

Ex-post evaluation

WFP drought assistance in the Somali region, Ethiopia

Title	Support for vulnerable populations affected by drought in Ethiopia (WFP PRRO 200712)		
Sector and CRS code	Food security, 43010 multisectoral aid		
Project number	BMZ-No. 2016 18 859		
Commissioned by	BMZ		
Recipient/Implementing agency	World Food Programme (WFP)		
Project volume/financing instrument	EUR 10 million / transitional aid		
Project duration	01.01.2017 – 31.12.2017		
Year of report	2019	Year of random sample	2022

Objectives and project outline

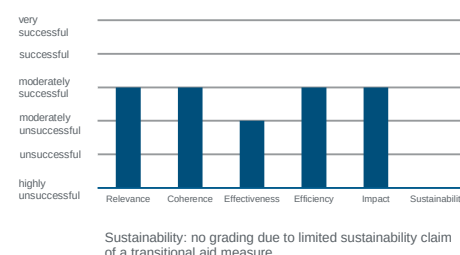
The adjusted project objective was to improve access to livelihood assets and in the short term improve food consumption of drought-affected populations in the Somali region of Ethiopia (outcome). The adjusted overarching developmental objective was to strengthen the resilience of drought-affected populations in the Somali region in the medium term (impact). The project targeted vulnerable pastoralist households in the drought-affected Somali region of Ethiopia who were participating in food-for-work measures. The project supported WFP's contribution to the public works component of the national Productive Safety Net Programme (PSNP) and was financed through the transitional aid instrument of the BMZ.

Key findings

Project implementation and results were moderately unsuccessful for the following reasons:

- The project's objectives were highly aligned with German and Ethiopian government priorities and embedded in government structures. This led to good ratings in terms of political relevance, external coherence, and institutional sustainability.
- FC and WFP just had little influence on the implementation design of PSNP that translates into short comings particularly bearing the risk of a potential mistargeting and negatively impacted the effectiveness of the project.
- Strong government influence induced challenges such as late recognition of the drought, insufficient transparency, politicized selection of PSNP beneficiaries, inappropriate timing and timeliness of food deliveries, and the promotion of controversial policies via PSNP such as the sedentarization of pastoralist communities.
- The implementation scheme was complex and very indirect. In view of the existing multi-donor trust fund which contributed directly to PSNP, the inclusion of an additional institution (in this case WFP) raised questions about relevance and efficiency.
- Immediate impacts of the project on the outcome-level were mixed. While the contribution to the food assistance helped smooth the food consumption of about 400,000 PSNP beneficiaries for 2-3 months during a severe drought, the contribution to the public works component remains uncertain. There are indications that the physical involvement of pastoralists in the context of food-for-work measures set disincentives for pastoralists of being geographically flexible and probably undermined the utilisation potential of newly built infrastructure.
- PSNP was established as a permanent safety net for food-insecure households to overcome dependency on unpredictable humanitarian aid. Financial contribution to such programmes remains relevant, particularly given recurrent natural disasters in the region, but needs to be complemented by a long-term strategy for enhancing resilience to the effects of the climate crisis.

Overall rating:
moderately unsuccessful



Conclusions

- Food-for-work measures need to be well adapted to the livelihood strategies of nomadic pastoralists to strengthen their resilience.
- Public works obligations can be a burden for vulnerable households and create disincentives regarding alternative income generating activities.
- Municipal infrastructure needs to be well chosen to meet the real needs of citizens to contribute to resilience and improved livelihoods.
- National social transfer systems can be a mechanism of enhancing resilience to the climate crisis, but also risk being manipulated for political objectives.
- Project structures with a limited sphere of influence should be avoided, particularly in contexts where there is a high risk of political influence on funded programmes.
- Weak monitoring data is an obstacle to targeted measures and limits evidence-based assessments of projects impacts.

Ex-post evaluation – Rating according to OECD DAC criteria

Overall context

The Somali Regional State is the second largest region of Ethiopia, and its topography is predominantly characterized by lowlands. It is ethnically heterogeneous, but predominantly inhabited by the Somali ethnic group, which shares clan links with neighbouring Djibouti and Somalia. In 2017, 85% of the 5.7 million inhabitants of the Somali Region were pastoralists. The region is divided into nine administrative zones (woredas) and 53 communities (kebeles). Since the introduction of ethnic federalism in 1994, several borders are disputed with neighbouring Afar and Oromia regional states. Conflict flared up along the Oromia border in 2017, displacing several hundred thousand people within the region. The Somali region has long been associated with significant levels of violence and repression, particularly by the former regional president Abdi Mohammed Omer “Iley” (2010-2018) and Somali Police Special Forces, who were accused of engaging a devastating counterinsurgency campaign against the Ogaden National Liberation Front (ONLF) and committing abuses against the civilian population. Under his rule, the Somali region was inaccessible to independent journalists and organisations. Iley was deposed in August 2018¹. Since then, the region has become more peaceful.

In the past, the Somali region was one of the wealthiest regions of Ethiopia and accounted for about 40% of its total livestock population and 10% of Ethiopia’s foreign exchange earnings through livestock exports towards the Gulf region. Well-developed food markets cushioned the impact of recurrent droughts. Since then, the Somali region has experienced several shocks including droughts, bans on vital trade with Somalia, and a counterinsurgency campaign that destroyed infrastructure and pushed many households into poverty. In 2017, the Somali region experienced the second consecutive year of below average rainfalls and high temperatures that resulted in poor pastures and water availability. Except for a few motorized wells, most water sources dried up so that household had to migrate large distances with their livestock in search of water and pasture. As many poorer households sold their livestock on the market, livestock prices fell, while food prices increased. Some households dropped out of pastoralism altogether, often into destitution². Based on the Integrated Food Security Phase Classification, the food security of poorer households in this period was assessed at “crisis level” (IPC phase 3) at the beginning of 2017 and deteriorated to “emergency level” (IPC phase 4) in the south-eastern areas of Somali region during the year³.

Considering several food crises in the past, the Government of Ethiopia initiated an innovative social protection programme named “Productive Safety Net Programme” (PSNP) that targets chronically food insecure populations. It was launched by the Government of Ethiopia in 2005 with support of the World Bank, the United States, and the United Kingdom and is coordinated by the Food Security Coordination Directorate (FSCD) in the Ministry of Agriculture. With the establishment of PSNP, the government aimed to transition from short-term and fragmented humanitarian appeals in response to climate events (e.g., drought, flooding) to a predictable national social protection system that permanently covers the poorest, chronically food-insecure sections of the population.

By providing funds to the WFP, the FC project contributed to Phase IV of PSNP, which lasted from 2016 to 2020 and had an overall value of 2.6 billion USD. Funding to the PSNP was channelled through a multi-donor trust fund and through bilateral agreement with MoF. The major contributors to PSNP IV were the World Bank (600 million USD), the United Kingdom (207 million USD) and the United States (179 million USD). Further contributors included Canada, Ireland, Austria, the Netherlands, the European Commission, UNICEF, and WFP. The 10 million EUR provided by the FC project amounted to 0.38 % of the overall budget of PSNP IV. The Government of Ethiopia contributed about 14% of the overall PSNP IV budget from its own funds.⁴ PSNP IV targeted about 8 million food-insecure individuals in the Afar, Amhara, Dire Dawa, Harari, Oromiya, Southern Nations, Nationalities and Peoples (SNNP), Somali and Tigray regions of Ethiopia.

¹ Hagmann, Tobias (2020), Fast politics, slow justice: Ethiopia's Somali region two years after Abdi Iley. Conflict Research Programme Briefing Paper. London: London School of Economics.

² FAO (2017), Ethiopia Drought response plan and priorities in 2017. Revised version. Rome.

³ ACAPS (2017): Ethiopia. Food insecurity and malnutrition in Somali region. Briefing Note 4 August 2017.

⁴ Federal Democratic Republic of Ethiopia (2016), Independent Auditor's Report on the Financial Statements of the Productive Safety Net Programme Phase IV. Addis Ababa.

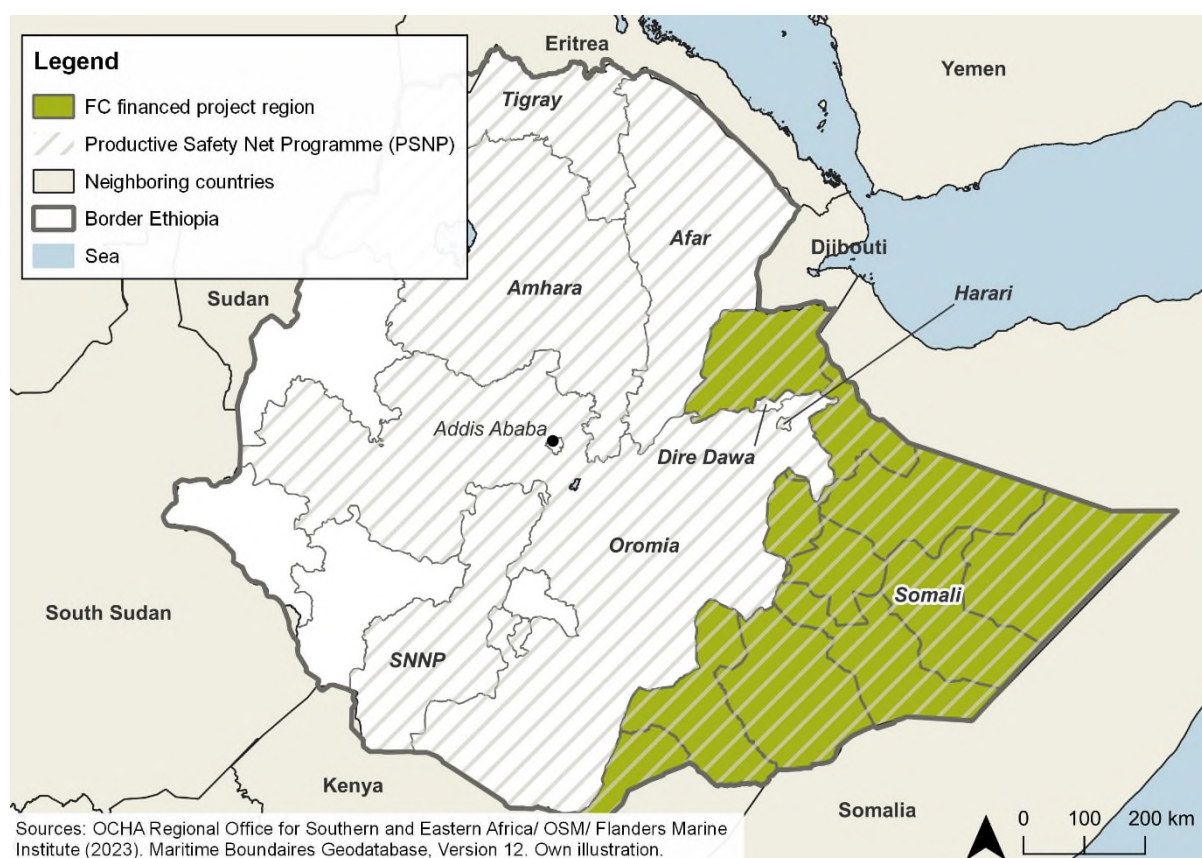
Project Summary

The object of this ex-post evaluation is the transitional aid project “Support for vulnerable populations affected by drought in Ethiopia” (BMZ-No. 2016 18 859). The adjusted project objective was to improve access to livelihood assets and in the short term improve food consumption of drought-affected populations in the Somali region of Ethiopia (outcome-level). The adjusted overarching developmental objective was to strengthen the resilience of drought-affected populations in the Somali region in the medium term (impact-level)⁵.

For this purpose, the FC project provided a financial contribution (grant) of 10 million EUR to the public works component of the Productive Safety Net Programme (PSNP), a national programme of Ethiopia to cover expenses in the period of January to December 2017. In the context of the public works component, the FC project financed food-for-work-measures only in the Somali region of Ethiopia that were related to road construction, the construction and maintenance of public buildings (e.g., schools, health posts), the construction of agricultural irrigation systems, water development activities (e.g., pond and reservoir construction), and soil and water conservation of agricultural and grazing land.

The funds were channelled through the Protracted Relief and Recovery Operation “Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity” (PRRO 200712) of the World Food Programme (WFP). PRRO 200712 was implemented from 2015 to 2018 with an overall budget of 1.4 billion USD (about 335 million USD in 2017). Under the umbrella of PRRO 200712, WFP supported a range of government programmes of Ethiopia addressing food insecurity, including short-term food assistance for households in acute emergencies, activities to prevent and address child malnutrition, and PSNP.

Map of Ethiopia including project locations



⁵ For the purpose of this evaluation, objectives of the FC project were adjusted to be aligned with the current state of the art (see also Relevance). The original objectives are outlined in the following document: KfW (2016), Programmorschlag für UH-Vorhaben „Unterstützung der von Dürre betroffenen vulnerablen Bevölkerungsgruppen in Äthiopien (WEP PRRO 200712)“. Frankfurt/Main.

Total cost

The following table shows the overall cost and financing of the FC project.

