoA, RRC and CONCERN. The greater involvement of MoA should ensure that these activities would be eventually perpetuated by this ministry.

Mr. Stephen Lloyd, OXFAM/UK, asked who would be able to use the trees that had been planted under the project.

Fr. Finucane emphasized that this is a very big problem at present. CONCERN has gone several times to MoA to iron out the question of ownership. With the present policies in Ethiopia, it is very difficult to get a clear response. Essentially, MoA's position is that the trees belong to the people but since the government is the people, there is a great deal of unresolved ambiguity about who can actually harvest and enjoy the material benefits of the tree plantations. In the eyes of the farmers, the trees are the property of the government, and therefore, they expect no material benefit from the matured forests. Consequently, CONCERN is encouraging farmers to plant trees on their individual landholdings where they will have clear title to the trees.

Concerning survival rate and management of the tree plantations, Fr. Finucane said that the survival rate has been excellent, i.e. 75-85%. CONCERN's staff manages the tree plantations in the first years and then turns over this responsibility to the PAs. Since the farmers see the success of the tree plantations, they are keen on participating through the PAs in maintaining them.

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Ato Berhane asked how CONCERN determined which trees could eventually be harvested and which had to be left permanently to prevent soil erosion. Moreover, he wondered how this could be controlled given the immense need of the farmers for firewood.

Fr. Finucane replied that this was a technical question outside his competences and would be best answered by a forester.

Ms. Brown (a forester by profession) interjected that even trees planted on steep hillsides can be harvested provided there is proper forest management. Moreover, she stated that generally people use these trees for construction activities and not for firewood so preventing the farmers from destroying the forests by cutting for firewood is not a major concern.

To this last statement, Ato Berhane voiced his disagreement, stating that the need for firewood is very important and that people will go out and cut trees for this purpose whether you tell them to or not.

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Impact and Sustainability Study of WFP-Assisted Project Ethiopia 2488 EXP.II

by Jane Beckett Brown
World Food Programme

The speaker's presentation elaborated the experience of the World Food Programme with FFW projects in Ethiopia. This principal topic was the extensive FFW-assisted *Project, Eth 2488 Exp.II Rehabilitation of Forest, Grazing and Agricultural Lands*. This project is being implemented through the Ministry of Agriculture with food provided by WFP.

Ms. Brown explained that WFP's assistance to Ethiopia's land rehabilitation efforts started in 1975, primarily as a response to the 1973-74 famine. Since that time, WFP's *Project Eth 2488* has become the largest FFW development project in Africa. Activities undertaken represent some 70-80% of the CFSCDD's current programme.

Despite its relatively long history, the extensive areas affected and the considerable investments made by WFP and the government and people of Ethiopia, it has been recognized that very little is known about the project in terms of its outputs, effects, impact and sustainability, and hence that there is little scope, or real basis, for effecting useful management decisions.

In an attempt to address some of the more chronic gaps in knowledge and in order to provide guidelines for management, an impact assessment and sustainability study of *Eth 2488 exp.II* was undertaken between June and September, 1988. The main purposes of the study were to discover what social and economic impact(s) the project activities have had in terms of levels of yields of food and fodder crops, and of forest products, and to examine to what extent the project activities are likely to be continued and maintained, and the physical structures used and maintained after the termination of food aid.

The study was carried out by a sociologist, assisted by a technical expert in soil and water conservation and forestry. This team of experts used the rapid rural appraisal technique, involving the intensive interviewing of household heads, community leaders and technicians selected from six of the catchments where *Project Eth 2488 exp.II* is being implemented. Three questionnaires were used by the experts, who also analysed the data.

The major findings of the study are that because of an almost total dearth of integrated watershed management planning, including and in particular, the lack of farmers' involvement in any planning, compounded by rampant confusion and ambiguities regarding forest policy and tree ownership, the positive impact of the project is limited and the prospects for long-term sustainability are poor.

Ms. Brown outlined the more significant results of the team's report as follows.

- A majority of farmers, community leaders and technicians believe that on-farm project structures have had a positive impact in terms of increased, and/or reduction in declining, crop production. However, farmers are not prepared to undertake maintenance of

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these structures, other than the repair of minor breakages.

- The vast majority of farmers have not derived, and do not envisage deriving, any direct benefits from the tree plantations. Nonetheless, some do appreciate the value of these plantations as a measure for flood/erosion control. Given this situation, future maintenance is doubtful.

- To date, the grass production, resulting from hillside closures, has been fairly equitably distributed, but since tree planting takes priority over grass production within the enclosures, grass yields are declining, and thus sustained production is unlikely.

- A minority of the roads constructed within the project provide communication for a variety of purposes and such roads are maintained by the communities. On the other hand, many of the roads have been constructed, such that they can and do provide only for the project activities, and such roads are not sustainable.

Ms. Brown presented the amended version of the report's recommendations. These recommendations were as follows.

- Project management recognizes the chronic need for integrated watershed management planning and implementation, while also addressing the need to introduce farming systems approaches and new technology patterns.

- Given the lack of examples of success, project management inititates, on a pilot/experimental basis, plans for phasing out food aid while providing for the gradual strengthening of the communities' capacities for collectively maintaining physical structures and related off-farm works, and for continuing activities.

- Project management recommends to policy the removal of ambiguous ownership rights, in particular those pertaining to forested areas.

