

**The Sudan - Sahel - Ethiopia - Eritrea (SSE) Programme**

# **Review of Rama Integrated Rural Development Programme**

**Proposed for SSE Funding  
by  
Norwegian Church Aid/Ethiopia  
on behalf of their partner  
Ethiopian Evangelical Church Mekane Yesus, Tigray**

**DRAFT REPORT**

**November 1995**

**NORAGRIC**  
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# Acknowledgements

The Noragric team would like to express its sincere gratitude to Norwegian Church Aid/Ethiopia and their partner the Ethiopian Evangelical Church Mekane Yesus for the well organised field trips and meetings conducted during the period 20-25 November, 1995. The discussions both in the field and at the Headquarters were frank and informative. The openness and assistance given to us by the Norwegian Church Aid/Ethiopia and the Ethiopian Evangelical Church Mekane Yesus staff as well as members of the Technical Committee and Steering Committee in Rama and Axum respectively were thoughtful and indispensable for our work.

We are also grateful to the representatives of the beneficiaries who gave us insights into their socio-economic and environmental problems and opportunities as well as the direction of social change and long term development plans in central zone of Tigray. It is our wish that they will face the challenges of sustainable development aided by their renowned vigour and determination.

Jon Kr. Øiestad

Aregay Waktola



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# Executive Summary

This mission was a follow up of the field visit in 1995 which was conducted by a team from the Centre for International Environment and Development Studies, Noragric (Noragric) at the Agricultural University of Norway. Based on the findings of that mission, the Norwegian Agency for Development Cooperation (NORAD) was advised to withhold approval of the project pending resolution of outstanding issues mainly relating to the capacity of the partner organisation, the Ethiopian Evangelical Church Mekane Yesus (EECMY). There was no question as to the need for assistance to the poor in the designated project area. Due to limited means and improved methods as well as the poverty of the land resources that have suffered the most from environmental deterioration through natural and human factors, production capacity is wanting.

The present review has revealed that considerable advances have been made during the past year with respect to many of the limitations observed during the previous visit. It is confirmed that the project has managed to mobilise the interests and support of the grassroot institutions and local government structures. The planning process and implementation strategies observed and noted from discussions during the visit are remarkable compared to what had been demonstrated a year ago.

Nevertheless, the number and quality of the project staff have not changed. This still remains an outstanding issue. The review team has used every opportunity to express the seriousness of the matter and highlighted this condition for project approval. There is a need for at least five field staff with a minimum of a 12+2 diploma qualification. This is assuming that there will be six components as proposed in the draft project outline where the health component will be taken care of by the Ministry of Health and the other components will be handled by the project. Strengthening the Mekelle Office with professional staff that can offer leadership and technical support to the project is also a pending need. EECMY is confident that these requirements will be fulfilled in view of the decision made to that effect by the Church. The Headquarters staff in Addis Ababa has been strengthened by the employment of additional staff with proper qualifications.

On the whole, the Noragric team is satisfied with the measures taken and planned thus far. There is a considerable seriousness of purpose and well organised moves by all concerned parties to address the key issues in order to comply with the SSE programme objectives and operational guidelines.

# Acronyms

Baito	Elected council
DAP	Fertilizer
EECMY	Ethiopian Evangelical Church Mekane Yesus
EOC	Ethiopian Orthodox Church
LFA	Logical Framework Analysis
MNRSA	Management of Natural Resources and Sustainable Agriculture Courses M.Sc. Programme
MOA	Ministry of Agriculture
NCA	Norwegian Church Aid
NCA/E	Norwegian Church Aid - Ethiopia
NGO	Non-Governmental Organisation
NLH	Agricultural University of Norway
NORAD	Norwegian Agency for Development Cooperation
Noragric	Centre for International Environment and Development Studies, Noragric
NREDP	Natural Resources, and Environment Development and Protection
PSU	Professional Support Unit
REST	Relief Society of Tigray
RIRDp	Rama Integrated Rural Development Project
RRA	Rapid Rural Approach technique
RRB	Relief and Rehabilitation Bureau
RRA	Rapid Rural Approach
SSE	Sudan-Sahel-Ethiopia programme
Tabias	Local administrative council
TOR	Terms of Reference
Woreda	Area council



# Introduction and Terms of Reference

The mission was a follow up of the field visit conducted by a team consisting of Sidsel Grimstad, Jon Kr. Øiestad and Aregay Waktola from the Centre for International Environment and Development Studies, Noragric (Noragric) at the Agricultural University of Norway (NLH). Full details of the visit are presented in the report of December 1995 entitled "Review of projects proposed for Sudan-Sahel-Ethiopia programme financing" (SSE programme). Based on the findings of the mission, the Norwegian Agency for Development Cooperation (NORAD) was advised to withhold approval of fund requested for the project. The reasons cited for this and the specific issues raised were as follows:

1 The project document and field observations had revealed the weak foothold of the Church in the community and as such local participation and institutional support in the planning of the project were lacking.

2 The institutional set-up for project implementation, co-ordination and supervision were found to be inadequate.

3 The size of the project staff as well as the level of their qualification was not satisfactory to match the scope of the project proposed for SSE funding. It was also felt that the recruitment policy and preparedness of Ethiopian Evangelical Church Mekane Yesus (EECMY) to employ the required staff both in quantity and quality during the course of the project were questionable.

4 The involvement of the *Woreda* administration, concerned line ministries and grassroot institutions was not adequately articulated. For example, membership of the steering committee had not included representation from the *Woreda* administration, the line ministries and the *Baito*.