		Investment (planned)	Investment (actual)
Total cost	EUR million	10,0	10,0
Counterpart contribution	EUR million	0,0	0,0
Financing	EUR million	10,0	10,0
<i>of which BMZ funds</i>	<i>EUR million</i>	<i>10,0</i>	<i>10,0</i>

Rating according to OECD DAC criteria

Relevance

Alignment with policies and priorities

The FC project objective (outcome) at project appraisal was that “improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households” and that “food consumption of drought-affected populations has improved”.⁶ This objective was broadly in line with the “Marshall Plan for Africa” published by BMZ in 2017⁷, which highlighted the challenge of food insecurity and proposed increased investment in small holder agriculture in Africa. The overall objective (impact) of the FC project at project appraisal was “to transition chronically food-insecure households to a predictable safety net” by supporting the Ethiopian Productive Safety Net Programme (PSNP). This was aligned with the BMZ strategy paper on social protection (2017)⁸, which expressed the intention to invest in social security systems in partner countries. Retrospectively, the FC project objectives can also be related to the BMZ strategy paper “A World without Hunger” (2019)⁹, which reiterated BMZ’s commitment to eradicating hunger, highlighted the importance of local food production, and declared the need for “resilience” towards climate change. The FC project was also aligned with several national plans and strategies such as the Ethiopian Growth and Transformation Plan II (GTP II) for 2015-2020¹⁰, which envisaged the modernisation of the agricultural sector to increase crop and livestock production as well as industrialisation. Food security interventions were guided by the National Policy and Strategy on Disaster Risk Management (2013)¹¹, the National Social Protection Policy (2012)¹², and the Agricultural Sector Policy and Investment Framework (2010). These policies were implemented through several governmental “flagship programmes” that comprised an early warning and needs assessment system, Humanitarian Food Assistance (HFA) under the National Disaster Risk Management Commission (NDRMC), the Productive Safety Net Programme (PSNP) under the Ministry of Agriculture, and various development programmes. Each of these programmes was led and implemented by a government entity at federal, regional and woreda (district) level. Funding for these programmes came partly from national budgets but was mostly provided through humanitarian and development assistance.

Although Ethiopia was highly dependent on development assistance, the Government of Ethiopia exerted strong leadership on food security and humanitarian responses. It required all international actors to align their financial and technical support to its flagship programmes, including PSNP, and to adhere to its protocols and systems. This was also the case for WFP’s contribution to PSNP implementation in the Somali region, to which the FC

⁶ KfW (2016), *ibid.*

⁷ BMZ (2017), *Afrika und Europa. Neue Partnerschaft für Entwicklung, Frieden und Zukunft. Eckpunkte für einen Marshallplan mit Afrika.* Berlin.

⁸ BMZ (2017), *Mit sozialer Sicherung Entwicklung gerecht gestalten.* BMZ Papier 09/2017. Berlin.

⁹ BMZ (2019), *Für eine ausreichende und bessere Ernährung – eine Welt ohne Hunger ist möglich.* BMZ Papier 04/2019. Berlin.

¹⁰ Federal Democratic Republic of Ethiopia, National Planning Commission (2016), *Growth and Transformation Plan II (GTP II) (2015/16-2019/20).* Addis Ababa.

¹¹ Federal Democratic Republic of Ethiopia (2013), *National Policy and Strategy on Disaster Risk Management.* Addis Ababa.

¹² Federal Democratic Republic of Ethiopia, Ministry of Labour and Social Affairs (2012), *National Social Protection Policy of Ethiopia.* Addis Ababa.

project provided financial support. As a result, WFP's work was strongly aligned with the Ethiopian national agenda and policies.

Alignment with needs and capacities of persons concerned

Ethiopia has periodically suffered from severe droughts. The project period (2017) fell into the third year of a historic drought. Precipitation was missing in the central highland regions in 2015 and 2016 due to weather conditions linked to the El Niño phenomenon, bringing up to 10.2 million people in need of emergency food aid. In 2017, while the highland areas were already recovering, a drought induced by another weather phenomenon, the Indian Ocean Dipole, affected up to 8.5 million people in the southern and south-eastern lowlands of Ethiopia, of which 3.3 million were living in the Somali region. In August 2017, people in about 40% of the Somali region's territory experienced "emergency" level food insecurity (IPC 4) and another 40% "crisis" level food insecurity (IPC 3)¹³. During the year, all districts (*woredas*) of the Somali region moved into the national "priority 1" category, indicating their urgent need for food assistance¹⁴. In the same year, there were 500.000 new displacements in the Somali region due to drought and armed conflict, bringing up the overall number of internally displaced people (IDP) in the region to 850.000¹⁵. Weather conditions changed in 2018, when abundant rains led to good harvests, but also widespread flooding in the Somali region and Oromia. Considering the acute food insecurity in the Somali region in 2017, the FC project was well targeted in terms of its geographical and temporal scope. Possibly due to donor fatigue in the third year of drought, WFP experienced significant funding shortages in 2017 so that the project's financial contribution was more than welcome¹⁶.

Most project beneficiaries were transhumant pastoralists. Pastoralism is the main source of income for about 60 % of residents of the Somali region, with a further 30% engaging in agropastoralism. Pastoralism is well adapted to the Somali drylands since high temperatures and simultaneous low and irregular rainfall do not support conventional agriculture techniques. Pastoralists make optimal use of drylands by practicing a mobile and extensive livestock-keeping system, which includes seasonal movements between pastures and different herd management strategies to spread the risk of livestock loss from droughts, diseases, and theft¹⁷. Therefore, droughts are not the main cause that makes pastoralist vulnerable. Rather, their increasing inability to cope with it. Factors that constrain pastoralist to avert negative drought impacts are increasing demand for agricultural land, land privatisation and enclosures, inadequate investments in dryland management and pastoralist infrastructure, and government policies based on negative perceptions and stereotypes. As a result, the poorest pastoralists have to sell their livestock and may drop out of pastoralism altogether¹⁸.

Despite long-standing donor efforts to adapt the PSNP methodology to the needs of pastoralists in the Ethiopian lowlands (e.g., Pastoralist Implementation Guide 2012), little progress had been achieved by 2017 at the time of the project implementation period. Some observers¹⁹ even suggest that the Government of Ethiopia used PSNP as an instrument to promote its long-term agenda of sedentarising lowland pastoralists. Since PSNP assistance was linked to at least six months of continuous presence in a certain locality (kebele) for carrying out public works, it risked reducing pastoralists' ability to follow their seasonal mobility patterns. It also appears that public works were not always orientated towards pastoral livelihoods. Public works implemented through the food-for-work measures of PSNP were aiming at road construction, the construction and maintenance of public buildings (e.g., schools, health posts), the construction of agricultural irrigation systems, water development activities (e.g., pond and reservoir construction), and soil and water conservation of agricultural and grazing land. Not all of them were suited to strengthen pastoral livelihoods. Furthermore, anecdotal evidence indicates that such a targeting of measures gave authorities opportunities to use these infrastructures to promote or even enforce sedentarisation by ordering pastoralists to settle around and make use of the infrastructure (e.g., primary schools) so that donors could be assured that these infrastructures were used²⁰. It is thus possible that by addressing vital short-term food needs of pastoralists during a severe drought, the PSNP reduced their long-term resilience through sedentarisation in a region unsuitable for agriculture and offering few alternative livelihoods. In

¹³ ACAPS, *ibid*.

¹⁴ Joint Government and Humanitarian Partners' Document (2018), Ethiopia Humanitarian and Disaster Resilience Plan 2018. Joint Government and Humanitarian Partners' Document. Mid-term review. Addis Ababa.

¹⁵ DTM Ethiopia (2018), Displacement Tracking Matrix (DTM) Somali Region, Ethiopia. Round 9: January/February 2018. Summary of key findings. Addis Ababa.

¹⁶ WFP (2017), WFP Ethiopia Drought Emergency Situation Report, April 2017. Rome.

¹⁷ Overseas Development Institute (2009), Pastoralism, policies, and practice in the Horn and East Africa. A review of current trends. London.

¹⁸ Mohamed, Abduselam Abdulahi (2019), Pastoralism and Development Policy in Ethiopia: A Review Study. Budapest International Research and Critics Institute Journal 2(4). DOI: <https://doi.org/10.33258/birci.v2i4.562>

¹⁹ Getu Demeke Alene, Jessica Duncan, Han van Dijk (2021), Development, governmentality, and the sedentary state: the productive safety net programme in Ethiopia's Somali pastoral periphery. *The Journal of Peasant Studies* 49(6):1158-1180. DOI: 10.1080/03066150.2021.1945044

²⁰ Getu et al., *ibid*.

summary, the FC project addressed the core problem of food insecurity during lean season and a severe drought by providing food. However, from a past and current point of view it is questionable whether the project's approach relying on public works outputs of the food-for-work measures were appropriate to address the true needs of pastoralists' demands. Due to the above-mentioned socio-economic structures of pastoralists, public works projects may even have had the potential to create contradictory incentives for pastoralists' resilience to drought and presents a crucial short coming of the project's alignment with the needs of the target group.

By taking the decision to support the public works component of the PSNP, KfW accepted that its funds were to be channelled to a pre-selected group of beneficiaries, namely those households that had been enrolled by the government to PSNP during the previous years. According to PSNP regulations, the selection of these households was based on food insecurity criteria. It is plausible that this group was strongly affected by the drought in 2017. The selection of the target group was therefore coherent with the project objective of improving food consumption during a severe drought.

The FC project had a GG-0 marker. It was explicitly not directed at improving the situation of women. The project proposal did not refer to the specific situation of women in the Somali region and how they were affected by drought. The FC project indicators were not gender-differentiated²¹. WFP did collect gender-differentiated data on output and outcome indicators but did not report to KfW in a gender-differentiated manner. The PSNP IV regulations went to considerable length to ensure that women and men benefit from the FC project in an equal manner. They contained provisions that allowed women to work less, carry out less demanding work at the building sites, continue breastfeeding, and offered childcare services during the public works programmes. Women could be exempted from public works if they participated in training programmes on child nutrition.²² Pregnant and lactating women among PSNP beneficiaries were temporarily enrolled in the unconditional *permanent direct support* scheme. As a result, about 50% of the workers at the public works sites and 50 % of the overall beneficiaries of PSNP were women.²³

Suitability of the project concept

The FC project financed the contribution of the World Food Programme (WFP) to Ethiopia's Productive Safety Net Programme (PSNP). PSNP was launched in 2005, aimed at reducing vulnerability to food insecurity by providing economic opportunities and building resilience to crises through cash transfers, public works, and nutritional feeding programmes. It was developed by the government of Ethiopia and its international partners, notably the World Bank and the United States, in response to chronic food insecurity and recurrent droughts in the country. It was the largest social protection programme in Africa in 2017. By establishing PSNP, the Government of Ethiopia and its partners aimed to overcome the yearly cycle of ad hoc emergency appeals for food aid with its associated problems of uncertainty in availability, poor timing in provision, and insufficiency in the quantity of aid. It also aimed to build household resilience and break the cycle of aid dependency by investing food aid into the construction of community assets through food-for-work programmes. In 2017, 85% of PSNP funds were spent on food-for-work and 15% for direct payment support to labour-poor, elderly, or otherwise incapacitated households. PSNP public works focussed on soil and water conservation measures, rangeland management, and the development of community assets such as roads, water infrastructure, schools, and health care centres. Phase IV of PSNP lasted from July 2015 to June 2020 and had a budget of EUR 2.6 billion over five years. It was funded by the government of Ethiopia (14%, mainly civil servant salaries) and nine other donors (including World Bank, European Union, United States, United Kingdom, Canada, Sweden, Ireland, the Netherlands) through a multi-donor trust fund. Through its contribution to WFP's contribution to Phase IV of PSNP, the FC project indirectly supported the implementation of PSNP IV. However, in view of the existing multi-donor trust fund which contributed directly to PSNP, the inclusion of WFP as the project executing agency and therefore as an additional institution in the implementation scheme of the FC project is unclear. Such implementation approaches generally reduce direct co-design opportunities and can lead to higher management costs. Although WFP has relevant logistical capacities in food distribution, it is not clear to what extent the involvement of WFP was essential for the provision of food in the Somali region or whether there would have been other alternatives within the framework of the multi-donor trust fund. In addition, the design of the FC project providing financial means for a national protection scheme that is primarily comprising measures of prevention against food crises instead of offering components that can address food emergencies in an adequate and immediate manner questions the suitability of the projects design. Considering, that the food security of poorer households in the south-eastern areas of Somali region was already assessed at crisis level at the beginning of

²¹ KfW (2016), *ibid.*

²² Ministry of Agriculture (2014), *ibid.*

²³ WFP (2017), *ibid.*

2017 and deteriorated to emergency level during the year²⁴, the provision of financial means for conditional instead of unconditional food transfers does not appear appropriately. However, considering the strong involvement of the Ethiopian government in all donor engagements in the country it is questionable, whether a direct food emergency contribution through the FC project apart from PSNP would have been possible at the time of project appraisal.

Regarding the target system of the project, from a current perspective the objectives on outcome- and impact-level were too ambitious considering that this FC project was financed through the transitional aid instrument primarily focusing on short to mid-term impacts. At outcome-level the FC project objective was that “improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households” and that “food consumption of drought-affected populations has improved”.²⁵ From today's perspective the wording of the FC project objective at outcome-level is not corresponding to the state of the art anymore. The aspects of enhancing resilience and reducing risks from disasters and shocks are project effects that are generally allocated at impact-level since they represent overarching, long-term instead of immediate effects of the project measures. The aspects of improving access to livelihood assets and food consumption have been generally placed appropriately on the outcome-level, although objectives of improved access to something are normally rather representing the output-level, since access is not measuring the true extent of the utilisation of a resource. However, considering the short-term measures, that should be financed by the FC project, the objective of improved access to livelihood assets is appropriate. In addition, such a rather low-threshold ambition level corresponds to the objective of the transitional aid instrument of the BMZ. The instrument is bridging relief with recovery measures to address effectively acute demands with a medium-term impact claim. Against this background, the objective at outcome-level will be adjusted in this evaluation as follows: The FC project objective was to improve access to livelihood assets and in the short term improve food consumption of drought-affected populations in the Somali region of Ethiopia.