- Project management bases the future direction of project activities on the communities' needs and priorities as revealed by participatory planning. This participatory planning should be undertaken at an accelerated rate.

Ms. Brown noted that it was believed that management must act towards implementing these recommendations if the project is to achieve any positive and sustainable impact.

The speaker noted that although the findings of the impact and sustainability study are cause for considerable concern, they were not a surprise for most observers and participants in Ethiopia's soil and water conservation and forestry efforts. She underscored that the World Food Programme felt the undertaking of the study was a worthwhile exercise. Some suspicions, doubts and criticisms have been accepted and put on the record.

Ms. Brown also explained that the findings of the study will be useful information for the forthcoming evaluation of *Project Eth 2488 exp.II*. Most importantly, WFP believes that the recommendations, although again not original, do offer workable guidelines that could direct Ethiopia's soil conservation and forestry programme

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towards integration with sustainable conservation-based development.

The speaker concluded her presentation by pointing out that the recommendations represent a challenge by the calling for a coordinated effort by all concerned to assist management in the planning and implementing of the required improvements and revisions of the project.

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also rumours that farmers, frustrated by their inability to harvest the forests, have started fires in order to regain the land for agricultural use. She emphasized that all this information was only "anecdotal."

Ato Sahle-Mariam Mogus, CRDA, noted the differences in magnitude of involvement between WFP and NGOs. He then asked Ms. Brown to give her opinion on the use of FFW for development activities and to advise NGOs how to make best use of FFW and what to do to ensure sustainability.

Ms. Brown replied that given the total confusion in forestry policies, NGOs should "be cautious of forest projects." Agro-forestry is still possible, e.g., alley cropping and backyard planting. Soil conservation activities could also be undertaken. She noted that NGOs have the advantage of more intensive management and much greater planning capacity. NGOs with their additional resources and smaller scale of activities could provide good examples for others.

Ms. Brown was asked whether there was an impact of FFW activities on the marketing and production of food.

She answered that to date there is no evidence that local production has declined in areas where FFW activities have taken place. These areas are food-deficit areas. With an average of 50 work days per year at the ration of 3 kg. a day, this is not a lot of food for a family trying to survive in food-deficit areas. As for impact on local markets, Ms. Brown said that WFP has very limited information. There would be another study done this year which would look at the issue of food and development in general and this study could shed some light on the local market issue. She added that a study done three years ago indicated that there was a possibility that FFW could eventually have a negative impact on local markets, but there was no substantial proof either way.

Wzt. Etalem Mengestu asked if given the problems associated with the use of food as payment for activities, WFP was considering monetarizing food donations and paying participants in cash.

Ms. Brown replied that this was under consideration. The evaluation team will examine this option. However, although WFP has no policy objections to monetarizing food, donors are not enthusiastic about it. Moreover, WFP is not sure that farmers want cash in lieu of food. She added that a consultant for the Ethiopian Red Cross had done a survey in Welo. It asked farmers which they preferred: fertilizer for work, tools for work, cash for work or food for work. FFW was the first choice of the farmers surveyed.

Fr. Finucane pointed out that Ethiopia has a structural deficit in food grain. In 1985, the country imported 800,000 MT of grain. FFW is therefore useful in areas which are food deficit. In other areas, cash for work would be much easier to manage, but donors do not prefer to give cash. In CONCERN's experience, even with donors which are critical of FFW, they are not willing to give the necessary funds to implement the same activities on a cash-for-work basis. This year, EEC is trying something different. For 1989, they are considering financing the local purchase of food for FFW activities.

Ms. Brown was asked how much land had been forested under the WFP/MoA FFW programme and how much of it was still forested.

She informed the workshop participants that FFW afforestation activities have taken

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place on a guestimated area of 200,000 hectares of land. However, because survival rates have varied from 0 to 60%, it is impossible to estimate how much land is actually still forested.

Ato Berhane Berhe, WUSC, outlined the very serious problems that the nation of Ethiopia is now undergoing. From 40% of the country having forest cover 100 years ago, only 3% remains forested today. Soil erosion is extensive throughout the country. Regardless of the food situation in the country, the activities realized through FFW are needed in the country. He asked if any thought has been entertained about purchasing food from the Government of Ethiopia in food surplus years so the government could use the hard currency from donors to repay its foreign debts.

Ms. Brown replied that it was her understanding that EEC would be providing cash for local food purchases. However, there is not an overall food surplus in Ethiopia. There might be from one year to the next a carry-over of food stocks, but this was because of the level of food imported and not a surplus level of national production.

Mr. Stephen Lloyd, OXFAM/UK, remarked that it was important to keep in mind that the large donations of food to Ethiopia via WFP were because in some parts of the world there is excess production of food and that the engine for all this is the fact that agricultural production in some parts of the world is producing more food than people want. This surplus food for foreign aid is not the same as having cash.

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Group Discussions and Reports

The workshop participants were divided into three groups and asked to discuss the following questions.

What implementation and coordination opportunities and constraints contribute to failures and successes in your group's general experience? What strategies would you adopt to minimize the constraints and maximize the opportunities?

What recommendations for improved implementation and coordination does your group make to increase the chances of success or to reduce the likehood of failures in Ethiopian FFW programmes in the future?