5 There was a clear lack of implementation procedures and strategies to ensure participation of the beneficiaries. Phasing-out strategies were not built into the project. Moreover, the development approach followed was highly individualistic relying on the use of model farmers. This approach has been proved inappropriate for community based development initiatives.

In view of the above issues raised by the team, it was recommended that the project needed reformulating. A planning phase of one year was suggested for SSE funding for this. After some dialogue between NORAD and Norwegian Church Aid (NCA), the idea was accepted and followed through. The main purpose of the mission was therefore to review the accomplishments of the past year in line with the principles and guidelines of the SSE programme.

Details of the Terms of Reference (TOR) of the mission are given in Annex 1. In short, the key elements of the project to which the members of the mission were asked to give particular attention were:

- the overall organisation and management of the project
- the credit schemes (grain mills, water pumps for irrigation)
- the extension strategy considered for agricultural development
- planning and implementation of environmental rehabilitation (afforestation) activities.

## **1.0 Background**

The background and the basis for the review of the project are covered in the Noragric report of September 1995 item 2 pp. 3-7. These details are not repeated here as there have been no substantive changes made during the year in this respect. It is, however, useful to read this report with reference to those parts of that report which deals with the Rama Integrated Rural Development Project (RIRD).

## **2.0 Methodology/strategy followed by the reviewers**

The period proposed to Norwegian Church Aid - Ethiopia (NCA/E) by Noragric for the review of the RIRD had coincided with the time NCA/E had fixed with their partner, EECMY, for planning and preparing the project proposal. In view of this, NCA/E's suggestion of integrating their activity with that of the mission of the Noragric team was accepted. This, in fact, proved to be a very exciting and fruitful combination.

The Noragric team was already in Axum in connection with the SSE Workshop that took place 13-18 November in Mekelle and then extended to Axum. On 19 November, the team had a planning session with the NCA/E staff, EECMY project co-ordinator and RIRD manager to agree on the programme prepared by NCA/E. Mr. Stale Stavrum, senior executive officer in NORAD and Jon Lineikro, consultant at NCA/Oslo on environmental issues for Eastern and Western Africa were also present. Annex 2 shows the programme (Field Study Itinerary). This was adopted as presented.

In accordance with the programme, site visits were conducted on 20 and 21 November covering the area closures, grinding mill, and irrigation as well as the clinic, vocational school and water supply centre. Discussions were held in the field with beneficiaries in the presence of project staff as well as members of the Steering Committee and other Zonal and Woreda authorities.

A highly simplified Rapid Rural Approach (RRA) technique was initiated in the field involving the beneficiaries (40), the Woreda administrator, representatives of line ministries and NCA/E staff (comprised of members from the Steering Committee), to enable the beneficiaries to identify and determine their priorities. The other participants were asked to observe without any intervention. The forum was dominated by the farmers who had come from the four *Tabias* in which the project was operational. Five groups were formed, one of which was a women's group facilitated by a nurse from NCA/E. Chairmen and secretaries were selected from the representatives of the line ministries and assigned to each of the other groups.

The discussions lasted over two hours. Participants were repeatedly informed that the deliberations of each group entailed no firm commitment at that stage but that their ideas could be considered in the formulation of the project proposal. The priorities thus identified by the five groups as recorded by the secretaries were examined in a debriefing session held that evening at Africa Hotel in Axum. This time the observers at the previous discussions were asked to participate actively in the meeting along with members of the Steering Committee as shown in Annexes 2 and 3. The process essentially involved sharpening the priorities presented by the secretaries, the interpretation of concepts and terms of the Logical Framework Analysis (LFA). A committee was formed to study the five lists of priorities and generate one list of priorities without sacrificing the main points expressed by the beneficiaries. The list thus prepared by the committee

was presented at the meeting the following day and thoroughly reviewed in two steps.

In the first instance, the priorities/activities were studied and grouped under seven major thematic categories, namely health services, water resources development, soil conservation and forest development, agricultural development, credit, human resource development, and infrastructure. The participants were then divided into two groups to fill out the LFA Chart, i.e. goal, objective, output, activities, inputs (see Annexes 4-6) drawing from the list of priorities/activities proposed by the farmers. Each group was then asked to comment on and/or criticise the work of the other group. After some interactions the groups were combined to develop a master list of priorities under each thematic category in accordance with LFA.

The next step was to undertake the process of budgeting. Three groups were formed for this purpose and a hypothetical figure of Birr 4, 500, 000 was given to each group as the total financial resource available for the project to buy activities by consensus of opinion. Three participants were assigned to serve as competing merchants. They were given price list for the items included in the priority list. This exercise was labelled as a "Buy It Role Play". The condition was that group members should strive for a consensus of opinion in selecting items and markets for the purchase. This process illustrated the decisions people or institutions actually make in prioritising and budgeting their activities. Furthermore the results were expected to form the basis for the preparation of the project proposal.

The LFA exercise was not an easy one to convince all to parties to participate in, especially with respect to the terminology of the LFA. None of the participants, except for the project manager, were exposed to the RRA methodology. It would have been easier if the RRA training had been given a few months earlier to give a better understanding and appreciation of the process in project preparation and appraisal. According to NCA/E, people who had attended the RRA training workshop held in 1995 in Mekelle from the project area were out of reach as they were transferred by their respective line ministries. This has been a pressing problem for the partners in the North which should be sorted out with the regional and local authorities concerned.

Therefore, the above exercise must be taken as an induction to this methodology. A strong appeal was made by representatives of the line ministries that such a training workshop should be organised as soon as possible in Axum to enable

them to acquire the principles and skills of RRA. The Noragric team saw this suggestion positively and shared the view that in doing so it might be useful and constructive to include staff from other NCA/E partners.