At impact-level the overarching developmental objective at the time of project appraisal was “to transition chronically food-insecure households to a predictable safety net”. Considering the short-term objective at outcome-level, a (long lasting) transition to a predictable safety net appears too ambitious and the linkage between the project measures and the aforementioned objective is weak – particularly considering the limited period of support of 12 months by the FC project. As already foreseen in the original objective at outcome-level, the benefit of improved livelihood assets and short-term food consumption translates more directly in an increased level of resilience of the respective beneficiaries. Therefore, the overarching developmental objective has been adjusted as follows: The overarching developmental objective was to strengthen the resilience of drought-affected populations in the Somali region of Ethiopia in the medium term.

The impact chain of the FC project was based on the mechanism to support conditional cash transfers (through food-for-work measures) provided by PSNP through WFP. Following this, the distribution of food relief was conditional on the participation in public works, while a small portion of the funds were reserved for supporting destitute households without able-bodied adults with unconditional transfers. It was expected that the public works were to create communal infrastructures that had a positive effect on the long-term resilience of the beneficiaries towards extreme climate events. A local market or road, for example, would facilitate the future delivery of food to the region and thus increase its resilience. Rangeland rehabilitation would improve the quality of pastures for pastoralists. This approach was based on two assumptions: a) Participating in food-for-work measures stabilizes the food situation of vulnerable household and prevents negative coping strategies such as the sale of productive assets (e.g., land, livestock, tools) that undermine household resilience in the long run. b) Vulnerable households benefit economically from the utilisation of the newly built communal infrastructures and are able to rise out of poverty (“graduate” in PSNP terminology) (*theory of change*).

The theory of change (TOC) and its underlying assumptions of the impact chain do not seem to be appropriate from a current point of view. One shortcoming was that the TOC based on the assumption that communal infrastructures have an immediate positive effect on the livelihoods of individual households. In reality, the contribution of communal infrastructures such as schools, ponds, and roads to the economic wellbeing of individual households is difficult to establish. According to PSNP regulations, the infrastructures were selected and planned in a participatory manner at communal (kebele) level under the leadership of local development agents. They ought to be coherent with local development plans and budgets and be submitted to a prior environmental and social safeguards assessment. The selection, planning, financing, and technical oversight of public works were fully under the responsibility of the federal and regional governments. It is unclear, however, to

²⁴ ACAPS (2017): Ethiopia. Food insecurity and malnutrition in Somali region. Briefing Note 4 August 2017.

²⁵ KfW (2016), *ibid*.

which degree PSNP beneficiaries would have access to and use the infrastructures created through public works and to which degree these infrastructures would contribute to improving their individual livelihoods. Improved rangelands, for example, may be of limited use to a poor pastoralist who has lost all his animals due to the drought, while wealthy pastoralists with many animals may benefit disproportionately from them. This challenge was acknowledged by the PSNP IV regulations²⁶, which included an additional livelihoods component that was to provide technical assistance and capital transfers to individual PSNP households to help them increase their income and graduate out of poverty.²⁷ In summary, the project concept was well suited to stabilize the food intake of vulnerable households during drought and beyond, but its assumption that the construction of communal infrastructures through public works would improve the resilience of individual vulnerable households was not sufficiently founded on empirical evidence.

The outcome-level indicators of the FC project were suggested by WFP in its project proposal to KfW and adopted by KfW in its own proposal to BMZ. They were selected from the overall list of indicators that WFP monitors in Ethiopia. The indicators “increased dietary diversity” and “reduced percentage of households with poor Food Consumption Score” adequately reflect the project objective “improved food consumption of drought-affected populations”, while the indicator “increased Community Asset Score” reflects the project objective “improved access to livelihood assets”. At impact level no indicators were defined during project appraisal which is considered as a short coming on the assessment of the project concept.

Reaction to changes/adaptability

PSNP was a multi-stakeholder initiative driven by the Government of Ethiopia and the World Bank. Changes to the programme mainly occurred during the negotiations for a new five-year phase of PSNP and resulted, among others, in the publication of a revised PSNP implementation manual for each new phase of PSNP. The manual contained binding regulations for the implementation of the programme, including those activities implemented with funding from the FC project.

PSNP was able to respond to the evolving drought in 2017 through its contingency mechanism that enables it to add additional people to the beneficiary list or to extend the number of months over which participants receive assistance, from six up to nine months. Its contingency budget can also be used to support humanitarian food assistance. These contingency mechanisms were used in 2017 to add additional rounds of food distribution, as donors increased their contributions to PSNP. However, PSNP can only be expanded in woredas in which it is already active.²⁸ It is possible that the financial contribution of the FC project – next to 208 million USD additional supported provided by the World Bank and those of other donors – allowed PSNP to add further rounds of food distribution in 2017.

Attempts to adjust more fundamental aspects of PSNP tended to run into fierce resistance, particularly if they affected the access of certain institutions to power and resources. This was the case for donor efforts during the 2015-2017 drought to increase coherence between humanitarian food assistance (managed by National Disaster Management Committee) and PSNP (managed by the Ministry of Agriculture), as humanitarian food assistance was provided to richer households under more favourable conditions, while the poorer households reached by PSNP were expected to work in exchange for receiving assistance.

Rating summary

The project’s objectives were highly aligned to BMZ and national government priorities and implemented under national government structures. The project provided urgently needed funds during the third year of a historic drought to Ethiopia’s Somali region, which is one of the most food insecure of the country. The high degree of alignment with government priorities and structures entailed some conceptual challenges such as responding to the livelihood needs of pastoralist communities, and the limited linkages between communal infrastructures and individual livelihoods. The FC project contributed to the public works component of the national Productive Safety Net Programme (PSNP), which provided conditional long-term food assistance in exchange for participating in public works. However, from a past and current point of view it is questionable whether the project’s approach relying on public works outputs of the food-for-work measures were appropriate to address the true needs of pastoralists demands. Moreover, in times of an acute drought the focus on livelihood asset creation through food-for-work measures resulting only in conditional food transfers questions the suitability of the concept of the project. In view of the existing multi-donor trust fund which contributed directly to PSNP, the inclusion of WFP as

²⁶ Ministry of Agriculture (2014), *ibid*.

²⁷ Although this component would have been critical for increasing the resilience of individual households, it did not attract donor funding and was rarely implemented.

²⁸ Inter-Agency Humanitarian Evaluation Steering Group (IASC) (2019), *Inter-Agency Humanitarian Evaluation of the Drought Response in Ethiopia 2015 – 2018. Independent assessment of the collective humanitarian response of the IASC member organizations. Prepared by GPPi. Geneva.*

an additional institution in the implementation scheme of the FC project is unclear. Such implementation approaches generally reduce direct co-design opportunities and can lead to higher management costs. At outcome- and impact-level, objectives of the transitional aid project were too ambitious and therefore had to be adjusted in this evaluation that negatively impacts the assessment of relevance. The theory of change underlying this approach – namely that food-for-work creates assets that ensure the long-term resilience of participating households – remained patchy as it did not recognize the additional need for livelihood assistance including technical training, advisory services, and capital transfer. As such, the FC project could have adopted a more comprehensive approach to enhancing the resilience of vulnerable pastoralist households (target group). The very high developmental relevance of the project, addressing urgent needs, leads to a barely moderately successful rating of relevance despite the existence of many deficiencies in the alignment with the needs of the pastoralist target group and the project design.

Relevance: 3

Coherence

Internal coherence

The FC project was one of several BMZ projects to support Ethiopia during the 2015-2017 drought. It was one of three financial contributions to WFP to reduce food insecurity and strengthen resilience related to this drought (BMZ 2017 18 550, BMZ 2018 18 574), which were complemented by additional financial contributions to UNICEF to improve access to water, health, and nutrition in the drought-affected areas of Ethiopia. The FC project further continued previous BMZ support to WFP, and indirectly to PSNP, particularly in the years 2012 (BMZ 2012 67 160), 2013 (BMZ 2013 67 168) and 2015 (BMZ 2015 69 144). Between 2009 and 2018, BMZ supported WFP in Ethiopia with a total of 86 million EUR²⁹ and was thus its sixth largest donor³⁰.

The FC project was complementary to other German financial and technical assistance projects during the implementation period in Ethiopia, which among others focused on sustainable agriculture, increasing agricultural productivity, land rights, soil protection, and strengthening food security and resilience. Since 2016, BMZ was supporting the “Strengthening Drought Resilience in Arid and Semi-Arid Lowlands of Ethiopia (SDR-ASAL)” programme that was implemented by GIZ and included several projects promoting drought resilience in the Afar and Somali regions. The programme activities included rangeland rehabilitation, improved water management, and the strengthening of alternative livelihoods with a particular focus on pastoralists.

External coherence

Donor coordination on PSNP took place at the Productive Safety Net Donor Working Group (PSNP-DWG), whose rotating chair liaised with the Government of Ethiopia on issues related to PSNP. Donor coordination was further facilitated by the multi-donor trust fund managed by the World Bank, which received donor contributions to PSNP and channelled them to the Ministry of Agriculture. The PSNP Donor Group participated in biannual “Joint Review & Implementation Support” (JRIS) missions convened by the Ministry of Agriculture that involved the review of the annual PSNP implementation plans and some spot checks in the field³¹.

PSNP was largely implemented through government structures, with WFP playing a subsidiary role in food procurement, transport, and distribution monitoring in the Somali region. The FC project was thus firmly based on existing systems and structures. This had advantages in terms of alignment, efficiency, and sustainability, but also drawbacks in terms of targeting and accountability. It is unclear to which degree the nine districts (woredas) supported by the bilateral German development programme overlapped with the nine PSNP woredas served by WFP in Somali region and whether there were synergies.

²⁹ Deutscher Bundestag (2019), Antwort der Bundesregierung auf die Kleine Anfrage der Abgeordneten Dietmar Friedhoff, Ulrich Oehme, Markus Frohnmaier und der Fraktion der AfD. Entwicklungszusammenarbeit mit der Demokratischen Bundesrepublik Äthiopien. Drucksache 19/7224. Berlin.

³⁰ WFP (2019), Ethiopia: An evaluation of WFP's Portfolio (2012-2017). Evaluation Report. Prepared by Mokoro Ltd, Commissioned by the WFP Office of Evaluation. Rome.

³¹ World Bank et al. (2018), Productive Safety Net Programme Phase Four (PSNP-4). Joint Review and Implementation Support Mission (JRIS). Federal Aide Memoire June 2018. Addis Ababa.

Rating summary:

Regarding internal coherence, the FC project was coherent with other German development cooperation contributions to food security and resilience in Ethiopia at a thematic level. At operational level, the coherence between German contributions to UN organisations such as WFP and German bilateral programmes in Ethiopia was limited, as the respective implementing organisations followed different organisational logics and worked independently from each other. Regarding external coherence donor coordination was assured by the PSNP Donor group and the World Bank-managed PSNP trust fund.

Coherence: 3

Effectiveness

Achievement of (intended) objectives

At outcome-level the adjusted project objective was to improve access to livelihood assets and in short term improve food consumption of drought-affected populations in the Somali region of Ethiopia.

The achievement of the targets at outcome level can be summarized as follows:

Indicator	Status at project appraisal (2016)	Target value at project appraisal	Target value at final inspection (2018)	Target value used for ex-post evaluation (2021, Somali region) ³²
(1) Percentage of households with poor food consumption score	15.7	< 10	11.8 not achieved (male-headed households: 12.8, female-headed households: 9.6)	46.5 ³³ Not achieved
(2) Diet diversity score (average number of food categories consumed by households)	3.9	> 3.9	3.96 achieved (male-headed households: 3.94, female-headed households: 4.03)	2,9 Not achieved
(3) Community asset score (CAS)	9.0	>= 10.0	6.22 not achieved	n/a ³⁴

Source: WFP, *Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity in Ethiopia, Standard Project Report 2017*

At the time of the project finalization in 2018, target values of the outcome indicators indicate that the intended scores for diet diversity were narrowly achieved, whereas the level of food consumption and availability of community assets remained below their targets. Female-headed households generally fared better in terms of food consumption and diet diversity than male-headed households³⁵. These figures are difficult to interpret as they represent averages from household surveys conducted by WFP in different parts of the country and cannot be directly attributed to the FC project. In addition, they are difficult to compare since WFP used different baselines every year³⁶. Other indicators in the SPR 2017 also suggest mixed outcomes. While the percentage of

³² WFP (2021), Ethiopia Annual Country Report 2021. Addis Ababa. Due to data limitations the achievement of target values of the respective project indicators will be assessed by using the most recent data that is only available for the year 2021.

³³ This indicator reflects the impact of the major drought that began in 2018. In 2021, there had been no rainfall in Somali region for four consecutive years.

³⁴ This indicator is no longer measured in WFP's Annual Country Report for 2021.

³⁵ These figures were drawn from WFP's annual Standard Project Report (SPR) on the Protracted Relief and Recovery Optional 200712 (PRRO 200712) for the year 2017, to which the FC project contributed.

³⁶ WFP (2019), *ibid*.

PSNP households with a poor food consumption score improved from 15.7 to 11.8 between 2016 and 2017, the percentage of PSNP households with borderline food consumption rose from 28.7 to a staggering 46.5 in the same period, probably reflecting the impact of the long drought.

At the time of the ex-post evaluation (2022), neither the target values for indicator 1, food consumption score, nor for indicator 2, diet diversity score were achieved. The score for food consumption in particular has deteriorated sharply and was three times as high in 2021 as at the time of the project appraisal. A further major drought that took place in the period 2018 to 2023 in Ethiopia probably negatively impacted the achievement of the target values. Regarding indicator 3, the community asset score, no data was available at the time of the ex-post evaluation. Considering the overall challenging context in the Somali region and the underachievement of immediate target values in 2017 it seems plausible that the objective of the project has not been achieved.