If FFW is to fulfill its potential as an integrated part of the overall national development strategies what must it involve? What are the appropriate conditions for FFW programmes. When should these programmes be implemented.

The groups then reported on their discussion to the plenary session.

Group 1 Report

Mr. Stephen Lloyd, OXFAM/UK, reported for Group 1.

This group expressed the view that the usefulness and success of FFW programmes are conditioned by the level of food availability in a given area. Ideally, these programmes should only take place in areas where there is a food shortage.

The group noted that if FFW goes on for a long time, people will become dependent on it, but agricultural production will not be affected. It suggested that in surplus producing areas the value of the FFW grain is very little and it does not attract people who do not need it.

One participant suggested the advantages of substituting cash for work in lieu of FFW. It was noted that this would be a problem for organizations which do not have ready access to cash.

The group was divided over the appropriateness of FFW for on-farm work, e.g. terracing and bunding. Some group members were in favour of FFW for starting up these activities. Others were definitely against FFW payments for farmers to do work on their own land. Road building and well digging were considered useful activities to be implemented on a FFW basis. In general, activities that take a long period of time to implement and whose benefits are not immediately appparent to the participants were considered appropriate for FFW payments.

In terms of optimizing the results of FFW programmes, the group felt that the quality of work should take precedence over the quantity of work. Small-scale activities had a better chance of success than large-scale projects. Most importantly, it should be ensured that the participant population will receive benefit from the activities.

In terms of an overall strategy, the group felt that the activities should target ways to improve food production. Concomitant with the FFW activities, there should also be education programmes so that the community understands the purpose and usefulness of the FFW activities. The group also

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emphasized that if the community does not participate in planning the FFW activities, they will not have their desired impact.

Group 2 Report

Mr. Ian Shaw reported for Group 2.

This group expressed the following general views on FFW. First, all concurred that FFW is important for development activities in rural areas. The group agreed that FFW was indeed a good tool for achieving development and rehabilitation goals if properly used. There was a greal deal discussion among the group members as to whether FFW payments were wages or not. The group concluded that except in emergency situations, FFW payments ended being perceived by the participants as wages. Finally, the group felt that NGOs with their additional human, financial and other resources tend to implement FFW activities more successfully than the government.

The group expressed the view that both dependency and negative impacts on market prices and production can be avoided by proper management. Selection of beneficiaries, timing of activities and not working in surplus areas were all important to avoiding the occurence of these problems.

The programmes that were felt most appropriate for FFW activities are those which are for the common good. The group members suggested activities such as road building, dams, afforestation, irrigation and soil/water conservation measures. The group recommended that only in emergency situations should FFW be used for work done by farmers on their own land.

The group identified the following factors for success in FFW programmes: good management, good liaison with government, community participation in the planning and implementation of the programme, exchanging views and evaluation by peer groups and good employee relations with the FFW staff.

Factors identified as detrimental to FFW programmes were poor management, redundancy of activities between NGOs and between NGOs and MoA, lack of coordination of NGOs working in the same area and the turnover of managers within NGOs.

For FFW to fulfill its potential as an integrated part of the overall national development strategy, the group felt that the forementioned factors for success must be emphasized. Most importantly, FFW activities must confront the major problem of Ethiopia today, i.e. insufficient agricultural production for the food needs of a growing population. In this respect, FFW activities should target directly or indirectly increased food production.

Group 3 Report

Wzt. Etalem Mengestu reported on behalf of Group 3. Her report began by acknowledging that the 30 years of FFW activities by MoA have not been a success. The group agreed with Fr. Finucane's view that FFW activities implemented on a smaller scale can be successful.

For FFW programmes to be successful, several measures could be taken. First, in the area of tree planting, the issue of the ownership of the forest must be cleared up. Every programme must be supported by technical expertise and adequate financial and material resources. Moreover, the follow-up of these programmes must be assured and this too required manpower and resources.

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The group felt that so far none of the FFW programmes has had any follow-up.

The group had discussed the issue of NGO involvement in the FFW activities. It was noted that in the earlier programmes, most NGOs had worked with RRC. Similiar work in the future would have to be done with MoA. Since MoA is already burdened with a vast workload of its own, this could constrain NGO activity.

The group dealt with the social impact of FFW programmes on communities. It was noted that these programmes can create thousands of new jobs and when they terminate these jobs are lost, jolting the employment structure of the community. With an only 10% increase in agricultural production as a result of the FFW activities, the net effect on the socio-economic structure of a terminated FFW programme can be quite negative.

The group believed that FFW does negatively affect food production at times. The case of tree planting activities which take place at the same time as cropping was given as an example. The consensus of the group was that proper scheduling of FFW activities minimizes the impact on food production.

The group also pointed out that if participants received large payments of food, they will sell what they do not need on the market and therefore depress the price of food.

In addition to the FFW programmes already in existence, the group recommended that the incorporation of FFW into health and training programmes.

Wzt. Etalem Mengestu reported that Group 3 agreed with the factors for success and failure already mentioned by the previous two groups.

Group 3 emphasized the view that dialogue with the community on the planning and implementation of activities was crucial to the implementation of any FFW programme.