It must be noted that through the above process, the Noragric team were able to secure information and answers to questions pertinent to its TOR. Moreover, the presence of the review mission has aided the process of planning and there was a fruitful interaction and dialogue on the issues of rural development. If and when the project is approved by NORAD, Noragric participation will be considerably more direct.

Relevant documents and minutes of the Steering Committee meetings obtained from the project office were reviewed. Furthermore, meetings were held in Addis Ababa with senior management staff of NCA and EECMY to discuss the outstanding issues as well as what the Rama and Axum exercises had offered in the preparation of the project proposal.

The project proposal should be finalised soon if it is to be considered for funding starting 1996.

# Findings of the mission

## 3.0 Organisation and Management of the Project

It should be remembered that the staffing situation was of a serious concern as noted in the previous review. There have been no significant changes made in this regard since then (see Annex 7). The size and qualification of the project staff still remains an outstanding issue. The review team has used every opportunity to stress the seriousness of the matter and to highlight its conditionality for project approval.

If the project proposal is to be finalised as envisaged in the process described in section 2 above, at least five qualified staff with a minimum of a 12+2 diploma qualification will be needed. This is assuming that there will be six components as proposed in the draft project where the health component will be taken care of by the Ministry of Health and the other components will be headed by project staff. EECMY is confident that these requirements will be fulfilled and that this will be reflected in the project document along with the budget and other related considerations.

The other step that should be taken is to make the Mekelle office fully operational. The office should be co-ordinated by a high level professional staff preferably at master degree level in a relevant discipline and with considerable experience in integrated rural development. EECMY also plan to appoint a human resources co-ordinator with similar qualifications, based at Mekelle. Neither positions have been advertised as yet although the decision on these appointments has already been taken by EECMY at the headquarters. Salary scales are reportedly adjusted including relaxation of other restrictive employment criteria so that the Church are able to attract competent professionals for these posts.

The staffing situation at the headquarters has been improved with the employment of Ato Soresa Ergesa, a 1992 graduate of the Management of Natural Resources and Sustainable Agriculture Courses Programme (MNSRA), a master degree programme at Noragric. Two more positions are advertised at a bachelor degree level, one in general agriculture for women's issues and the other in a relevant field of rural development for project co-ordination. With these additions, EECMY are confident that they will be better positioned to offer professional services and guidance to projects. The team concurs with this

provided these plans are implemented. The team has not been told of any changes regarding the NEA office at Dessie.

NCA/E have indicated that they will continue to provide technical backup through their Professional Support Unit (PSU). The strategy includes continued participation in the Steering Committee in the planning and evaluation of project activities. PSU will also be involved in baseline studies and staff development programmes geared especially to the needs of their partners in the region, i.e. RIRD, Relief Society of Tigray (REST) and Ethiopian Orthodox Church (EOC) in the Wag Environmental Rehabilitation and Development Programme, through short term training and the like.

The contribution by the Woreda Administration was expressed in terms of providing technical assistance, co-ordinating the different structures of the local government, i.e. Agriculture and Natural Resources, Health, Education etc., as well as mobilising local communities and their resources in support of project implementation. In general, they promise to facilitate the participatory approach and help integrate the various components of the project. Nevertheless, they have made it clear that material contribution would be limited as long as the area is subjected to drought and related natural hazards.

To summarise, the Noragric team is satisfied with the measures taken and planned thus far. There is a considerable seriousness of purpose and well organised moves by all concerned parties to address the targets of RIRD and through them the SSE objectives.

## **4.0 Credit Schemes**

Under this category, there are two types of activities. These are a) provision of credit for the purchase and operation of grain mills by women's groups and b) sale of water pumps to farmers who have irrigable lands.

### **4.1 The Grain Mill**

The team was informed that two grain mills, one at Dairo Tekle (Addis Alem Mahiber with 14 members) and the other at Mereb (Sifrachew with 18 members) had been installed and made operational. In the 1995 review report, it was noted that the installation of the grain mills was in process and is a means of income

generation for women. It was also observed that the project had originally lacked local support and co-ordination to promote, train and organise the women's group. Considerable progress has been made since then. A home extension agent now supervises the women and, on the basis of observation, the team feels that she is making a great deal of impact in organising and assisting the women's group. This is reflected in the section that follows. The team was also informed that considerable assistance has been secured from the Woreda Ministry of Agriculture (MOA) co-operative worker.

The apparent conflict that was sensed at the time of the previous visit regarding the EOC grain mill which was installed within two metres of the project mill is no longer an issue. This was confirmed by a brief meeting the team had with the EOC priest in charge of the EOC grain mill. We were assured by the women that their mill was first installed but that EOC managed to make their mill operational ahead of the project's mill. Whatever the case may be, there is very little concern now that both mills have enough customers and that both parties are co-operating in many ways in running the mills.

#### **4.2 Organisation of the Woman's Group**

The team was impressed by the progress achieved in organising the women's group. A visit to the grain mill and a meeting was arranged for the team with the Addis Alem Mahiber at Dairo. Eight of the members were available including the home agent who works with them. The team were allowed to discuss freely with the members through an interpreter, without any interference from the project staff. The women informed the team about their initial difficulties in managing their affairs. The group originally organisation at the Tabia level had created problems in the day to day follow up and supervision of the mill operators. There had also been constant disagreements between the leaders of the group and the employees which ultimately led to suspension of operations for some time. Later on, a women's association was formally organised in accordance with government regulations. A management committee was formed, drawn from the members living in the village where the mill is located. The management committee is presently composed of 7 members consisting of chair person, secretary, treasurer, accountant, auditor and 2 ordinary members.