Contribution to the achievement of objectives

At the time of the ex-post evaluation (2022), it is not possible anymore to measure the long-term impact of the food distributions that took place in 2017. Firstly, food distributions inherently have a very short-term effect. Secondly, a major drought covering the period 2018-2023 significantly deteriorated the food consumption and diet diversity scores in the Somali region in 2021 which may have undermined potential positive impacts of the FC project. Against this background, the assessment of the contribution of the FC project on the food distribution indicators (1 & 2) at outcome-level will primarily rely on the immediate results achieved in 2017. This procedure also accounts for the immediate aid character of the transitional aid instrument and will be adequately considered in the following assessment of effectiveness. In addition, the overall performance of PSNP will be considered as a mean to triangulate the existing monitoring data aiming at deriving a more holistic picture of the true impact of the fc project at outcome-level.

Regarding the impact on consumption, the FC project contributed to the delivery of 14,844 metric tonnes (mt) of wheat and 3,959 mt of beans to be distributed to 416,125 PSNP beneficiaries in nine woredas (districts) of the Somali region of Ethiopia in 2017³⁷ at output-level. 85% of beneficiaries (353,706 individuals) received their food rations through the public works scheme of PSNP, while 15 % (62,418 individuals) received their rations through the *permanent direct support* scheme of PSNP that is directed to households without able-bodied members. These were households, whose adult members were elderly, chronically or terminally ill, disabled, or otherwise unable to work.

The concrete PSNP food allocations were based on a monthly food basket of 15 kg of cereal and 4 kg of pulses per beneficiary³⁸. Households could register on average five members³⁹ as PSNP beneficiaries, whereas the maximum household size in the Somali region was six. For the monthly food basket of one person, households had to provide five days of labour to public works per month, resulting in a daily wage of 3 kg of cereals and 0.5 kg of pulses. A household with five registered PSNP beneficiaries and two able-bodied adults thus had to carry out 25 days of public works per month to receive its full food entitlement, while labour was capped at 15 days per month for households with one able-bodied adult only. In normal years, public works beneficiaries were scheduled to receive food rations for six months per year (January – June), while *permanent direct support* beneficiaries received food rations over twelve months. Due to the severity of the drought in the Somali lowlands in 2017, the government organized two additional rounds of food distributions to PSNP beneficiaries, partly by using humanitarian food allocations.

The overall number of beneficiaries reached by WFP in Somali region in 2017 was 1.7 million, about half of them were PSNP beneficiaries⁴⁰. With 416,125 beneficiaries, the FC project thus helped to serve about half of PSNP beneficiaries in the Somali region and about a quarter of all individuals in need of food assistance in 2017 in this region. At the time of the evaluation, it is difficult to ascertain the number of food rations each beneficiary received under the FC project. The amounts of wheat and beans purchased with financial support by the FC project are difficult to verify, as the WFP Standard Project Report (SPR) 2016 and SPR 2017 provide different figures on food purchased with German funds. Following the figures on food commodities and beneficiaries provided by the KfW final inspection, the FC project provided food rations worth 12 days of public works and covering 2.38 months (71 days) of food needs per beneficiary to about half of PSNP beneficiaries in Somali

³⁷ KfW (2020), Final Inspection „Unterstützung der von Dürre betroffenen vulnerablen Bevölkerungs-gruppen in Äthiopien“ (BMZ 2016 18 859). Frankfurt.

³⁸ According to the PSNP IV Implementation Manual.

³⁹ At the beginning of PSNP IV the cap was set to five PSNP beneficiaries per household. During implementation of PSNP IV it was extended to full family targeting.

⁴⁰ WFP (2017), *ibid*.

region. These food rations would have generated 5 million public works days. Overall, WFP provided around 400,000 mt of food in Ethiopia in 2017, of which 94% (376,000 mt) went to the Somali region⁴¹. The FC project contributed 5 % (18,803 mt⁴²) to this amount. Given the underfunding of WFP operations in the first half of 2017, the FC project made a much-needed contribution to food security in the Somali region in this period. The food was distributed through regional government officials, no information is available on the distribution modalities of the food. The nine woredas⁴³, in which PSNP was implemented in the Somali region, were selected by the regional government based on political and technical criteria.

Regarding the project's impact on livelihood assets, the FC project contributed to the construction of the following infrastructures at output-level: protection of 4,833 ha of agricultural and rangelands by soil and water conservation measures, construction of irrigation systems (dams, irrigation channels etc.) for 196 ha of agricultural land, construction and rehabilitation of 1.862 km of rural roads, construction and rehabilitation of 726 public buildings (schools, community buildings), and excavation of 1,269 communal ponds and water reserves for local water supply⁴⁴. The source of these figures is SPR 2017, which presents them as the overall outputs of WFP-supported food-for-assets activities under PSNP in Ethiopia. These infrastructures can therefore not be attributed to the FC project alone. According to its share of food distributions in the Somali region (support to half of PSNP beneficiaries during one third of their regular annual support period), a maximum of one sixth of these figures is attributable to the FC project. At the time of the evaluation little is known on the quality of infrastructures constructed, rehabilitated, or maintained through PSNP and whether the infrastructures are still being used by the beneficiaries. There are no geo-referenced data on the infrastructures maintained under the FC project and security concerns at the time of the evaluation planning prevented travel into the region.

Independent studies on the overall outcomes of PSNP in 2017 showed mixed results in terms of income, livelihoods, food security, dietary diversity, and nutrition. Some suggested a positive impact of PSNP on food consumption, income, and livelihoods^{45,46,47}. Contrarily, several studies showed that PSNP had little impact on household food diversity and the nutritional status of household members, particularly women and children^{48,49}. It also appears that PSNP impact on asset accumulation, particularly of the most vulnerable households, was poor. PSNP thus rather addressed the symptoms of food insecurity, such as food intake, than the root causes of chronic food insecurity such as poverty and a lack of productive assets such as livestock⁵⁰. This finding was confirmed by a further study that found positive short-term consumption effects of PSNP, but no effects on long-term resilience unless food transfers were combined with dedicated livelihoods and asset building measures.⁵¹

There are doubts whether the FC project always targeted the most food-insecure households in the Somali region if taking the overall PSNP as a reference. According to the PSNP Phase IV Implementation Manual (2014)⁵², households eligible for PSNP support had to fulfil the following four criteria: 1) members of the community, 2) chronically food insecure experiencing continuous food shortages (three months of food gap or more per year) in the last three years, or 3) suddenly became more food insecure as a result of a severe loss of assets (e.g. livestock, means of production) or severe chronic illness, and 4) without adequate family support. PSNP client households were selected by the community-level Kebele Food Security Task Force (KFSTF) for a period of three to five years, based on the availability of funding and the overall number of PSNP entitlements allocated to the specific kebele. Yet household surveys in the Somali region showed that in 2016 the likelihood of the richest households being included in the PSNP were 17 percentage points higher than the poorest

⁴¹ WFP (2017), *ibid*.

⁴² KfW (2020), Final Inspection „Unterstützung der von Dürre betroffenen vulnerablen Bevölkerungs-gruppen in Äthiopien“ (BMZ 2016 18 859). Frankfurt.

⁴³ At the time of the evaluation, no information on the targeted woredas was available.

⁴⁴ According to the KfW Final Inspection (2020).

⁴⁵ Berhane, Guush et al. (2017), The Productive Safety Net Programme in Ethiopia: impacts on children's schooling, labour, and nutritional status, 3ie Impact Evaluation Report 55. New Delhi: International Initiative for Impact Evaluation (3ie).

⁴⁶ Tadesse, Tasew and Tariku Gebremedhin Zeleke | (2022) The impact of the productive safety net program (PSNP) on food security and asset accumulation of rural households': evidence from Gedeo zone, Southern Ethiopia, Cogent Economics & Finance 10(1), 2087285, DOI: 10.1080/23322039.2022.2087285

⁴⁷ Feyisa, Mebratu Negera (2022): The Effect of Productive Safety Net Programme on Household Food Consumption and Dietary Diversity in Ethiopia. *Frontiers in Sustainable Food Systems* 6:714001. DOI: 10.3389/fsufs.2022.714001

⁴⁸ Irenso, Asnake Ararsa and Gudina Egata Atomsa (2018), Implications of Ethiopian Productive Safety Net Pro-gramme on household dietary diversity and women's body mass index: a cross-sectional study. *Food and Nutrition Research* 62:1574. DOI: <http://dx.doi.org/10.29219/fnr.v62.1574>

⁴⁹ Berhane, Guush et al. (2020): Evaluation of the Nutrition-sensitive Features of the Fourth Phase of Ethiopia's Productive Safety Net Programme. Washington, DC/Addis Ababa: International Food Policy Research Centre/Policy Studies Institute.

⁵⁰ Tadesse/Zeleke *ibid*.

⁵¹ Abay, Kibrom et al., (2022), Social protection and resilience: The case of the productive safety net program in Ethiopia. *Food Policy* 112. <https://doi.org/10.1016/j.foodpol.2022.102367>

⁵² Ministry of Agriculture, *ibid*.

households. H having a household head holding an official position within the kebele administration increased the likelihood of the household being selected by 22 to 25 percentage points⁵³. The reasons for these findings seem to include favouritism of kebele officials that gave preferential treatment to powerful clans and their own families, the informal practice of using PSNP client cards as currency to “remunerate” kebele officials for PSNP administration, lack of transparency in selection processes, and deeply ingrained social hierarchies that prevented poor people from knowing about or requesting their entitlements^{54,55}. Against this background, the probability of a mistargeting through the FC project is high, although it is unclear to what extent the results of the PSNP studies are valid for the FC project.

Regarding gender inclusiveness, the PSNP implementation manual (2014) for the project period contained several specifications to ensure that women benefitted as much as men from the programme. These included the representation of women in the woreda, kebele, and community food security task forces, the right of pregnant and lactating women to transfer from the public works component to temporary direct support, a reduced workload for female heads of households, specific nutritional services for mothers and their young children, and the development of specific livelihood opportunities suitable to women. Although these specifications were formally set, it is unclear how far they were put into practice. On paper, about 50 % of PSNP beneficiaries were women⁵⁶. It appears, however, that men benefitted more from the food provided by PSNP than women, as cultural patterns of gender discrimination allowed them to consume a larger part of the food available to the household. They were also able to take decisions on selling the food to pay for other needs. Female-headed households, on the other hand, showed better nutritional outcomes from PSNP support than male-headed households, as women were more likely to offer the food received from PSNP to their household members for consumption⁵⁷. A comprehensive evaluation of the gender dimension of PSNP is not available.

Overall, it can be concluded that the FC project contributed to the short-term stabilisation of food consumption during a severe drought in Ethiopia. Nonetheless, target values of 2 of the 3 indicators defined to measure the achievement of the objective on outcome-level were not reached and even the third indicator was just achieved very narrowly. It seems plausible, that the prevalence of the drought during the implementation period had a great negative impact on the achievement of the projects objective and undermined to some extent the true impact of the financed measures. Without the project measures the consequences on the food consumption of the drought-affected population in the Somali region would have been probably even worse. However, the underachievement of the target values of the project even immediately after finalization in combination with the high probability of a mistargeting of beneficiaries that reduced the overall intended impacts outline a crucial shortcoming of the project’s effectiveness.

Quality of implementation

Providing food assistance to 1.7 million persons in need in the third year of a historic drought is a challenging task, particularly in a remote area such as the Somali region. The ability of WFP as the project executing agency to procure and deliver food under these circumstances should therefore be highly appreciated. However, there were also some challenges. These were partly related to issues, over which WFP did not have direct control due to government leadership, but where its operations were affected by a collective failure to understand and address certain issues. The main challenges of the 2017 drought response through PSNP were the following:

- 1) Late response: The government of Ethiopia was slow to recognize the Indian Dipole induced drought in the Ethiopian lowlands in 2017 and for some time banned respective advocacy efforts of international humanitarian organisations. In surveys, beneficiaries in the Somali region indicated that they received food deliveries five months after the onset of the drought and were thus the last to receive aid in Ethiopia⁵⁸.
- 2) Lack of reliable data: Support to PSNP – as well as humanitarian operations – was hampered by the lack of reliable data. During the project period, the government managed the collection and provision of data through the

⁵³ Lind, Jeremy et al. (2018), Targeting Social Transfers in Pastoralist Societies. Ethiopia’s Productive Safety Net Programme Revisited. Washington, DC: International Food Policy Research Institute/Ethiopian Development Research Institute.

⁵⁴ Geleta, Fekadu Nigussa, Ignatius Mberengwa (2009), Challenges of productive safety net program implementation at local level: The case of Kuyu Woreda, North Shewa Zone, Oromia region, Ethiopia. Journal of Sustainable Development in Africa 11(1).

⁵⁵ Cochrane, Logan, Y. Tamiru (2016), Ethiopia’s Productive Safety Net Program: Power, Politics and Practice. Journal of International Development 28, 649–665. DOI: 10.1002/jid.3234

⁵⁶ World Bank et al. (2018), *ibid*.

⁵⁷ WFP (2017a), Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity (PRRO 200712). Standard Project Report 2017. Rome.

⁵⁸ IASC (2019), *ibid*.

Central Statistics Agency (CSA) and biannual humanitarian assessments. Their credibility and accuracy were contested due to evidence of political influence on the compilation and approval of data. For the Somali region in 2017, official figures reported a relatively constant level of around 30 % of the total population in need of humanitarian assistance, while other indicators pointed to an acute spike in needs during the year⁵⁹. The lack of sufficiently disaggregated and reliable data also negatively affected the ability of WFP and other international actors to monitor the outcomes of their assistance.