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Field Visit to CONCERN'S FFW Project in Damot Weyde June 8-10, 1989

Editor's Note—On the way to the CONCERN project, the workshop participants had the opportunity to visit a windmill pump project in the Ziway area, implemented by CRDA member the Lay Volunteers International Association. The participants were also given a tour of the Shashemene School for the Blind. On behalf of the workshop participants, CRDA expresses its appreciation for the cooperation and hospitality of both LVIA and the Shashemene School for the Blind.

Moya Bunded Hillside

The workshop participants were met near the junction of the road to Soddo by CONCERN field staff members Mr. Patrick Drommy, Mr. Jimmy Lenehan and Ato Sisay Gebre Selessie. The group was then taken to the Moya soil bunding site. There the participants observed a bunded hillside done on a FFW basis. The steep hillside had been bunded by 75-cm. bunds two years ago.

These bunds have now been stabilized with elephant grass.

The bunds were placed at vertical intervals of two metres. The work had been organized on a contract basis. For each three metres of bund, a farmer was paid three kilogrammes of grain. Generally, the farmers started before 6 a.m. and finished their contract by 10 a.m. This left the farmer adequate time to tend to the cultivation of his own land. The farmers worked in two-week shifts. Each farmer was allowed only to work two weeks in a given month. This further ensured that regular agricultural production would not be affected.

CONCERN attempted to assess increased yield on this hillside by surveying the farmers cultivating this land. According to the farmers, a crop yield of 50% was realized on this land.

Both maize and teff are cultivated on the hillside.

The workshop participants inquired about the registration of the FFW workers. The CONCERN staff informed them that there are set registration days. The PAs receive letters informing them that people can register on these days.

The CONCERN staff informed the participants that in the area in general, army worm infestation had damaged crops in the last Meher season and for this reason, many farmers still sought to enroll in FFW activities in order to compensate for their poor harvest.

Because of the unavailability of a regular supply of edible oil, the project gives out oil only occasionally to the workers, and this is done not as anticipated payment but as a bonus.

The staff explained that any farmer who does not attend for 75% of the time for four consequent weeks has his name automatically dropped from the FFW list.

CONCERN is also starting to mobilize farmers for voluntary labour for soil and water conservation activities. This is done through the PAs and done on the fortnightly development day of the PAs.

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The FFW activities are supported by an extension programme. There are 8 extension agents. Each extension agent works with 10 contact farmers. For each contact farmer, there are 10 follower farmers. One interesting extension activity that the agency has introduced to the area is the stumping of coffee trees to prevent coffee berry disease.

Bilbo Spring Protection Site

The participants were then taken to the Bilbo spring protection site. At this site, two springs had been protected by concrete structures. One spring had been used for the last 15 years to supply the town of Bedessa five kilometres away. A pipe running along the side of a ravine had brought the water to the town. Because of the exposed nature of the pipe, it was constantly breaking. Moreover, the size of the pipe was insufficient for the water needs of the town.

After protecting the spring, CONCERN replaced the existing pipe with a 3-inch buried steel pipe with air valves at given intervals and gate valves. This new water system now supplies 2 litres per second to the town while 6 litres per second are available for people coming to the spring itself. CONCERN's staff emphasized that they were very careful not to upset the balance between the needs of people in the locality of the spring and those of the town dwellers. Enough water for the 3000 inhabitants and three tree nurseries in Bedessa is now being supplied. At the spring itself, there is a 30,000-litre reservoir. In the town, there is a 40,000-litre reservoir. The spring has basins for people to wash their clothes and showers for both men and women.

The project was done on a FFW basis. The total cost of the construction and piping in terms of cash and food inputs was between Birr 180,000 to 200,000.

Anka Soil Bunding Site

The participants then travelled to the Anka site. The CONCERN staff sollicited the opinion of the participants about a problem that they were having with soil bunds on this site.

The site which is a large field cultivated with maize is at 1500 metres a.s.l. Upon the recommendation of the CONCERN consultant which had come the previous autumn, the agency had constructed 50-centimetre bunds spaced at wide intervals. The bunds were broken in several places by water from the slope. To remedy this problem, the staff was considering increasing the size of the bunds to 75 centimetres.

The participants offered their comments for the benefit of the CONCERN staff. One participant noted that the bunds were not constructed along the contour of the hill and suggested that this should be rectified. He was informed that the local farmers were resisting contour ploughing and this was a constraint for the optimal construction of the bunds.

It suggested that the velocity of the water was such that 75-cm. bunds would still be too weak to resist it. To reduce the velocity of the water during heavy rains, it was suggested that cut-off drains higher up the slope should be constructed. U- shaped construction for the sections of the bund which traverses the small gulleys would also be more effective. Graded bunds for these gulleys was also recommended. Overall, it was felt that the diversion and control of the velocity of the water at its source higher on the slope was the most effective solution. This solution had the disadvantages of being costly in time and resources.

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Culvert

The participants ended the morning visit with the inspection of a culvert built on a FFW basis. The culvert had been built to replace a bridge which was in constant disrepair. The culvert now guarantees a vital link in the road network in the area.

The design of the culvert allows the stream of a ravine to flow through it in normal times and over it during the heavy rains. The size of the structure was approximately 6 metres by 8 metres. Downstream from the culvert, there were four concrete drop structures in place to stabilize the gulley. The staff was planning to add timber structures for further stabilization.

One of the workshop participants suggested putting in gabions to slow the velocity of the water in the gulley. The project staff has been considering live fencing for this purpose.