The committee meets every Sunday unless there is overriding community action in the area. Furthermore, two members are assigned each day to be at the mill and supervise the work of the employees. These serve on a voluntary basis without any form of compensation.



The mill has started earning money. During the 40 days of operation after reorganisation, an income of Birr 711.00 was made. This is in the hands of the treasurer. Procedures for opening a bank account have been started. The process is in progress with the assistance of the Woreda MOA co-operatives co-ordinator.

The future plan of the woman's association includes strengthening and expanding mill operations, poultry production, goat production, water development, improving health and household management. Their primary concern at this stage is to strengthen the existing mill and to make it sustainable thus generating income on a continuous basis.

#### **4.3. The Irrigation Co-operatives**

As in the case of the women's association, there has been great achievement in organising the beneficiaries into co-operatives during the past year (June, 1995) in accordance with government guidelines and directives. The project has established three co-operatives in three of the four Tabias in which it is operating. This was done in collaboration with the Woreda MOA Co-operative Section. Table 1 presents the name, location, membership and area of irrigable land the associations manage. There is a co-operative established by the Woreda MOA in the fourth Tabia which is in the project area.

The RIRD Technical Committee decided that one water pump for each of the co-operatives under the project was to be sold with a 25 % subsidy to be repaid within a period of three years. The cost of each water pump after subsidy is Birr 1,8750.00. Otherwise, the market price is Birr 25,000.00 per pump. The Woreda administration has assumed responsibility for the implementation of the agreements signed with the co-operatives. The repayment schedule is as described in the 1995 review report, i.e. 25% down payment, 35% to be paid during the second year and 40% during the third year. The signatories of the agreement are the beneficiaries, the Woreda MOA, the Woreda administration and the project.

It was also reported that one pump was sold to a model farmer at a cost of Birr 25,000.00 without any subsidy. According to the records, this farmer was in a position to pay a down payment of Birr 10,000.00 in cash at the time of delivery. What makes him a model farmer is a point that the team had questioned. The project still needs a clear definition of its target group.

From the discussion the team had with a few of the beneficiaries, it appeared that there is good understanding among these that some portion of the savings from irrigation activities should be reserved for the purchase of spare parts and other essentials to make the production system sustainable. The availability of diesel is not an issue because there is a filling station in town. Project input may be necessary for training in maintenance and sustainable irrigation practices.

Throughout the discussions, the Zonal and Woreda authorities were in favour of investment in river diversion and dam construction. Their argument was based on the fact that problems are constantly created by the erratic behaviour of the rainfall and the ensuing small quantity of water available almost every year. Their contention was that with the construction of micro dams, water can be caught and held for use by the farmers. They recommended partial diversion of the river with the view of protecting the interests of people living down stream.

Although there was some sense in what they were proposing, the NCA/E and Noragric review team questioned the appropriateness and/or timeliness of the proposal given the limited scope, capacity and time frame of the project under consideration. There can also be complications with people down stream in the absence of good planning and design as well as legislation of water rights. It is not, therefore, expected that the proposal will include request for such major investment. Instead small scale operations using water pumps and related inputs as well as proper cropping patterns and calendars including improved marketing and transportation of agricultural products should be emphasised for SSE funding.

**Table 1** Irrigation Co-operatives established in the Project Area

<b>Name of Association</b>	<b>Tabia</b>	<b>No. of members</b>	<b>Area of Irrigable land</b>
Midinar	Endatekie	11	4 ha
Endalelo	Hayileyes	10	3 ha
Endalomin	Addishum Hafti	13	8 ha

## **5.0 Agricultural Development**

The activities under this component include input distribution and extension work to promote the production of cereal and horticultural crops. Input distribution was done with a 50% subsidy in 1994 and a 25% subsidy in 1995.

Accordingly, 155 qts. fertilizer (DAP) and 221 qts were distributed on credit in 1994 and 1995 respectively. However, objection was raised by Regional and Zonal authorities to the provision of subsidies to farmers in the project area while other farmers outside the project area purchase fertilisers without such subsidies beyond that which the government allows generally. The project and the authorities have now agreed to abandon this double standard. Therefore, the project will not be subsidising input purchases in 1996 and thereafter with the exception of some assistance to transport inputs.

There has been no subsidy for improved seeds. The project had only assisted farmers to purchase vegetable seeds, fruit seeds/suckers, improved seeds of maize, teff, sorghum and millet at market price. The project staff reported that there had been substantial improvement over the last year in marketing of farm produce. Awareness has been created among merchants/traders in Axum and Adowa through advertisement and market surveillance by the project and farmers themselves. This is especially true for fruit and vegetable products. Unlike the previous year, traders come to the farms in numbers to take away farm produce at reasonable prices. When farmers feel that they are not getting fair prices, they organise themselves and take the produce direct to the towns. We were assured that the effort would continue to promote and facilitate marketing and ensure that farmers receive the right price for their products. Training has been provided on improved farming practices, operation of water pumps, organisation etc. on top of regular extension education which now emphasises group approach rather than the model farmers approach that was questioned by the previous review report of 1995. Another important input introduced during the year was a mini-tractor. It has 30 Hp capacity and its usefulness is felt in transportation and ploughing of irrigated lands. Project staff reported that it was not that appropriate for dry lands. The rent is Birr 20/hr. The tractor has become very popular among the farmers.