3) Timing: The timing of public works and food deliveries did not consider the specific rainfall patterns and seasonal food shortages of the pastoral areas of Ethiopia, but followed the general PSNP calendar, which was based on the respective patterns of highland agriculture. Public works were therefore scheduled for periods, when pastoralists were usually absent with their herds in search of water and pastures, and food deliveries did not target the annual hunger period in the lowlands⁶⁰. In 2017, WFP worked with the regional government of the Somali region to improve the adaption of the PSNP public works and food distribution calendar to the local hunger periods, which was expected to increase the impact of PSNP transfers⁶¹. Funding shortages in early 2017 led to the skipping of one round of PSNP food distributions and the subsequent reduction of rations, at least in some parts of the Somali region. There were also reports on strong local pressure on PSNP beneficiaries to share their rations among clan members⁶². This led to the dilution of food rations, which reduced their contribution to food security and thus their efficiency.

4) Timeliness: The timeliness of food deliveries was poor. In 2017, only 45% of food transfers took place by the 30th of the month following the provision of labour services, a target set by PSNP⁶³. The time gap between the participation in public works and the receipt of food was therefore significant, particularly for food-insecure households during an ongoing drought. This may have affected the nutritional benefit drawn from this food.

5) Weak linkages between public works and livelihoods: Only 67% of PSNP public works had a potential linkage with livelihoods in the FC project period that is that they had the potential to improve the economic situation of PSNP beneficiaries. In the Afar and Somali regions, problems with the quality of public works activities persisted, particularly their technical design and compliance with PSNP environmental and social standards. No inventories of PSNP-supported public works were available⁶⁴. The livelihood activities of PSNP, particularly the introduction of new sources of livelihoods, remained weak.

6) The “graduation” of PSNP beneficiaries was often not based on evidence. According to PSNP regulations, PSNP client status should only be withdrawn, when people permanently “graduated” out of food insecurity. In many cases, however, local authorities arbitrarily pushed the graduation and terminated access to PSNP benefits due to other reasons, including available resources, government pressure to demonstrate “success” by graduating a large number of PSNP beneficiaries, and political considerations (e.g., sympathies for an opposition group)⁶⁵.

7) Internal restructuring and retrenchment of WFP: During the project period, WFP went through a comprehensive restructuring and downsizing process aimed at reconciling staff costs and declining income. This was a time-consuming process, which affected the morale of – mostly national – staff, while they had to respond to a major emergency. It also had an impact on WFP’s ability to coordinate and contribute to technical discussions⁶⁶.

8) Quality of public works projects: Technical planning was sometimes poor, and manual labour was not able to achieve the degree of earth works required for improving soil and water capacities.

WFP’s ability to monitor the implementation, outputs, and outcomes of its contribution to PSNP was limited. Major issues included a lack of monitoring staff, reliance on complex and frequently changing monitoring systems, and challenges of obtaining data from government sources. Government data on the impact of the drought and food assistance turned out to be unreliable, partly because of vested interests in downplaying the severity of the

⁵⁹ IASC (2019), *ibid.*

⁶⁰ WFP (2019), *ibid.*

⁶¹ WFP (2019), *ibid.*

⁶² WFP (2019), *ibid.*

⁶³ World Bank (2018), *ibid.*

⁶⁴ World Bank (2018), *ibid.*

⁶⁵ World Bank (2018), *ibid.*

⁶⁶ WFP (2019), *ibid.*

drought or exaggerating the positive impact of the government-led response⁶⁷. Donors were frustrated with WFP monitoring, claiming that programming was not sufficiently evidence-based and deploring the lack of reliable outcome and impact data⁶⁸.

Monitoring in the Somali region was a particular challenge to WFP. Food distribution was undertaken by government officials and many programme monitors employed by WFP had actually been selected by the Somali Regional Government. Government officials also selected the woredas to be supported by WFP, based on both technical and political considerations. As mentioned above, local government staff responsible for household targeting did not draw up or did not provide beneficiary lists to WFP, which further hampered monitoring. Due to staff shortages, post distribution monitoring was mainly carried out at the most accessible of the 1,200 distribution points⁶⁹.

Unintended effects (positive or negative)

There are indications that PSNP lead to an unintended clientelist targeting, even though they are mixed. Some studies suggested that the ruling party used PSNP as a political instrument of reward and control. They provided examples of political discrimination in the selection of PSNP beneficiaries, which all had to be members or supporters of the ruling party, while persons seen as not supporting the ruling party were excluded from the programme⁷⁰. These decisions were taken by party officials at kebele level, who were often identical with kebele chairmen or development agents. Cochrane and Tamiru⁷¹ found systematic divergences in the implementation of those elements of the PSNP Implementation Manual (2014) that were designed to promote community participation, participatory decision-making and complaints mechanisms and would thus empower community members. They interpreted the lack of operationalisation of these mechanisms as an indicator that programme implementation was shaped by political elites in ways that reinforced their power over ordinary populations. The authors concluded that while reducing food insecurity PSNP simultaneously served as a tool to maintain political control over rural populations. Inconsistencies in targeting and graduation were salient examples of this concern. To the contrary, other studies highlight that the effective implementation of the PSNP indeed critically depends on 'infrastructural' power (i.e., the power to plan and execute within its territory) of the party state. However, it appears not to have led to a systematically ethicised or otherwise discriminatory distribution of food through PSNP.

Rating summary:

It is uncertain whether the objectives set were achieved, as almost all indicators remained well below expectations even immediately after project finalization. However, the FC project contributed to life-saving support to drought-affected populations in the Somali Region in 2017, helped smooth their food consumption and diet diversity over a period of 2-3 months, and prevented negative coping strategies such as the sale of assets in this period. A part of the community infrastructures that were constructed, rehabilitated, or maintained by the public works component, had the potential to improve their livelihoods, but their true impact remains uncertain. At the time of the evaluation, there is no data available on the quality of the built infrastructure and whether it is still being used. WFP played an important role in the 2017 drought response by managing food logistics in this remote region. It is uncertain, however, to which degree the infrastructures created through public works really allowed beneficiaries to improve their livelihoods considering the specific needs of pastoralist communities. There are even indications that the physical involvement of pastoralists in the context of food-for-work measures set disincentives for pastoralists of being geographically flexible and undermined the utilisation potential of newly built infrastructure. The implementation of PSNP tackled several challenges, partly beyond the control of WFP, and raised questions as to the political instrumentalization of the programme. Monitoring was a major challenge, partly due to the lack of and unreliability of government data and partly due to limited monitoring capacities of WFP. Despite the clearly visible contribution of the FC project on output-level, most outcome indicators have neither been achieved immediately after project finalization nor at the time of the evaluation. Therefore, it seems plausible that the project's objective was not achieved. Considering the predominantly short-term nature of measures of the transitional aid project, the underachievement of indicators at the time of project finalization is

⁶⁷ IASC, *ibid*.

⁶⁸ WFP (2019), *ibid*.

⁶⁹ WFP (2019), *ibid*.

⁷⁰ Human Rights Watch (2010), *Development without Freedom. How Aid Underwrites Repression in Ethiopia*. Washington, DC.

⁷¹ Cochrane/Tamiru (2016), *ibid*.

particularly relevant for assessing the effectiveness of the project and was considered with a higher weighting. Despite discernible positive results, effectiveness falls below expectations as negative results are dominating.

Effectiveness: 4

Efficiency

Production efficiency

The overall project budget amounted to 10 million EUR. According to the report of the KfW Final Inspection (2020), the budget included the following items: food purchases (43% of the total project budget, of which wheat: 24%, beans: 18%), external transport (8%), landslide, transport, storage, and handling (33%), other direct operational costs (2%), direct support costs (8%) and indirect support costs (7%). As such, 43% of the FC project budget were spent on food, 43% on operational costs, and 15% on support costs.

The operational costs appeared high but reflected the operational challenges of procuring and transporting food to and from the ports in Djibouti and Somaliland to 39 districts and 366 distribution points in the Somali region. With the size of Germany, long distances between distribution points, poor infrastructure and bad roads made access to distribution points very challenging in the Somali region. Prior to the project period, WFP had restructured its procurement and transport systems to improve their efficiency. This included improvements in supply chain efficiency through advance purchases from the Global Commodity Management Facility, which reduced the average lead time for food delivery by 74% to 31 days in 2017, and the increased reliance on local and regional procurement, amounting to 53% in 2017, which reduced lead times and injected cash into the national agricultural production. This included the “Purchase for Progress” programme, which sourced food from cooperatives in areas with surplus production. Better planning, seizing seasonal market opportunities and improved contracting modalities had additionally reduced the average prices paid by WFP for many commodities since 2014. This was made possible by new financial instruments such as the macro-advance financing facility⁷². Still, the price of wheat procured with funding from the FC project appeared to be 20% above the world market price (baseline: 1 January 2017).

The efficiency of project implementation was reduced by delays in the timing and timeliness of food distributions already discussed under “effectiveness”. These were partly due to delays in needs assessments, retargeting exercises, public works implementation, and consolidation of beneficiary lists, which were beyond the control of WFP⁷³. It is unclear how far operational challenges of WFP further contributed to these delays.

The WFP standard rate for Indirect Support Costs (overheads) was 7%, which compares favourably with the overhead costs of other bi- and multilateral organisations.

Allocation efficiency

German development cooperation would have improved the allocation efficiency of the FC project if it had directly contributed to the PSNP multi-donor trust fund managed by the World Bank. This would have made funds more predictable for the Government of Ethiopia and given Germany more visibility through a chair in the PSNP Donor Group. However, it would also have required the long-term commitment of Germany development assistance to support PSNP. Considering the continuation of the project through further phases, long-term commitment was established and the chosen implementing structure including WFP as the project executing agency becomes questionable. The indirect support to PSNP provided by the project was lacking targeted scope of influence on PSNP and appears less efficient.

To enhance the efficiency of PSNP operations, the government of Ethiopia and PSNP donors considered major adaptations to PSNP implementation during the project period. The first adaptation concerned the replacement of food deliveries by cash transfers to PSNP beneficiaries. In 2017, already 41% of beneficiaries in the Amhara, Oromia and Somali regions received cash payments via mobile cash transfer. Yet it appears that most PSNP beneficiaries preferred food assistance, particularly food insecure households living far away from roads and

⁷² WFP (2019), *ibid.*

⁷³ World Bank (2018), *ibid.*

during times of reduced food availability and rising food prices⁷⁴. Furthermore, there were efforts to improve the coherence of drought response modalities, particularly PSNP and humanitarian food assistance. While PSNP targeted *permanently food-insecure households*, humanitarian food assistance was meant for more stable households that experienced a temporary shock only. It provided larger rations and did not require its beneficiaries to carry out public works. Donors pushed the government to harmonize the conditions of both assistance schemes and to use the established PSNP transfer mechanisms, particularly the Payroll and Attendance Sheet System (PASS) software, to transfer humanitarian food assistance, too. Two projects of humanitarian cash transfer through PSNP systems were piloted in Somali region in 2017⁷⁵. The donor community discussed this arrangement under the heading of a “scalable rural safety net”⁷⁶ and results have been incorporated into PSNP V. However, anecdotal evidence indicates that the effectiveness of the introduced shock response component is not given.

Rating summary: Operational project costs were split equally between food purchases and costs for procurement, transport, and storage of food. The high amount spent on the latter probably reflected the enormous logistical challenges of delivering food assistance in the large and remote regions with poor infrastructure and was therefore appropriate. Considering the complex logistical circumstances, the production efficiency of the FC project is assessed as being overall successful, meeting general expectations. Regarding allocation efficiency, a direct financial contribution to PSNP through the multi-donor trust fund as has been implemented since 2022, would have offered German development cooperation more influence over the design and implementation of PSNP from the outset and would have represented a more cost-efficient alternative, since management fees of WFP could have been avoided. However, a direct contribution would have also required a more long-term commitment of funds. Together with other donors and the government, WFP promoted several initiatives to enhance the allocation efficiency of its operations, including transitioning from food to cash transfers, and consolidating permanent and temporary assistance in a “scalable rural safety net”. The modalities of public works and the selection of public works activities were not always attuned with the needs of the pastoralist target group of the FC project, which generated high opportunity costs for these beneficiaries. Due to these shortcomings, allocation efficiency is rated moderately successful leading to an overall moderately successful rating of the projects efficiency.

Efficiency: 3

Impact

Overarching (intended) developmental changes

The adjusted overarching developmental objective was to strengthen the resilience of drought-affected populations in the Somali region in the medium term (impact level). No indicators were defined during project appraisal which limits the assessment of the achievement of the project objective at impact level. To estimate approximately the projects impact, the coping strategy index and the asset depletion index were selected as proxy indicators, that were reported for PSNP beneficiary households by WFP in its annual report for the year 2017⁷⁷. However, this comes with the caveat that the attribution of the projects true impact on these indicators is limited and has to be respectively considered for the interpretation of the assessment of the impact criterion⁷⁸. The coping strategy index captures the percentage of PSNP households that engaged in negative coping strategies to manage the reduced availability of food. These included skipping meals, reducing meal sizes, reducing non-food expenditures such as health, pulling children out of school, and begging. The asset depletion index reflects the percentage of PSNP households that had to sell assets such as livestock or land to survive the food crisis. Both indicators reflect aspects of household resilience to food insecurity, which were primarily addressed by the FC project. The achievement of these indicators can be summarized as follows:

⁷⁴ Hirvonen, Kalle, John Hoddinott (2021): Beneficiary Views on Cash and In-Kind Payments: Evidence from Ethiopia's Productive Safety Net Programme. The World Bank Economic Review 35(2):398–413. DOI: 10.1093/wber/lhaa002

⁷⁵ WFP (2019), *ibid.*

⁷⁶ World Bank (2018), *ibid.*

⁷⁷ WFP (2017), *ibid.*

⁷⁸ For instance, the overall PSNP had a greater regional coverage in Ethiopia, addressing 8 regions than just 1, as in the case of the fc project. Furthermore, it is unclear, to what extent the collected data of the two indices are representative for all regions of PSNP, including the Somali region that was targeted by the project.