Discussion at the Project Site Headquarters

The participants were then treated to an excellent Ethiopian lunch at the new CONCERN compound in Bedessa. After the meal, the following discussion took place.

Ato Sisay, CONCERN, explained some of the extension activities of the project. A new activity which is interesting the farmers is compost-making.

Mr. Karl Pfahler, Hope Enterprises, asked if CONCERN had tried to convince the farmers to change from maize to other cereals. He noted that the cultivation of maize in itself contributes substantially to soil erosion.

CONCERN's staff replied that in the project area maize is the stable of the farmers and it would be very difficult if not impossible to convince them to change. Many other workshop participants agreed with CONCERN's assessment.

Ato Dub Gelma, Radd Barna, asked whether the project was introducing the cultivation of fruit trees. The staff replied that fruit trees were already being introduced.

Presentation of the Project's Medical Component

Ms. Mary Murphy reviewed the medical activities of the Damot Weyde Project for the benefit of the participants.

The project began in 1986 at the request of the Relief and Rehabilitation Commission. The first activities were intense feeding and the distribution of rations to famine victims.

Two expatriate nurses were brought in and a clinic was constructed in Bedessa. The nurses started to work with MoH by supplying and supervising Mother and Child Health centres. More recently, the CONCERN staff will launched its Accelerated Child Health Care Development programme (ACHCD). In this programme, the mothers come to the clinic on days suitable to them. This has resulted in a much better participation level.

The next activity in the medical planning is largescale involvement in the Expanded Programme for Immunization (EPI).

The project's medical programme was interrupted by the outbreak of meningitis. The meningitis epidemic started in December 1988. At its peak, there were 30 deaths a day in Damot Weyde. CONCERN responded with the setting up of two meningitis centres for vaccination and curative treatment. 73% of the population of Damot

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Weyde, i.e. 66,000 people, was vaccinated during this campaign.

Other current health activities of CONCERN's staff include establishing and supporting village health clinics, working with Community Health Assistants (CHAs) and Traditional Birth Attendants (TBAs) and conducting trimestrial nutritional surveys.

Ms. Murphy explained that the nutritional surveys were important for identifying needy people for participation in the FFW programmes. CONCERN will be involved in building health posts for CHAs and supplying them with start-up stocks of medicine for revolving fund pharmacies.

Presentation of CONCERN's Agricultural Extension Activities

Ato Sisay outlined the agricultural extension activities of the project. There are 8 zones in the wereda. An extension agent is assigned to supervise each zone. Each extension agent has ten contact farmers and 100 follower farmers. The activities covered by the extension agents with their contact farmers include intercropping, contour ploughing, row-planting, compost-making, forage crops, agro-forestry and fruit tree planting.

Hillside Plantation

After these presentations, the participants were invited to visit a hillside plantation of eucalyptus trees. The site was at 2300 metres a.s.l.

The trees were planted three years earlier on a FFW basis. 80 hectares were planted with a density of 2500 trees per hectare. The initial purpose of the plantation was to prevent soil erosion on the hillside. Since the trees will soon be ready for harvesting, the question of ownership is now being discussed between CONCERN and the MoA. According to agency's staff, the MoA has now verbally agreed that ownership of the plantations be given to the PAs.

162 hectares of trees have been planted by CONCERN in Damot Weyde. In the next phase of the project, more trees will be planted, but CONCERN is trying to clarify the ownership question first. This year alone, the target is to plant another 100 ha.

The guards for the tree plantation are employed on a FFW basis. CONCERN staff has been responsible for the management and maintenance of the plantations until now. The agency is involved in an extension programme with the PAs and MoA which would turn over this responsibility to the community.

Proper guarding and maintenance of the plantations have contributed to the excellent survival rate of 85%. The agency has used plastic tubing for the seedlings and has planted a number of species of eucalyptus and accaccia trees.

Second Discussion at CONCERN's Compound in Bedessa

It was decided to hold a brief exchange of views for the benefit of the CONCERN field staff.

One participant who had worked in Damot Weyde, several years earlier, complimented the agency on the improvement of the road system in the area. It was noted that the creation of new roads and upgrading of old roads were both done on a FFW basis.

The group in general noted the serious soil erosion problem throughout the areas visited. Ato Sahle, CRDA, suggested that CONCERN concentrates its efforts on a

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few PAs instead of spreading its resources over the entire wereda.

Another participant advised the field staff to attempt to increase voluntary participation in its programmes through incentive schemes such as the giving of fruit tree seedlings and tools to volunteers.

Ato Sahle suggested that incentives could also be on the level of community rather than individual benefit. He pointed to the example of providing the community with a grinding mill in exchange for the mobilization of voluntary labour.

Ato Dub Gelma, Redd Barna, remarked the use of vegetation on top of the bunds and said that this was an excellent idea not only for bund stabilization but also for providing much needed forage for livestock.

Asked whether the market prices of food were being monitored in the project areas, Ms. Murphy replied that market research was being carried out in areas where FFW activities were taking place and in areas where they were not.

Ato Sahle suggested that the selection of tree plantation site could be reviewed. He noted that the site that the group visited was in a high altitude area which already had considerable forest cover. He suggest that tree plantations would perhaps be better located in the low altitude areas which are largely denuded of forest and other vegetation cover. He also agreed with the CONCERN's staff that the resolution of the ownership question was of the highest priority.