## **6.0 Environmental Rehabilitation (Afforestation)**

The afforestation programme is showing very visible effects. The programme covers all of the 14 Tabias in the Woreda. The emphasis is now on maintaining and enriching the area closures. The total area closed in the Woreda is 2,830 ha. Planting of indigenous and exotic trees has been done in several of the closed areas but the mortality rate has been high and therefore the successes in this regard look insignificant. On the other hand recovery of the natural vegetation is

progressing very well. The closures were actually started by the Department of Natural Resources under the TPLF administration. They were organised and managed through the Baitos.

The community used to fully support the closures by contributing 5 quintals per year towards the payment of the guards. The contribution was later terminated because of increased food shortages in the area on account of persisting drought and crop failures. The closure we saw had been abandoned sometime ago and what had been achieved was lost in no time as farmers removed any remaining fodder and wood materials. The destruction was so swift that the land was left barren which later gave the communities good lessons.

The project was subsequently asked to take over this and the other closed areas by the authorities. Instead of grain, payment of Birr 50 per month for a guard was introduced by the project. This has the support of the community members and the two guards we interviewed seemed to be happy with the arrangement. At the time of our visit the closure had made significant recovery of the natural vegetation. There had also been some tree planting but with little success. The guards told us that the closure enjoys total support from the beneficiaries, i.e. the community owning the resource. They said that their primary duty is essentially to watch and prevent outsiders from trespassing and violating the restrictions of the closure. They added that the local community had learnt from the past experience when support was withdrawn and resulted in the destruction of the natural resources.

At our second stop, we saw a closed hillside combined with terracing and tree planting to enrich the vegetation with indigenous and exotic species. The hillside was already well covered with new growth and regeneration and looked quite obvious. The project staff informed us that the nearby bridge used to collapse frequently through heavy flooding before the rehabilitation measure was taken. This has not occurred over the last two years thus attributing the effect to the closure and the terracing work done.

An important feature of the project approach in Rama is that no food for work or cash for work has been used so far. The employment of guards on a regular basis seems to be working. As noted above, the community members have simply withdrawn from the area to let nature function its own way. What they do hope is that benefits will accrue for them in the future and they would be able to use the resources systematically when they are ready. According to the idea expressed

during our visit, forage materials will be shared through cut and carry method thus avoiding open grazing. Likewise, they hoped the area would provide firewood and materials for making farm tools as well as construction materials in the long run.

Such economic and other social benefits can come in the years ahead to contribute to food security if proper management of the closure is pursued on a continuous basis. There are also indications for the positive change in the environment. For example, farmers have reported that wildlife is returning in increasing numbers and variety. The potential for spring development was also becoming evident. Therefore, the team mission is of the opinion that the rehabilitation programme deserves sustained assistance until such time that the community is economically capable of taking over. This would also have a further multiplier effect in the creation of awareness among the neighbouring communities and beyond within and outside the region.

According to the project manager, supervision and evaluation of the closed areas is conducted jointly by project staff and representative of Woreda Natural Resources and Environment Development and Protection (NREDP) twice a month. Transport and per diem are provided by the project. During the supervision, attention is given to the performance of the guards, survival rates of planted seedlings and the overall changes in the closed areas. An evaluative report is received at a meeting held each month when the guards come to collect their payments. Problems and challenges are discussed with the guards and together courses of action are determined for implementation during the following month. This is a very appropriate strategy not only to ensure that activities are properly carried out but also gives a sense of participation and belonging for the guards and through them by the beneficiaries in general.

## **7.0 Social Infrastructure**

The other activities we saw briefly during our visit include the clinic, vocational school, and the town water supply system. The commitment made for the renovation, furnishing and supply of medicine is accomplished. Medicines supplied by the project are being sold and the earnings are used as a revolving fund kept in special account. This practice is endorsed by the Ministry of Health and the other local authorities.

There is now water available to the clinic with the assistance of the project. The clinic is connected by a 120 m long pipeline to a nearby water tank built by a French medical team some years back but abandoned until it was renovated by the project. At least the bathroom and the washing trough can get water on a regular basis. The project also has assisted in maintaining the town water supply by providing materials and technical assistance and the work is expected to be completed in late December 1995. The cost of water is Birr 0.10 per litre. This is administered by the municipality of the town which is also responsible for maintenance of the water system. The money earned from sale of water can help to cover maintenance and other related costs.

The vocational school we visited is near the clinic and has been initiated by the Ministry of Education as a community skill training centre for adults (above 18 years of age). The skill areas include, weaving, basket/mat making, pottery, and the like. The duration of training is 3 months and no project funds, except for connecting a pipeline, have been used thus far in support of the training activities. There were a variety of products on display at the time of the visit. The intention of the training is for the trainees to pick one or more of the skills and develop them at home for income generation purposes. The trainees we saw were all women and the materials they had produced looked marketable locally.

Another information we received in the course of the visit was regarding a new elementary school that was under construction at Daffa Tabia with project contribution of Birr 100,000. This was done upon a request made by the community and the contractor was expected to finish the work and hand over the school before the year was over. Students are taught now under shades. It will be a great relief when the new school becomes operational. It will serve two villages that are separated by a walking distance of some two hours.

## **8. Summary, Conclusion and Recommendation**

### **8.1 Summary**

The RIRDP was reviewed about a year ago by a Noragric team. At that time a number of issues and concerns were raised regarding the planning and implementation of the project. Among the major issues raised were: the apparent weakness of the partner organisation and their weak foothold in the Rama area; the institutional set-up especially as it related to co-ordination and supervision was far removed from the project area; lack of competent staff; unsatisfactory

recruitment policy; lack of implementation procedures and strategies to include local participation involving both the beneficiaries and their grassroots institutions as well as local government structures. In view of the above, the team had recommended limited financing for a year in 1955 to revise the project implementation approach completely and to overcome the weaknesses observed in relation to organisation, management and local participation.