Indicator	Status at project appraisal (2016) ⁷⁹	Target value at project appraisal ⁸⁰	Value at final inspection (2017) ⁸¹	Actual value at ex-post evaluation (Somali Region, 2021) ⁸²
NEW: (1) Coping Strategy Index (food)	15.50	< 15.50	10.36 achieved	6.3 achieved
NEW: (2) Percentage of households implementing emergency and crisis coping strategies (Asset Depletion Index)	61.10	< 61.10	33.10 Achieved	14.6 achieved

Despite the precarious food situation and the even more devastating droughts of 2018 to 2022 and the floodings of 2023, PSNP seemed to impact positively on household resilience, as the percentage of households applying negative coping strategies (e.g., sale of assets) sank from 15.5 to 10.36 and of those experiencing asset depletion from 61.1 to 33.1 between 2016 and 2017. This suggests that PSNP food transfers indeed reduced beneficiaries' vulnerability to food insecurity and their need to engage in negative coping strategies that diminished their ability to deal with environmental shocks in the long run, e.g., by selling their productive assets (land, livestock, tools) or taking children out of school.

There was some controversy on whether PSNP beneficiaries were able to maintain their level of resilience to food insecurity after their graduation from the programme. Independent studies suggested that PSNP might prevent households from depleting their already low asset holdings during a crisis and thus helped them to rebuild their livelihoods in the aftermath of the drought. Little evidence was found, however, that PSNP improved the asset holdings of its beneficiaries⁸³. It appeared that the food (and cash) transfers of PSNP⁸⁴ were used for immediate consumption or the repayment of debts but could not be saved to acquire productive assets that might increase household resilience in the future.

Several studies indicate a positive impact of communal infrastructure on livelihoods carried out under PSNP if certain preconditions as community participation are given⁸⁵. Considering that PSNP promoted infrastructure construction of watershed management, irrigation and grazeland rehabilitation, it seems plausible that the FC project contributed to an unknown extent to the improvement of livelihoods.

Evidence on the impact of social protection programmes on resilience, as PSNP, is mixed. The IASC evaluation⁸⁶ of the international community's response to the 2015-2017 droughts in Ethiopia, of which donor contributions to PSNP such as the FC project were a part, came to a critical conclusion. It stated that "the drought response was only partially successful in restoring affected people's livelihoods and was often not able to prevent affected people from becoming less resilient to droughts and other crises over time." This was attributed to the rapid succession of several droughts, a lack of focus on livelihood interventions, and a lack of consultation of affected people who did not have a say in selecting the kind of support they considered useful. These observations can also be applied to PSNP, which was implemented in a top-down manner and rarely prioritized livelihood measures. For the pastoralist regions, the IASC evaluation recommended that assistance should focus on strengthening systems for pastoralists, including supporting herd diversification, livestock insurance, improved livestock markets, and the processing of goods derived from livestock (milk, meat, leather). However, results of a different study indicate that PSNP transfers reduced the impact of drought-related shocks and improved

⁷⁹ WFP (2017), *ibid.*

⁸⁰ WFP (2017), *ibid.*

⁸¹ WFP (2017), *ibid.*

⁸² WFP (2021), *ibid.* The figures refer to a group of people that received "food assistance for training" in Somali region in 2021. Instead of "Coping Strategy Index (food)", the 2021 figure refers to a "Consumption-based Coping Strategy Index". Instead of "Asset Depletion Index", the 2021 figure refers to a "Livelihood-based Coping Strategy Index". For this reason, the figures cannot be directly compared.

⁸³ Tadesse/Zaleke (2022), *ibid.*

⁸⁴ PSNP offered cash payments to beneficiaries in the highland areas of Ethiopia. In the Somali region, only food transfers were provided.

⁸⁵ Among others: Zemzem Shigute, Community Participation and the Quality of Rural Infrastructure in Ethiopia, *Journal of African Economies*, Volume 31, Issue 4, August 2022, Pages 355–383. And Bahru, Bezawit Aduugna & Zeller, Manfred. (2021). Gauging the impact of Ethiopia's productive safety net programme on agriculture: Application of targeted maximum likelihood estimation approach. *Journal of Agricultural Economics*. 73. 10.1111/1477-9552.12452.

⁸⁶ IASC (2019), *ibid.*

resilience to repeated drought-induced food insecurity by smoothing consumption and reducing negative adaptation strategies such as the sale of assets⁸⁷.

Contribution to overarching (intended) developmental changes

As described above, the FC project contributed indirectly to reducing negative coping strategies and stabilizing livelihoods during the 2017 drought by financing elements of the public works component of PSNP through WFP. Its contribution to increasing the resilience of pastoralist households in the Somali region, which is characterized by particular challenges that are not comparable to all other regions in Ethiopia, was probably mixed, as it is unclear whether the design and implementation of PSNP were adequate to respond to the needs of the region.

The project contributed to the continuity of PSNP as a rural social safety net through a one-off payment that covered food distributions over a period of 2-3 month. This contribution could have been strengthened by a multi-year commitment to supporting PSNP directly through the multi-donor trust fund, which would have increased the transparency and predictability of German support to PSNP in the sense of good donorship⁸⁸.

At the time of this evaluation PSNP is still functioning and currently in its fifth phase (2021-2025). The establishment and successful operation of PSNP for more than 17 years until now is an important achievement by itself. With its financial contribution to PSNP, the project thus contributed to the consolidation of a “predictable safety net” provided by PSNP. PSNP is among the largest social protection programmes in Africa and has been promoted as a model for the continent.⁸⁹ The idea of establishing safety nets for vulnerable populations has proven relevant on the African continent and is increasingly perceived as an instrument of enhancing resilience to the effects of the climate crisis.

Contribution to overarching (unintended) developmental changes

Some authors argued that PSNP prevented people in rural areas from producing food or engaging in better paid off-farm work or seasonal migration, leading them to question the economic rationale of this approach.^{90 91}

Although PSNP attempts to avoid this risk by specifying a maximum number of working days for each able-bodied beneficiary of 15 days per month, the impact on unused alternative medium-term employment, which requires regular availability of labour, cannot be ruled out. In addition, a study provided evidence that public works projects were often not identified through a participatory approach but selected by local government officials. These benefitted from public works programmes providing cheap labour for government-run facilities and programmes such as schools, farmer training centres, government compounds, and roads. It appears that labour caps were not always respected, and people pushed to perform additional months of “voluntary” work to maintain their PSNP beneficiary status⁹².

Furthermore, study results indicate that PSNP contributed to the extension of state control into remote pastoralist areas and encouraged pastoralists to sedentarise, rendering them more vulnerable to climate shocks. It also appeared that PSNP contributed to territorialisation in pastoralist areas, for example by declaring the area around a newly built water reservoir as the “territory” of those who contributed to these public works. Apparently, this led to inter-group conflict in some circumstances⁹³.

There is some evidence that the modalities of conditional food transfer through the public works system negatively affected their beneficiaries’ coping strategies and even created dependency. For example, there was some limited evidence that beneficiaries were quicker to sell assets such as livestock, as they expected that they would be able to replace them with support from the safety net. It is also unclear whether participating in PSNP generated net benefits for households, as they had to spend a considerable proportion of their labour on public

⁸⁷ Knippenberg, Erwin, Hoddinott, John (2017): Shocks, social protection, and resilience: Evidence from Ethiopia. Washington, DC: Washington, DC/Addis Ababa: International Food Policy Research Centre/Ethiopian Development Research Institute.

⁸⁸ Although there has not been a multi-year commitment, BMZ contributions continued through further phases of the project (Phase II, BMZ-No. 201718550; Phase III BMZ-No. 201818574) and since 2022 BMZ has started contributing directly to the PSNP MDTF through FC.

⁸⁹ Lavers, Tom (2019), Social protection in an aspiring “developmental state”: The political drivers of Ethiopia’s PSNP. *African Affairs* 118 (472):646-671.

⁹⁰ Bonsa, J. (2016): Ethiopia’s Productive Safety Net Program: Chasing two rabbits, catching neither. *Addis Standard*. <https://addisstandard.com/ethiopias-productive-safety-net-program-chasing-two-rabbits-catching-neither/>

⁹¹ Cochrane, Logan, Y. Tamiru (2016), Ethiopia’s Productive Safety Net Program: Power, Politics and Practice. *Journal of International Development* 28, 649–665. DOI: 10.1002/jid.3234

⁹² WFP (2017a), Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity (PRRO 200712). Standard Project Report 2017. Rome.

⁹³ Getu et al. (2022), *ibid.*

works activities, for which they were remunerated below the current market rate⁹⁴. Participating in public works also prevented them from engaging in other, potentially more profitable livelihood activities or to produce more food on their fields and pastures. Case studies from the Somali region suggest that public works under PSNP sometimes did not address the environmental needs of pastoralists, such as the deteriorating rainwater infiltration rate and quick loss of soil moisture. Some pastoralists therefore considered public works as a waste of time that drained their energy from valuable livelihood activities such as dry season migration with their animals. Some pastoralists also resented that public works forced them to remain immobile during lengthy times of the year, which again was detrimental to their livelihoods and even reduced their resilience to external shocks⁹⁵. It is thus possible that PSNP prevented communities from adopting long-term adaptation strategies to climate change such as migration. This may have rendered populations in the drought-prone Somali region more vulnerable to the climate crisis in the long-run.

Rating summary:

PSNP is currently in its fifth phase (2021-2025). The FC project contributed to the continuity of PSNP, which is a scalable and replicable example of a rural social safety net in an area of Africa strongly affected by climate change. Evidence on the contribution of the FC project – via PSNP – to enhancing the resilience of drought-affected pastoralists in Ethiopia's Somali region is mixed as food transfers were not able to provide households with assets that would allow them to withstand future shocks and the public works probably just partially unfolded its benefits. The food transfers financed by the FC project did not have long-term development effects, but temporarily smoothed food consumption. However, it seems plausible, that the FC project contributed to the prevention of negative coping strategies in the mid- and long-term by promoting a structurally effective social protection scheme, like PSNP. Mid-term to long-term effects can also be expected from the communal infrastructures created or rehabilitated through the public works component of PSNP to which the project contributed. However, it appears that they did not always respond to the needs of a pastoralist society and sometimes even prevented beneficiaries from adopting more effective coping strategies such as seasonal transhumance. Shortly after the implementation period of the FC project, an even more severe period of drought (2018-2022) occurred in the Somali region which probably reduced the progress made in strengthening the resilience, to which the FC project could have contributed. Overall, the true extent of the project's impact remains unknown and limits the assessment of the achievement of the overarching objective, as impacts can only be partially and indirectly attributed to the FC project due to the existing attribution problem. Although several shortcomings prevail, the positive results slightly outweigh the negative ones overall, so that the overarching developmental impact is assessed as just moderately successful.

Impact: 3

Sustainability

The FC project was planned with a limited claim towards the sustainability of its results. As a transitional aid project, short term measures represented a significant part of the FC project with inherently less lasting effects. This limited claim towards sustainability is assessed as adequate in this evaluation. Following this logic, the criterion sustainability will be considered without grading.

Capacities of persons concerned

WFP is one of few organisations that is capable to manage the logistics of providing food to several million people living in remote areas. The government of Ethiopia and its structures at federal, regional, and local level had basic capacities to manage PSNP. According to WFP, many government officials lacked the technical capacities to implement PSNP in a pastoralist context⁹⁶.

Contribution to support for sustainable capacities

WFP and other donor initiatives provided substantial capacity building and technical support to PSNP as a government programme to improve the quality of its implementation. This included extensive training of government officials at national, regional, district (woreda), and local (kebele) level on various aspects of PSNP

⁹⁴ Bonsa (2016), *ibid.*

⁹⁵ Getu et al. (2021), *ibid.*

⁹⁶ WFP (2017), *ibid.*

implementation such as needs assessment, targeting, public works management, food management, and distributions. In 2017, WFP developed and implemented a five-year capacity strengthening strategy and plan for the National Disaster Risk Management Commission to enhance its logistics capacities. It also provided training to the commercial road transport sector on issues such as fleet management⁹⁷. By partnering with WFP, the FC project indirectly supported its capacity building of Ethiopian institutions.

Donors, including WFP, had long encouraged the Government of Ethiopia to increase its contribution to PSNP to improve its sustainability. The government apparently increased its contribution to PSNP during the PSNP V phase. As a country-wide social safety net, PSNP itself was a resilience mechanism that provided vulnerable populations with cash or food assistance, at least for some years.

Durability of effects over time

The FC project smoothed food consumption of PSNP beneficiaries during a severe drought over a period of about 2.5 months and so helped them to maintain their physical capacities during this period. The food assistance also prevented some households from engaging in negative coping strategies. There is some evidence that this allowed households to recover faster from the effects of drought⁹⁸. Unfortunately, the following years were marked by floodings and then drought, which again threatened many livelihoods in the Somali region that undermined possible long-term effects of the project. Furthermore, the PSNP public works component did not contain any training element to build the capacities of individual participants and enable them to strengthen or diversify their livelihoods.

There is little information on the sustainability and utilisation of the infrastructures created through the PSNP public works component. According to the PSNP implementation manual, public works activities were identified in a participatory way by communities and endorsed by local authorities, which had to make sure that these activities also reflected local development plans. This was to ensure that these activities were properly financed and maintained in the future. In reality, local authorities had few funds to invest in infrastructures. For this reason, it appears that a lot of public works concerned maintenance work on roads, government buildings, gullies, or rangelands that had to be repeated every year. In this sense, PSNP was a sustainable source of cheap labour for local authorities. There is no systematic data on the utilisation and maintenance of these infrastructures. PSNP is currently in its fifth phase (2021-2025). There is a high political interest by both the World Bank and the Government of Ethiopia to continue this programme which is hailed as a flagship of social protection in Africa. Therefore, it is highly possible that there will be a sixth phase and thus a certain continuation of PSNP as a social protection programme.