Finally, the staff was asked how workers are selected for the agency's tree nurseries. The staff explained that priority is given to women who are heads of families and to handicapped people.

The participants then thanked their hosts and returned to Wondogenet Hotel where they passed the night.

Final Discussion at Wondogenet Hotel on June 10

On morning of June 10, the workshop held its final session at Wondogenet Hotel.

One participant said that the visit of the project sites was too short. Another added that the visit needed to be longer with a clearer itinerary of activities to be visited. Moreover, he added that the project holder should be made ready for criticism in order for everyone to engage in frank and constructive discussion.

One participant expressed his view that despite the shortness of the visit, he gained some good general ideas of the potential of FFW for development activities.

Another participant remarked that given the enormous needs of the country, FFW activities contribute only a very small amount.

A member of the group noted that when CONCERN chose the sites for tree plantations, they consulted the government authorities but not the community. He said agencies need to go to the grassroots and talk to the common people about the priorities of the community. He also noted that the plantation that they visited was on top of a mountain which already had a good deal of natural forest cover and was far from the towns which needed the additional fuelwood.

One group member asked whether it is difficult to obtain land from the community for forestry projects. In general, the group felt that in the current situation, communities

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are willing to give freely common land for this purpose. It was noted that much of the common land is barren and of little use to the community.

It was observed that in the areas along the FFW roads, large gulleys had formed and it was recommended that CONCERN address this problem before it leads to more serious erosion.

It was also noted that around the protected spring that the group visited, there was also serious soil erosion which could eventually affected the spring installation itself.

One participant said that he did not see a very active cooperation between the field staff of agency and MoA. Another group member said that in fact there was very close cooperation between CONCERN's Ato Sisay and the MoA development agent in Bedessa. He explained that often the two did each other's work when one would be away on holidays or for other reasons.

It was noted that the field staff were considering abandoning the construction of 50-cm. bunds because of one bad experience. It was recommended that the agency should not be hasty in discarding new techniques and that it should incorporate a degree of experimentation into its work. The 50-cm. bunds could be experimented on uncultivated land so that if they continue to fail, this would not have negative consequences on the farmers' attitude toward the project.

One group member proposed that the agency should emphasize not only engineering structures but also cultural practices such as intercropping.

One participant stressed his view that the cultivation of maize on hillsides creates serious soil erosion problems. He noted that in Northern Shewa, barley is cultivated on slopes twice as steep as the maize fields visited and soil erosion is not a problem. The spacing of the maize plants does not allow this crop to properly hold the soil.

The group held the view that maize was the staple of the area and to convince farmers to change to another cereal crop for their own consumption would be futile. It was suggested that intercropping techniques could allows maize-planted slopes to be stabilized.

The group discussed the issue of sustainability. Many NGOs do not know how long they will be in a given area. It is essential that the handover of activities to MoA and the community be properly thought out and planned so that activities are continued after the departure of the NGO.

For the maize field visited, the group agreed that diversion canals on the higher areas were essential for the conservation of the soil on the slope. The construction of larger bunds in itself would not solve the problem.

One group member inquired about the extensive use of cement in the engineering structures. He noted that cement is expensive and a very difficult commodity for farming communities to obtain. He wondered if the difficulties of the community in replicating and maintaining cement structures suggested that it might not be better to construct engineering structure with wood or other locally available materials.

The group members noted the lack of stones in the areas and the fact that the cracking of the soil in the Wellaita area made the use of wooden structures unadvisable. The consensus was that cement was still the most

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appropriate material in the Damot Weyde area.

A participant noted that the wooden check dams along the side of the roads would soon be washed away. He recommended that live fencing be introduced to control the velocity of the water in the gulleys adjacent to the roads.

The group then debated the general prospects of the Damot Weyde area and the role of FFW for the development of this area.

The question arose of how long FFW could continue when the source of donated food to Ethiopia is decreasing. In Wellaita, the land is under the increasing pressure of a growing population. At the moment, FFW is playing a vital role in covering the deficit in agricultural production in the area. There is a definite need to increase the productivity of the farm land.

The group felt that despite the many improvements that FFW activities could bring to Wellaita, the land was already saturated and thought had to be given to question of new ways to absorb the growing population. The pressure on the land could either be relieved by the introduction of industry or by the resettlement of farmers to other areas.

Given this dilemma, how should agencies like CONCERN plan their long-term strategy? The question arose whether an NGO integrated development strategy for an area like Wellaita should include an industrial component.

The group suggested that income generating activities such as soap making and cattle fattening could be examined by the agency. Eventually, some small industries should be introduced to the area.

One participant suggested that given the increasing production of cotton in the area, a small factory for cloth making might be introduced. The same participant wondered whether such a factory might be constructed and started on a FFW basis and then turned over to a cooperative.

The group saw NGOs and church groups as essential to the development of the management skills of the peasants. In the long run, the sustainability of social and economic improvements to the community depended upon the ability of the farmers to manage and to build upon these improvements.

The group praised CONCERN for its many achievements in the Damot Weyde area. In particular, they were impressed by the agency's ability to vaccinate 66,000 people during the recent meningitis epidemic.