The purpose of the present review was to see the extent to which the above issues had been addressed and the prospects for formulating and submitting a defensible three-year proposal for SSE funding as of 1996. On the whole, the team was impressed with what had been accomplished since the last visit. The positive impressions observed include: (a) there is clear evidence that the project has local support (b) beneficiaries and local government structures are involved in determining priorities and planning of project activities (c) procedures and strategies for project implementation are modified especially with respect to the extension approach (d) the project components under consideration for SSE funding are in line with Government five year development plans and strategies.

The team has however serious concerns that remain outstanding although assurances were given to improve on them in the immediate future. These are: (a) the staffing situation which has not significantly changed since the last visit; (b) the office in Mekelle is still not operational as planned (c) the concept of integration is not yet fully assimilated by the planners and integrated into the project design although the RRA exercise that was carried out during the course of the visit is a step in the right direction (d) the necessary ingredients for the preparation of the project document are there but there is a question as to the competence of the staff to put them together and present them in accordance with the guidelines and formalities of the SSE Programme.

## **8.2 Conclusions and Recommendations**

The team would like to make the following conclusions and recommendations:

- The strategy of involving the community and eliciting their concerns and priorities through the RRA methodology is worthwhile but the process should have taken place a little earlier during the year. The team recommends that training on RRA should be given to the members of the Technical Committee, the Steering Committee, project staff and other relevant personnel from the Woreda and Zonal Administration. It would be appropriate to consider inviting such staff from other projects run by NCA/E partner organisations.

- The process of consultation, discussion and interaction with the community should be done on a continuous basis. The partnership conference initiated by NCA/E is remarkable in its own right. It would be important to consider local government as partners and invite them in such conferences.
  
- The focus on women should not be limited only to income generation activities. They have expressed the need for assistance in productive agricultural enterprises. The team recommends that their expressed needs be considered and systematically incorporated in the project design.
  
- The team recommends that attention be given to only achievable objectives within the three year time frame and as such the selection of activities should be carefully handled in a realistic manner. It is better to have good results and greater impact in a few issues than to spread resources and efforts too thinly with the ensuing poorer results.



## **Annex 1 Terms of Reference**

### **Review of the Rama Integrated Rural Development Programme.**

#### **1. Background**

On the basis of a field visit to the Rama Integrated Rural Development Programme in December 1994, Noragric advised NORAD that support for a three-year project plan to the project was not commendable, as there were organisational and administrative constraints in planning and implementation of the project activities, and the project did not appear to have a sound foundation in the local population resulting in weak local participation. Upon Noragric's advise, and upon the receipt of a revise one year financing plan from NCA-E, NORAD decided to fund a one-year planning phase (1995) during which these aspects of the project should be focused and improved before a revised three-year plan would be submitted.

For further details on Noragric's comments to the project and the revised three-year project plan, please see previous communication and the report form the field visit in December 1995.

According to reports from NCA, considerable improvements have been made during 1995. It is on this basis that a review of the project is proposed.

#### **2. Terms of reference for the review mission**

Such a review would need to look into the following aspects of the project:

##### Overall Organisation and management

- organisation and management of the project
- staffing and their qualifications in relation to the objectives of the project
- implementation strategies and procedures
- strategies for increase participation of local population and local authorities in planning and implementation
- collaboration with local institutions and authorities
- partner-organisation's and NCA's supervision and technical back-up

For the components related specifically to the SSE-objectives the following issues would need to be reviewed:

##### The Credit schemes (Women's credit for grinding mills, credit for water-pumps)

- how is local participation organised,
- how is maintenance organised and running costs covered,

- how is book-keeping and repayment organised
- what is the long-term institutional set-up
- what are the procedures for credit delivery for water-pumps, groups or individual credit

#### Agricultural development

- how is agricultural extension organised, through existing extension services, to groups of farmers or individual farmer, what advice is given
- how are inputs distributed
- what are the strategies on subsidies
- what are the strategies on marketing of produce

#### Environmental rehabilitation

- description of the environmental rehabilitation activities
- strategies for implementation of environmental rehabilitation activities
- how is implementation organised, through Food for Work/ Cash for Work
- what is the long-term strategy for the use of these measures
- what are the local institutions involved in the implementation, who are responsible of maintenance, local participation

### **3. Timing, composition and Suggested Working Methods of the Mission**

The field visit would take place during 20-25 November. The team would comprise Aregay Waktola and Jon Kr. Øiestad from Noragric. Stale Stavrum from NORAD will participate in the beginning as an observer. We propose that within the time assigned for the field visit that the following elements should be covered:

- meeting with EECMY senior staff on the organisational set-up and management issues of partner organisation
- meeting with project staff and a review of activities and improvements achieved since previous review (December 1994)
- meeting with local authorities, worreda administrators and technical committee on the issues of co-ordination with local institutions
- meeting with women's groups, irrigation farmers and sites for environmental rehabilitation on local participation and institutional set-up.

A debriefing meeting should be held with the project staff before departure from Rama.