Ethiopia's political, security, climatic and economic context has been very fragile since the project period (2017). It was characterized by a change of government in 2018 and armed conflict in various parts of the country. The war in Tigray (2020-2022) resulted in war crimes, famine, and the killing of about 500,000 people. Economic growth continued, but poor rural populations are still to benefit from economic growth. Below-average rainy seasons and high temperatures between 2020 and 2022 led to a further devastating drought in the Ethiopian lowlands, including the Somali region, which some observers call the "worst in four decades". Simultaneously, heavy rainfall led to floodings and the loss of harvests in some highland parts of the country. As a result, half a million people were displaced in search of water, pasture, and humanitarian assistance in the southern regions and about 10 million people in need of food assistance countrywide. This short overview illustrates that food insecurity and humanitarian crisis have become endemic in parts of Ethiopia, including the Somali region. In this situation, maintaining a social safety net for vulnerable populations such as PSNP is certainly very helpful. In the long run, however, more should be done to address the root causes of vulnerability, promote adaptation to climate change, and offer alternative livelihoods to affected populations.

Rating summary:

This was a transitional aid project with a limited claim towards sustainability. The food assistance provided through the FC project helped some vulnerable populations to smooth their food consumption for a short, but critical period of a severe drought and prevented negative coping strategies. As an institution, the Productive Safety Net Programme of Ethiopia (PSNP) increased the resilience of vulnerable populations to external shocks such as droughts by providing predictable food assistance. However, PSNP and its beneficiaries continue to

⁹⁷ WFP (2017), *ibid*.

⁹⁸ Knippenberg, Erwin, Hoddinott, John (2017): Shocks, social protection, and resilience: Evidence from Ethiopia. Washington, DC: Washington, DC/Addis Ababa: International Food Policy Research Centre/Ethiopian Development Research Institute.

depend on external funding. While PSNP allows people to survive recurrent natural disasters, it does not address the root causes of their vulnerability nor helps them to develop long-term strategies to cope with the climate crisis.

Sustainability: (no grading due to limited sustainability claim of a transitional aid measure)

Overall rating: moderately unsuccessful

The FC project provided financial support to the food-for-work component of Ethiopia's Productive Safety Net Programme (PSNP), an innovative social safety net established in 2005 to support chronically food insecure households, during the severe drought of 2015-2017. The FC project was highly aligned to BMZ and national government priorities and implemented under national government structures. This implied challenges such as irregular targeting of beneficiaries, limited alignment of project activities with the needs of pastoralist communities, and the prioritisation of public infrastructures over the improvement of individual livelihoods. The general orientation of the FC programme to provide financial resources for food security in Ethiopia against the backdrop of the prevailing food crisis in 2017 was appropriate and important. However, the project's concept of primarily focussing on food-for-work measures resulting in only conditional food transfers in an acute food crisis shows weaknesses and has a negative impact on the relevance assessment. As the project contributed to a multi-donor financed and government-led programme, there was a high degree of donor coherence. Immediate impacts of the project on the outcome-level were mixed. On the one hand, the FC project contributed to life-saving assistance to drought-affected populations in the Somali Region in 2017, helped smooth their food consumption, and prevented negative coping strategies. On the other hand, the contribution of the communal infrastructures constructed or maintained under the conditional food transfer (public works) component to enhancing the resilience of food-insecure pastoralists households is unclear, as it did not always respond to the needs of a pastoral- and agro-pastoral economy⁹⁹. Even though results are mixed, few indications point at clientelist targeting mainly inherently driven by the politicisation of the government-led programme. Outcome-indicators remained below expectations, immediately after project finalization as well as at the time of the evaluation. Following this, the achievement of the project's objective is uncertain and negatively impacts the effectiveness of the project. Operational costs were high, mainly due to the challenging logistics of food assistance in a remote region. Overall, allocation efficiency was weak since the project was just indirectly contributing to the PSNP through WFP. This increased transaction costs and led to higher management fees that could have been avoided through a direct FC contribution to the multi-donor trust fund. The project contributed to the continuity of PSNP, which is a scalable and replicable example of a rural social safety net in an area of Africa strongly affected by climate change. Evidence on the contribution of the FC project – via PSNP – to enhancing the resilience of drought-affected pastoralists in Ethiopia's Somali region is unclear. The provision of short-term food transfers are highly relevant to address most urgent needs in times of drought, but will not unfold long-term impacts if not integrated into a longer-term provision scheme. Due to the lack of data, it is not possible to assess whether public works were able to provide households with assets that would allow them to withstand future shocks. The FC project contributed to the continuity of PSNP, which has the potential to support food-insecure groups exposed to recurrent climatic crises. As the FC project was financed under the transitional aid budget line, the criteria relevance, coherence and effectiveness were strongly weighted, while the efficiency, impact and sustainability of the FC project were given less relevance for the overall assessment of the project. Even in light of the acute support of the project during a severe drought, the negative aspects, primarily relying in the underachievement of the outcome-objective, the probability of a mistargeting of the financed measures and the complex and comparatively less efficient implementation structure, dominate. Overall, this leads to a moderately unsuccessful rating of the project.

Contributions to Agenda 2030

Universal claim to validity, shared responsibility and accountability

The FC project contributed to goal 2 ("Zero Hunger") of the Agenda 2030. Its implementation was based on a national programme (PSNP), which was logistically supported by WFP. Multiple donors supported PSNP, thus

⁹⁹ In general public works measures like watershed management, soil and water conservation and small-scale irrigation bear a great potential to contribute to food security. However, socio-cultural patterns of citizens are highly relevant to unfold these effects. In case of agro-pastoralists, whose economical patterns are mainly determined by seasonal livestock farming in the periphery, the degree of utilization of public works infrastructure is reduced and limits the positive impact potential of public works.

enhancing their coherence. Monitoring and learning were major challenges, partly due to insufficient data collection capacities and sensitivities regarding data.

Interplay of economic, ecological, and social development

PSNP was a social protection scheme designed to help people cope with the effects of the climate crisis, thus considering both social and environmental development. While PSNP has achieved positive social outcomes, in an authoritarian context it carries the risk of being instrumentalised by national interests, which likely led to a clientelist targeting and created socio-cultural disincentives for the pastoral- and agro-pastoral economy.

Inclusiveness

While PSNP was supposed to support vulnerable households, its potential of pro-poor targeting finds its limits in emergency contexts like acute droughts, since food transfers are conditionally on participating in public works.

Project specific strengths/weaknesses and general lessons learned

The FC project had the following strengths:¹⁰⁰:

- WFP was a strong project partner that was able to procure and deliver food in a remote area struck by drought and conflict such as the Somali region of Ethiopia.
- Through WFP, the FC project contributed to the implementation of the Productive Safety Net Programme (PSNP) led by the Ethiopian government and supported by the World Bank and a range of donors, which aimed to support chronically food-insecure households. This joined-up approach enhanced the alignment and coherence of the FC project.
- Food assistance provided through the FC project helped smooth the food consumption of vulnerable households during drought and reduced negative coping strategies. This increased the likelihood of their earlier recovery from the drought effects and enhanced resilience.

The following weaknesses of the FC project were identified:

- In times of an acute drought the provision of financial means to a national protection scheme that is primarily focussing on enhancing long-term productivity of its beneficiaries by improving access to livelihood assets through food-for-work measures and resulting in only conditional food transfers is questionable.
- Data availability, including monitoring data and general project information of the FC project, was very poor. Data on the built infrastructure was completely lacking and general information on the selection criteria of the specific intervention areas of the project as well as the modality of implementation of the public works component remains unknown and significantly limit the assessment of the projects impacts.
- There is no strong evidence that food assistance through PSNP helped vulnerable households to improve their livelihoods. Without a strong livelihood component, improvements to households' well-being remained temporary and stopped once households were "graduated" from the programme.
- Implementation challenges reduced the effectiveness of PSNP food assistance, including poor planning processes, lack of data, inadequate timing and timeliness of food deliveries, poor understanding of the livelihood needs of transhumant pastoralists, and inadequate monitoring. These occurred outside the remit of WFP, which the government reduced to food procurement and delivery only.
- There is evidence of poor targeting of PSNP beneficiaries, including elite capture of PSNP resources, the use of PSNP as a means of political control, and PSNP being used as a means to sedentarise Somali pastoralists, which reduced their resilience to adverse climate events.
- The linkages between the PSNP public works component and the improvements of livelihoods of PSNP beneficiaries were weak, particularly in the pastoral areas of the Somali region.

The following general conclusions and lessons learned emerge from this evaluation:

- Social safety nets can be a means of protecting people from the effects of the climate crisis in Africa, but they also carry the risk of creating dependency and obstructing long-term adaptation strategies. Nonetheless, it is an approach worth exploring in other countries of the region.
- Working through government-led programmes offers advantages in terms of alignment, coherence, efficiency, and sustainability. However, development partners have less options to engage the government on technical questions (e.g., support to pastoralist regions) and to address shortcomings in the areas of planning, targeting, delivery, and monitoring.
- Although pastoralist livelihood strategies are well adapted to the harsh conditions of arid regions, they are under increasing pressure due to land privatisation, the expansion of commercial agriculture, social segregation, discrimination and marginalisation, and limited state services. Pastoralists' political representation and participation in government and development programmes is often weak. A better understanding of pastoralist livelihoods and innovative approaches are required to enable pastoralists to continue living in their traditional homelands under the conditions of the climate crisis.
- A direct financial contribution to the multi-donor trust fund that supports PSNP would have allowed German development cooperation to participate in the PSNP donor working group and take part in the biannual Joint Review Missions. This would have increased its influence over the design and implementation of PSNP and would have been more cost-efficient implementation modality.
- Future project approaches targeting emergency situations such as droughts should take care to set realistic objectives as well as target values of indicators that focus on the most urgent needs of the beneficiaries and can be achieved.
- In case of project designs that rely on food-for-work measures it is crucial to include monitoring data on food security as well as on the built infrastructure (e.g. in the area of public works) to assess the complete impact of the project along the impact chain. If the implementation structure relies on an UN organization, the sufficient provision of this data by the UN organization must already be reviewed and confirmed by KfW already at the time of project appraisal.

Evaluation approach and methodology

Ex-post evaluation methodology

Ex-post evaluations follow the approach of a rapid appraisal, i.e. a data-supported, qualitative contribution analysis resulting in an expert opinion. Effects are attributed to the FC project considering plausibilities, based on thorough analysis of documents, facts and impressions. This includes – if possible – the use of advanced technology (e.g. satellite imagery, online interviews, geocoding). There is a follow-up on possible conflicting information, attempting to eliminate inconsistencies and to base the rating on information that – to the extent possible – has been confirmed through different sources (triangulation).

Documents:

KfW project documents, WFP project documents, evaluation reports of WFP and PSNP, academic literature

Data sources and tools for analysis:

Document review, interviews

Interview partners:

Stakeholders of KfW and World Food Programme

The analysis of project effects is based on the theory of change defined at project appraisal and documented within the impact matrix, which may be updated for the purposes of the evaluation. The evaluation report argues which factors contributed to the observed effects and why – as well as the probable extent of the project's contribution (contribution analysis). The context of the FC project is taken into account considering its influence on the results. The conclusions are put into perspective regarding the availability and accuracy of the available data. The framework of the evaluation is established by the evaluation conception.

This method provides a balance between cost and usefulness, generating evaluation findings with appropriate effort and expense. Also, it allows for a systematic success rating across the FC projects. Thus, an isolated ex-post evaluation cannot fulfil the requirements of a scientific assessment in the sense of a strict causality analysis.

Following aspects caused limitations for the evaluation:

Field research in the Somali region of Ethiopia was not possible due to security concerns.

Rating methodology

To evaluate the project according to OECD DAC criteria, a six-step scale is used for all criteria except for the sustainability criterion. The scale is as follows:

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("impact") and the sustainability are rated at least "moderately successful" (level 3).