The meeting conclude with two final comments from participants. One was that the agricultural extension work of the agency should be strengthened and the other was that bee-keeping might be a new activity worth considering by the project staff.

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Appendix I: Workshop Programme May 25, 1989

Registration	8:45 - 9:00 a.m.
Welcoming Address by Ato Hagos Araya Deputy Executive Director CRDA	9:00 - 9:10 a.m.
Presentation 1: Food for Work in Ethiopia - Viewpoints of an Implementing Agency by Comrade Kebede Tato, Ministry of Agriculture	9:10 - 9:30 a.m.
Discussion of Presentation 1	9:30 - 10:30 a.m.
COFFEE/TEA BREAK	10:30 - 10:50 a.m.
Presentation 2: Concern and its Experience with a Food-For-Work Project by Fr. John Finucane, CONCERN	10:50 - 11:10 a.m.
Discussion of Presentation 2	11:10 - 12:10 a.m.
LUNCH	12:10 - 1:15 p.m.
Presentation 3: Impact and Sustainability Study of WFP-assisted Project Ethiopia 2488 EXP. II by Jane Beckett Brown, World Food Programme	1:15 - 1:35 p.m.
Discussion of Presentation 3	1:35 - 2:35

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Appendix II: List of Participants of Food-For-Work workshop May 25, 1989

1. Karl Pfahler	Hope Enterprises/Mennonite Mission of Ethiopia
2. Desalegn Buntasie	Swedish Philadelphia Church Mission
3. Tekle G/Mariam	Faith Mission
4. Bellete Degou	CARE-Ethiopia
5. Etalem Mengestu	Food and Agriculture Organization
6. Zealbo Wosen Asfaw	Ethiopian Orthodox Church - DICAD
7. Maccio Massimo	Lay Volunteers International Association
8. Girma Gegahegn	Lay Volunteers International Association
9. Zelleke Shibeshi	Catholic Relief Services
10. Abate Getatchew	Ethiopian Catholic Secretariat
11. Jenberu Robele	L'Esperance Children's Aid Organization
12. Ian Shaw	CRDA
13. Temoteos Beras	Swedish Philadephia Church Mission
14. Getachew Mekonnen	Swedish Philadelphia Church Mission
15. Lennart Josefsson	Swedish Philadelphia Church Mission
16. Fekade Gessesse	L'Esperance Children's Aid Organization
17. Yoseph Banana	Swedish Philadelphia Church Mission
18. Joseph Rodrigues	Jesuit Relief Services
19. Mulugeta Ayalew	OXFAM
20. Bekele Gemu	Kale Heywet Church Development Programme
21. Hansemo Hamela	Norwegian Church Aid
22. Dub Gelma	Redd Barna
23. Ehara Hiroaki	Japan International Volunteer Centre
24. Stephen Lloyd	OXFAM
25. Bodja Getatchew	Ethiopian Evangelical Church - Mekane Yesus
26. Samuel Gizaw	CARE
27. Mekonnen Tesema	Finnish Mission
28. Italo Bertocchi	Lay Volunteers International Association
29. Gizaw Shibru	Canadian Physicians for Aid and Relief
30. Feseha Merawi	Redd Barna
31. Sahle-Mariam Mogus	CRDA
32. Hagos Araya	CRDA
33. Kebede Tato	MoA
34. John Finucane	CONCERN
35. Jane Beckett Brown	World Food Programme
36. Berhane Berhe	World Univeristy Services of Canada
37. Sisay Abebe	World Vision International/Ethiopia
38. Merid Gizaw	Save the Children Federation/USA
39. Mesfin Yared	Church of Christ
40. Taddesse Kanaa	Lutheran World Federation
41. A.H. McCarron	UN/EPPG
42. Tedros Aghegn	World Food Programme
43. David Hardware	Adventist Development and Relief Agency
44. Gordon Creighton	Society of International Missionaries

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Appendix III: Evaluation by Participants of Workshop

The participants were asked to fill out a brief evaluation form for the workshop. 27 forms were returned. Below is a summary of the responses.

Question 1. Did you find the workshop useful.

All the respondents replied "yes."

Question 2. How could it be improved? Please make suggestions.

- Invite those people who have good experience to share.
- Experiences are very important as well as seeing field programmes which are well organized and managed.
- It could be improved by exchanging views and sharing ideas, i.e. by preparing workshops.
- I would suggest that the speakers also be present for the group discussions and that they share their views and make more suggestions during these discussions.
- More time should be given to the workshop (6).
- It would be useful for the participants from each organization to have the opportunity to explain what they are doing in terms of FFW programmes. Perhaps, an information sheet to this effect could be prepared before the workshop.
- There should be more time to discuss and exchange opinions after each presentation.
- Agenda topics should be given to the participants well in advance so that they could generate fruitful ideas and share their past experiences for better results.
- By inviting educated and experienced personnel on the topic selected for the workshop.
- Arrange more field visits.
- Add management training.
- Invite more field staff.
- Provide a list of participants and the projects in which they are involved.
- Include audio-visual materials (e.g. films and videos) on FFW in Ethiopia and elsewhere.
- Supply related literature, e.g., books, magazines and proceedings.