**Annex 2**  
**Rama Integrated Rural Development Programme**

**Field Study Itinerary**  
**Nov. 19-22, 1995**

<b>Date/Day/Time</b>	<b>Event</b>	<b>Location</b>	<b>Person(s) in charge</b>
<b>20/Monday</b> Departure, 08:00 am	Site visits to - irrigation - mill - area closure	In the project area.	Ato Yalem Ato Solomon
12:30	Lunch	Rama	Ato Solomon
2.00 p.m.	Meeting with beneficiaries from the 4 Tabias in groups	In the project area.	Ato Yalem Ato Solomon Group leaders
6:00 p.m.	Dinner	Axum	
7:00 p.m.	De-briefing and discussions on findings	Axum Exact location to be determined	Chair: Dr. Aregay, Noragric
<b>21/Tuesday</b> Departure, 08:00 am	Meeting with beneficiaries and Technical Committee	In the project area.	Ato Yalem Ato Solomon Group leaders
12:30	Lunch	Rama	Ato Solomon
2:00 p.m.	To be arranged according to need	In the project area	Ato Yalem Ato Solomon
6:00 p.m.	Dinner	Axum	
7:00 p.m.	De-briefing and discussions on findings	Axum	Chair: RRB representative at Zonal level
<b>22/Wednesday</b>	Logical tree preparation	Axum	Ato Belete Ato Solomon with steering committee
12:30	Lunch	Axum	Ato Solomon
2:00 p.m.	Logical framework preparation	Axum	Ato Belete Ato Solomon with steering committee
6:00 p.m.	Dinner	Axum	
7:00 p.m.	De-briefing and closing discussions	Axum	Chair: Ato Deredje NEA Administrator

**Annex 3**  
**Rama Integrated Rural Development Programme**

**Field Study Groups**  
**Nov. 19-22, 1995**

The groups are put together to reflect the different resources for the field study. There are some basic issues that every group must take into account:

**1. General**

1. No lecturing of the beneficiaries. We are here to listen and observe for then to draw conclusions on what we have heard and seen.
2. No promises of activities. We are at this stage trying to understand the true situation of the beneficiaries. Decision on actual project components will be derived from our findings.

**2. RRA - Rapid Rural Appraisal**

Below find an abbreviated but fairly accurate version of the RRA approach. We recommend that all groups follow this approach, as this will provide us with comparable information from the different groups:

1. Ask the beneficiaries to list the major problems they face in their daily lives. Give them time to brainstorm within the group.
2. Ask beneficiaries to prioritise their problems. This prioritisation should be as specific as possible.
3. Ask beneficiaries to propose solutions to their prioritised problems. They should also list the resources needed to solve the problems and where the resources can be found.

**3. GROUPS**

Each group prepares a brief report for the evening session emphasising major findings.

<b>Group number</b>	<b>Group 1</b>	<b>Group 2</b>	<b>Group 3</b>	<b>Group 4</b>
<b>Group leader</b>	Yalem Tesfa Mengistu	Meskebe Aragay	Haile Selassie Tilahun	Yemane Tadesse
<b>Group recorder</b>	Hiwot Redda	Aragay Haile Selassie	Yohannes Workeneh	Hagos Kinfe
<b>Group members</b>	Desta Hagos	Haile Mariam G/Selassie	Aragay Waktola	Solomon Gidey
	Yalem Berhane	Blete Teferra	Aragay G/Medhin	Sisay Sefani
	Jon Kiristian Øiestad	Stale Stavrum	John Lineikro	Inge Heman Rydland

**Annex 4**  
**Rama Integrated Rural Development Programme**

**Logical Framework Chart**

Fill in the boxes as accurately as possible	<b>INDICATORS</b>	<b>MEANS OF VERIFICATION</b>	<b>ASSUMPTIONS</b>
<b>GOAL:</b>			
<b>PURPOSE/ OBJECTIVE:</b>			
<b>OUTPUT:</b>			
<b>ACTIVITIES:</b>			
<b>INPUT:</b>			

**Annex 5**  
**Rama Integrated Rural Development Programme**

**Field Study Goals, Strategies and Methodologies**  
**Nov. 19-22, 1995**

1. Goals:
  1. To establish long term objectives and strategies for the program (1996-1998).
  2. To formulate an operational plan for 1996.
2. Strategies:
  1. Review performance of the project:
    - administration
    - management
    - activities
    - participation
  2. Presentation of main components of RRA:
    - a) identify community priorities;
    - b) make an overall ranking of these priorities;
    - c) test these ranked priorities on the beneficiaries.
  3. Meet with Technical Committee (Worreda level) to agree on major program components for
    - three-year project 1996-1998
    - annual plan 1996
  4. Draw up a logical tree.
  5. Formulate the logical frame, with indicators, verifications of indicators and assumptions.
  6. EECMY/NEA to write up the two project documents before December 15 and submit to NCA/E.
3. Methodologies
  1. Discuss and agree within the group meeting on 19th. evening:
    - program for November 20-22 (see proposal)
    - strategies listed above
  2. Form three or four groups for discussions with the beneficiaries (simplified RRA). Each group should have a secretary (see strategy 2).
  3. Visit activities, discuss with beneficiaries and officials.
  4. Review of documents

**Annex 6**  
**Rama Integrated Rural Development Programme**

**Field Study, Logical Tree**  
**Nov. 19-22, 1995**

A LOGICAL TREE is simply demonstrating the relationships between the different parts of a project. To do that, the logical tree is constructed by different levels. These levels are important.

Each level can be connected by asking the IF-THEN question. Read from bottom and upwards:

**LEVEL 1: Goal**

The goal describes the main achievement of the project. It does not have to be measurable.

Example: Improved living conditions.

then  
if

**LEVEL 2: Objective/Purpose**

The objective/purpose is a measurable achievement.

Example: Health services improved

then  
if

**LEVEL 3: Output**

The output is a measurable outcome of a certain activity.

Example: Reduced children mortality

then  
if

**LEVEL 4: Activity**

The activity is a physical and planned action.

Example: Vaccination of children

then  
if

**LEVEL 5: Input**

The input refers to the resources (money, cars, staff, tools,...)

Example: Vaccines, staff.

**Annex 7**  
**Rama Integrated Rural Development Programme**

**List of RIRD Project Staff**

	<b>FULL NAME</b>	<b>STANDARD POSITION</b>	<b>PROFESSION</b>
1.	Ato Solomon Gidey	12+2yrs	Manager RESD
2.	Ato Yohannes Workineh	12+2yrs	Dev't Agent General Agri.
3.	Ato Gebeyehu Ylidiego	12+6 mths.	Ass. Dev't Agent S & W. Cons.
4.	Ato Tefaye Teklehaimanot	12 complete	Store keeper driver
5.	W/o Almaz Fissihaye	12 complete	Cashier typist Commercial
6.	W/t Alwm Berhanu	12+6mths	Home Ec. Agent Home Eco.
7.	Ato Yoseph Woldemariam		Water dev't technician
8.	Ato Guish Gidey	Literacy	Guard
9.	Wolaye Tesegu		Guard
10.	Abraha Hadigu	Literacy	Tractor operator



**Annex 8**  
**Rama Integrated Rural Development Programme**

**List of Technical Committee members**  
**(October 1995)**

Ato Aregay G/Medhin, A/Woreda Adm., Chairman  
Ato Solomon Gidey, RIRD manager, Secretary  
Ato Yemane Tadesse, Head of Clinic, Member  
Ato Yalem Berhan Zewolde, Head of Woreda Education  
Ato Gebeyehu Yihedgo, Asst. Development Agent  
Ato Yohannes Workineh, Development Agent  
Ato Jemal Gidey, Woreda MOA Representative  
Ato Fitsum Tafere, Woreda NRDEP Representative

**Annex 9**  
**Rama Integrated Rural Development Programme**

**List of Addis Alem Women's Mahiber/Association (Grain Mill)**  
**(December 1995)**

W/o Meliaku G/Mariam, Chair person  
W/o Haregu G/ Cheal, Vice Chair person  
W/o Atsede G/Cheal, Secretary  
W/o Tiebe W/Gebriel, Accountant  
W/o Leteberhan Hagos  
W/o Gidey W/Mariam  
W/o Zafu W/Gebriel  
W/o Nigisti W/Giorgies  
W/o Abrehet Hagos  
W/o Tsadkan W/Selassie  
W/o Berha Tesfay  
W/o Azeb Haile  
W/o Megrnesh G/Alif

**Annex 10**  
**Rama Integrated Rural Development Programme**

**List of Sifachew Women's Association (Grain Mill)**

W/o Mebrat Teklu, Chair person  
W/o Tsadikan G/Mariam, Vice Chair person  
W/o Tirtas Gebru, Secretary  
W/o Hiwot Aregahegn, Treasurer  
W/o Silas G/Tsadik, Auditor  
W/o Letay Zewoli, member  
W/o Tiru G/Michael, member

**Annex 11**  
**Rama Integrated Rural Development Programme**

**List of institutions/persons visited/contacted**

1. Norwegian Church Aid/Ethiopia (NCA/E)
  - Mr. Kjell Solberg, Resident Representative
  - Dr. Inge Herman Rydland, Development Director
  - Mr. Anders Osteby, Director of Finance
  - Ato Chekole Teka Deputy Resident Representative
  - Ato Belete Tefera, PSU
  - W/t Yewbdar Hailu, PSU
  - S/r Hiwot Teka, Consultant
2. NCA/Oslo
  - Mr. Jon Lineikro, Consultant
3. NORAD/Oslo NGO Division
  - Mr. Leif Sauvik, Head of Division
  - Mr. Stale Stavrum, Senior Executive Officer
4. Ethiopian Evangelical Church Mekane Yesus
  - Ato Feyessa Kayemo, Development Director
  - Ato Assefa Etaa, Project Division Head
  - Ato Soresa Ergesa, RDS Head
  - Ato Yalem Tesfa Mengistu, NEA Development Co-ordinator, Dessie
  - Ato Atsbeha G. Tsadic, NEATCDP, Mekelle
  - Ato Solomon Gidey, RIRDP manager
  - Yohannes Workineh, RIRDP Development Agent
  - W/t Alem Berhanu, RIRDP Home Ext. Agent
  - Ato Yoseph Woldemariam, RIRDP water development technician
5. Tigray Regional/Central Zone Administration
  - Ato Berhane Haile, Member of the Executive Committee of the Regional Council and Head of the Regional Bureau of Agriculture
  - Ato Haile Selassie Tilahun, member of the Executive Council,

Ato Aregawi Abiye, Head of Agriculture and Natural Resources

Ato Mezgebe Aregay, RRB

Ato Alem Hagos, MOA

Ato Hagos Kinfe, Planning

Ato Haile Mariam G/Selassie, Administration

Ato Samuel G/ Wahid, Social Services

6. Mereb Milash (formerly known as...)

Ato Fisseha Wubet, Woreda Administrator

Ato Aregay G/ Medhin, Former Woreda Administrator

Ato Fistum Tafere, Woreda Administration

Ato Aregay Gebreyeshun, Woreda Administration

Ato Yalem Berhan, Education

Ato Yemane Tadesse, MOH

Ato Sisay Sefani, NRDEP

7. REST

Ato Teklewoine Assefa, Director

Ato Berhane G/Egziabher, Deputy Director

Ato Brhane Wolde Tensai

W/o Kibra Kebede

8. Mekelle University College

Dr. Mitiku Haile, Dean