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- This kind of group discussion is really of high importance and I feel that it should not stop at the level of discussion but should also be supported by practical activities. I mean the kind of discussions at which we have arrived should be seen by the concerned authorities and be made practical.
- It could be improved by asking each person what he thinks of the specific topic after each presentation.
- Information on the FFW programmes started 20-30 years ago would have been useful.
- It would be useful to send beforehand to the participants the discussion topics.
- It would have been useful to obtain the farmers' views on the conservation activities.

3. What aspects of the workshop did you find most interesting?

- The sharing of ideas and experiences (2).
- Ideas on the implementation and management of FFW programmes.
- The way the presenters and participants explained their experiences.
- I found the group discussions most interesting (6).
- The presentations, especially the first two. Also the group discussion.
- All aspects (3).
- The problems, suggestions and possibilities forwarded to improve FFW programmes were of great interest.
- The participation of the participants, especially in the group discussions, and the briefings by Fr. Finucane and Ms. Brown were very interesting and generated a lot of ideas in the group discussions.
- Ato Kebede's presentation (2).
- The discussion of FFW as an incentive or a wage.
- Ms. Brown's presentation.
- The general discussions (2).
- The most interesting aspects of the workshop was the efforts to find solutions for FFW problems through the sharing of experiences.
- The approach based on "what happens" and not on "what should happen."
- The realistic view towards the FFW programmes.
- The discussion about sustainability and ownership (2).

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4. Will the workshop have any effect on your work? If yes, please specify.

22 respondents answered "yes" and 5 answered "no."

Comments

- I learned that when problems arise, transportation, finances and management are the most important things.
- It will have an effect on my work. We got a lot of good ideas.
- My ideas are a little clearer about the need for proper management for FFW activities as well as where and when they should be conducted.
- Now that the emergency phase in Ethiopia is over, my organization's focus is on development activities, including FFW projects. In my current capacity, I will be involved in the planning and reporting phases for these FFW programmes.
- I have learned that there is a need to re-evaluate on-going programmes.
- The workshop will have a significant contribution to my work because I am working in a an afforestation programme.
- The workshop will affect our thinking about the future.
- It has improved my way of thinking and will help me in changing some of the approaches taken by our organization.
- The workshop has improved my knowledge of agricultural development and water development.
- The concept of using small-scale FFW for punctual action will be of benefit to my work.
- I learned that working in only one area can make you near-sighted. Looking at the problems of the entire country allows you to broaden your horizons.
- The workshop will help me to correct some of mistakes and plan different approaches.
- I gained some useful information for the better planning of our activities.
- I am engaged in a FFW programme. The workshop has helped me to see some of the shortcomings and strong points of our programme.
- The workshop information will help me in re-organizing some of the field activities.
- The workshop will help me in devising FFW strategies.

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Appendix IV: Evaluation by Participants of Field Visit

The participants were asked to fill our a brief evaluation form for the field visit. Eleven forms were returned. Below is a summary of the responses.

1. Did you find the field visit useful?

All respondents answered "yes."

2. How could it be improved? Please make suggestions?

- The staff of the project to be visited should be prepared for criticism. They should be ready to accept frank assessments of their activities so that both they and the field visit participants can benefit from the project's experience and improve programming in the future.
- More time is necessary for briefings on all of the project's components and seeing all fields of activity.
- More visits of the activities and longer discussions with the project staff and farmers would be useful.
- To have a better understanding of FFW, longer trips should be organized. These should include team (groups) discussion, case studies, etc.
- People from MoA involved in FFW activities should also participate in such field trips.
- The field trip should be longer. Tents and food could be brought along to allow the participants to overnight within the project area.
- The project is relatively new. It would have been interesting to see as well FFW programmes started earlier or even programmes which are finished. This would give us a better understanding of the project results and the issue of sustainability.
- Written project information should be given to participants in advance so as to save time for discussion.
- More time should be given for the field visit and more information should be gathered from different NGO groups. CRDA should also focus not only on the start of projects but on the entire project process. So often we start things but do not see them through.
- The field visits should be more frequent and discussions about the field visits should be exhaustive.

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3. Will the field visit be beneficial to your work? If yes, please specify.

All respondents answered "yes."

Comments

- I saw marvelous and impressive afforestation activities. I will try to apply these activities on a small scale in my project.
- The community approach which differs from my organization's approach was something new that I learned.
- Information about the technical standards of the work was useful.
- The technical discussion in the field among experts having different experiences and education really make me learn a lot.
- The information on the spacing and size of soil bunds as well as the approach to take in the treatment of watersheds was useful.
- Now that the emergency phase is over, my organization's focus is on development, including FFW programmes. The field visit has helped me understand what types of FFW activities are carried out by most NGOs, and this will help me in the preparation of operational plans and progress reports to our donors.
- It really helped us to exchange views and experiences which will be helpful in reviewing programmes and to get to know each other.
- The information on afforestation and soil conservation will be useful.
- The information was generally good. It will help me to avoid making similar mistakes. I also got some new ideas during the discussions with the other participants.
- I was very encouraged by CONCERN's project.
- The field visit definitely helped me to acquire a good knowledge about development activities. The sharing of experience by other NGOs helps newer NGOs in their development activities. The field visit also helped me better understand the living conditions of rural communities.
- The field visit was very important because I am dealing with a FFW programme. Learning how to work with the beneficiaries, discerning their priorities and learning about the technical aspects of CONCERN's project has helped me in my work.

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