List of abbreviations

AFD	Agence Française de Développement
ASAL	Arid and Semi-Arid Lowlands of Ethiopia
BMZ	Federal Ministry for Economic Cooperation and Development
CSA	Central Statistics Agency
DWG	Donor Working Group
EPE	Ex-post evaluation
EUR	Euro
FC	Financial Cooperation
FC E	FC Evaluation
FSCD	Food Security Coordination Directorate
GTP	Ethiopian Growth and Transformation Plan
IASC	Inter-Agency Standing Committee
IDP	Internally displaced people
IPC	Integrated Food Security Phase Classification
JRIS	Joint Review & Implementation Support
KFSTF	Kebele Food Security Task Force
NDRMC	National Disaster Risk Management Commission (NDRMC)
ONLF	Ogaden National Liberation Front
PA	Project Appraisal
PRRO	Protracted Relief and Recovery Operation
PSNP	Productive Safety Net Programme
SDR	Strengthening Drought Resilience
SNNP	Southern Nations, Nationalities and Peoples
SPR	Standard Project Report
TOC	Theory of change
UN	United Nations
UNICEF	United Nations Children's Emergency Fund
USD	US Dollar
WFP	World Food Programme

About this publication

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Annex 1: Target system and indicators

Project objective at outcome level		Assessment of appropriateness (then and now)			
At project appraisal: "The affected population receives improved access to productive infrastructure and thus increases its resilience to risks arising from disasters and shocks for food-insecure communities and households. At the same time, the aim is to contribute to improving the nutritional situation of population groups affected by drought."		The project pursued a dual objective: a) increasing resilience through improved access to productive infrastructure, b) improving the nutritional situation of the population groups affected by drought through the distribution of food. From a current perspective the objective was too ambitious considering that this FC project was financed through the transitional aid instrument primarily focusing on short to mid-term impacts and the wording of the FC project objective at outcome-level is not corresponding to the state of the art anymore. The aspects of enhancing resilience and reducing risks from disasters and shocks are project effects that are generally allocated at impact-level since they represent overarching, long-term instead of immediate effects of the project measures. The aspects of improving access to livelihood assets and food consumption have been generally placed appropriately on the outcome-level, although objectives of improved access to something are normally rather representing the output level, since access is not measuring the true extent of the utilisation of a resource. However, considering the short-term measures, that should be financed by the FC project, the objective of improved access to livelihood assets is appropriate. In addition, such a rather low-threshold ambition level corresponds to the objective of the transitional aid instrument of the BMZ. The instrument is bridging relief with recovery measures to address effectively acute demands with a medium-term impact claim. Against this background, the objective at outcome-level will be adjusted in this evaluation as follows: The FC project objective was to improve access to livelihood assets and in the short term improve food consumption of drought-affected populations in the Somali region of Ethiopia.			
For EPE (if target modified): Improved access to livelihood assets and in the short term improved food consumption of drought-affected populations in the Somali region of Ethiopia.					
Indicator	Assessment of appropriateness (e.g. with regard to impact level, accuracy of fit, target level, smart criteria)	Target level PP	Status PP (December 2016)	Status AK (December 2017)	Optional: Status EPE (2022)
Indicator 1 (PP): Average increase in the Community Asset Score (CAS) by 10% compared to the initial value.	The indicator is appropriate as it measures the results of food-for-work measures that create shared infrastructures. Its target level is appropriate for an outcome indicator. The indicator is part of the WFP's annual reporting for 2017 and is therefore measurable.	Initial value plus 10%	6,20	6,22	Not specified

Indicator 2 (PP): Improvement in dietary diversity (<i>Dietary Diversity Score</i>) to an average of at least three food groups.	The indicator measures the effects of the distribution of foodstuffs to the target population with regard to the diversity of food consumed. In the shortage situation at the time, this was heavily dependent on the composition of the food basket provided by the WFP. The indicator is therefore accurate and at an appropriate level of impact. The indicator is part of the WFP's annual reporting for 2017 and is therefore measurable.	Households with male heads of household: >2.89 Households with female heads of household: >3.19	Households with male heads of household: 3,87 Households with female heads of household: 3,85	Households with male heads of household: 3,94 Households with female heads of household: 4,03	Not specified
Indicator 3 (PP): Reduce the number of households with a poor food consumption score to less than 10%.	The indicator measures another effect of the distribution of food to the target population as part of the food-for-work measures, namely the frequency and diversity of the food consumed. The distribution of food as part of the food-for-work measures made a decisive contribution to this. The indicator is therefore accurate and at an appropriate impact level. The indicator is part of the WFP's annual reporting for 2017 and is therefore measurable.	Households with male heads of household: < 10% Households with female heads of household: < 10%	Households with male heads of household: 8,30 Households with female heads of household: 12,90	Households with male heads of household: 12,80 Households with female heads of household: 9,60	Not specified

Project objective at impact level		Assessment of appropriateness (then and now)			
At project appraisal: "The (chronically food-insecure) population is integrated into a reliable productive safety net in the medium term."		The project's impact objective adopts one of the three impact objectives of the emergency aid measure supported by the WFP, namely the "transition" of Ethiopia's food-insecure population groups into a reliable social safety net. This objective in turn relates to support for the Ethiopian government's Productive Social Safety Net program, which has been running since 2005 and is based on the food-for-work principle. The project finances part of these food-for-work measures but makes no further contribution to the institutional development of this social safety net. The attribution gap between the measures and the project's impact objective is therefore large. As already foreseen in the original objective at outcome-level, the benefit of improved livelihood assets and short-term food consumption translates more directly in an increased level of resilience of the respective beneficiaries. Therefore, the overarching developmental objective has been adjusted as follows: The overarching developmental objective was to strengthen the resilience of drought-affected populations in the Somali region of Ethiopia in the medium term.			
For EPE (if target modified):		Strengthening the resilience of drought-affected populations in the Somali region in the medium term. The project proposal does not formulate an indicator at impact level.			
Indicator	Assessment of appropriateness (e.g. with regard to impact level,	Target level PP	Status PP (December 2016)	Status AK (December 2017)	Optional: Status EPE (2022)

	accuracy of fit, target level, smart criteria)				
New: Indicator 1: Households' resilience to future crises has improved (<i>Coping Strategy Index</i>).	The indicator measures the extent to which the target population has to resort to negative survival strategies (e.g. selling production goods). Therefore, it measures the effects of food aid indirectly.	< 15.50	16.65	10.36	Not specified
New: Indicator 2: The proportion of households that have to sell their productive resources to secure their survival has fallen (<i>Asset Depletion Index</i>).	The indicator measures the extent to which the target population had to sell productive resources such as land, livestock or tools in order to ensure their survival during the crisis. Food is intended to reduce the sale of productive resources. The indicator thus measures the impact of the project.	< 61.10	40,00	33,10	Not specified

Annex 2: Risk analysis

All risks shall be taken over as described above in the table below.

Risk	Relevant OECD DAC-criteria
There are ethnic tensions between the ruling Tigray population group and other ethnic groups (Oromo, Amhara, smaller ethnic groups). This increases the risk that food distribution will be instrumentalised and predominantly support one party to the conflict. (KfW, Conflict, Fragility and Violence analysis, ex-ante)	Relevance, Effectiveness, Impact The project period (2017) was characterized by protests against the incumbent government and inter-ethnic clashes. In the Somali region, there were clashes in the border areas between the Somali, Oromo and Afar regions, which had not yet been demarcated. It cannot be ruled out that the food distributions were politically instrumentalized, albeit mainly to suppress alleged opposition forces among the local population.
The admission of refugees, especially in peripheral border regions such as the Somali region, increases the pressure on limited natural resources. (KfW, PV, ex-ante)	Relevance, Effectiveness, Impact During the project period (2017), people were displaced within the Somali region, partly due to the aforementioned border conflicts and partly due to the extreme drought, as a result of which many water sources and wells dried up. During the project period, 800,000 internally displaced persons were living in the Somali region. At the same time, the number of internally displaced persons rose steadily.
Conflicts between different clans in pastoral settlement areas affect the security situation in the respective regions. This can restrict access to remote areas and lead to delays or the suspension of individual project components. (KfW, PV, ex-ante)	Relevance, Effectiveness, Impact The security situation was tense during the project period. However, this did not have a significant impact on the provision of food by the WFP.
The authorities do not develop and implement a strategy for public works that strengthen the livelihoods of transhumant pastoralists. (WFP, ex-ante)	Relevance, Effectiveness, Impact, Sustainability There were strategies to strengthen the livelihoods of transhumant livestock farmers through public works projects, but these were not systematically implemented. The impacts of public works on the livelihoods of transhumant pastoralists were mixed, sometimes non-existent and sometimes negative, for example when former grazing land was used for construction.

Annex 3: Project measures and their results

The following table summarizes the services provided by the project. It reflects the information in the final review (2019), which in turn is based on the WFP interim report (July 2017) and the WFP annual report for 2017.

Period	January – June 2017
Intervention regions	9 districts (<i>woredas</i>): Afdem, Ayisha, Fik, Aware, Goro Bakaksa, Elkare, Bare, Danot, Boh
Wheat provided	14.844 t
Prepared beans	3.959 t
Beneficiaries	416.125 (of which 85% participation in public infrastructure projects, food-for-work, and 15% extremely vulnerable, unconditional food provisions)
Duration of food supply	2.3 months (calculated on the basis of a standardized monthly ration of 15 kg grain and 4 kg legumes)
Public infrastructure created	- Protection of 4,833 ha of pasture and arable land through water and erosion control measures - Construction of new irrigation systems (irrigation channels, small dams, etc.) for 196 ha of arable land - Construction and rehabilitation of 1,862 km of rural roads - Construction and rehabilitation of 726 public buildings - Excavation of 1269 communal ponds and reservoirs for local water supply <i>Note: These figures refer to the overall WFP program in the Somali region in 2017, which was co-financed by other donors.</i>

Annex 4: Recommendations for operation

No recommendations were formulated during the inception report. Therefore, this section is omitted.

Annex 5: Evaluation questions along the OECD DAC criteria/ ex post evaluation matrix

Relevance

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Alignment with policies and priorities			1	+	The intervention was well suited in view of the prevalence of the drought induced food insecurity, particularly in the Somali Region.
Are the objectives of the measure aligned with the (global, regional and country-specific) policies and priorities, in particular of the (development policy) partners involved and affected and of the BMZ?	To what extent were the objectives of the measure aligned with the relevant concepts and strategies of the BMZ? To what extent were the objectives of the measure aligned with the strategies of the Ethiopian government?	BMZ, Strategie der strukturbildenden Übergangshilfe (2020) BMZ, Marshall-Plan mit Afrika (2017) BMZ, Soziale Sicherung (2017) BMZ, Eine Welt ohne Hunger (2019) Government of Ethiopia, Ethiopia 2030: The Pathway to Prosperity. Ten Years Plan (2021-2030) Government of Ethiopia, Homegrown Economic Reform Agenda, 2020 Government of Ethiopia, Productive Safety Net Programme			
Do the objectives of the measure take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacities, actual power relations (also with regard to ethnicity, gender, etc.))?	To what extent did the objectives of the measure take into account the political framework conditions in the Somali region? To what extent did the objectives of the measure take into account the conflict and security situation in the Somali region? To what extent did the objectives of the measure take into account the implementation capacities of the authorities in the Somali region?	Secondary literature on the political, economic, social and cultural structures in the Somali region Secondary literature on the relationship between Somali Region and the central government during the project period Secondary literature on the capacities of local government authorities in Somali Region Secondary literature on the security situation in the Somali region during the project period Interviews with project managers from KfW and WFP			

Evaluation dimension: Alignment with the needs and capacities of those involved and affected		4	0	- Suitability of the concept of the food-for-work measures was mixed: (1) the provision of food was well suited (2) to the contrary, the utility of the built infrastructure is questionable.
Evaluation dimension: Alignment with the needs and capacities of those involved and affected	To what extent were hunger and malnutrition present in the Somali region in 2017? What were the causes? To what extent did the concepts of productive social safety nets, food-for-work and food distribution meet the needs and capacities of people affected by hunger? To what extent did they address the causes of chronic food insecurity in the Somali region?	Secondary literature on the climatic and food situation in the Somali region in 2017 and the historical development of droughts in the region Secondary literature on how the population of the Somali region deals with recurring droughts (coping strategies), taking pastoralism into account Interviews with project managers from KfW and WFP		
Were the needs and capacities of particularly disadvantaged or vulnerable sections of the target group (possible differentiation according to age, income, gender, ethnicity, etc.) taken into account? How was the target group selected?	Which population groups in the Somali region were particularly affected by hunger in 2017? To what extent did the project succeed in addressing these population groups? To what extent did the project's approach (e.g. food-for-work) meet the needs of these groups? What criteria and how were the beneficiaries of the project selected? What role did the local government structures play in the selection of beneficiaries? Were the beneficiaries actually in need? How was it ensured that the beneficiaries of the measures were not selected according to political criteria (e.g. party affiliation)? Was there an independent monitoring mechanism to verify the selection of beneficiaries?	Secondary literature on the vulnerability of different population groups in the Somali region (or Horn of Africa) to drought, taking pastoralism into account Secondary literature on the coping strategies of disadvantaged groups in the Somali region Interviews with project managers from KfW and WFP		

Would the measure have had further significant gender impact potential (from an ex-post perspective) if the concept had been designed differently? (FC E specific question)	To what extent did women benefit from access to PSNP? What effects did participation in PSNP have on women? How could the impact of the PSNP on the nutritional status of women and children have been further improved? How could women's participation in the design of public construction projects have been strengthened?	Implementation manual of the PSNP (2014) Secondary literature on the gender dimension of the PSNP			
Evaluation dimension: Appropriateness of the concept			4	0	- In view of the existing multi-donor trust fund the inclusion of WFP as an additional implementing partner is questionable. - The target system and indicators present shortcomings.
Was the concept of the measure appropriate and realistic (technically, organizationally and financially) and fundamentally suitable for contributing to solving the core problem?	Was the food-for-work approach suitable for providing access to food for vulnerable population groups in an acute emergency situation? (Evaluation criterion for humanitarian aid: appropriateness) Was the allocation of food to 85% of participants in food-for-work measures and 15% of particularly vulnerable people without work performance appropriate? Did the quantity and composition of the food rations correspond to the nutritional needs of the beneficiaries or the calories expended in a working day? Would cash-for-work have been a more needs-oriented option? Who determined which infrastructures were to be built or rehabilitated through food-for-work? How did the decision-making process take place? To what extent was the local population (women and men) involved in the selection of the infrastructures to be built? Did the selection of the infrastructures constructed by Food-	Secondary literature on the implementation of food-for-work and cash-for-work approaches in drought relief in Ethiopia, with a focus on the Productive Safety Net Program (PSNP) of the Ethiopian government WFP reporting on the program supported by the project (PRRO 3.01 200712) WFP reporting on the KfW-financed measures (2017) Interviews with project managers from KfW and WFP			

	for-Work (e.g. public buildings, water reservoirs, soil rehabilitation) meet local needs? Did they have a preventive effect, i.e. were the selected infrastructures suitable for strengthening the population's resilience to future drought events? Who owned these infrastructures and who could use them? How were the infrastructures financed (e.g. technical planning, quality assurance, supervision and guidance of food-for-work workers, building materials)? To what extent was the project able to reach a relevant number of beneficiaries in the Somali region? (Evaluation criterion for humanitarian aid: coverage) How many days (e.g. per week) did the beneficiaries have to work as part of the food-for-work measures? In which agricultural season? Did the beneficiaries still have enough time during this period to cultivate their own fields or lead their own livestock to better grazing areas? Did the measures address the specific needs of pastoralists, who make up a large part of the population of the Somali region (e.g. mobility, need to look after the herds all year round)? What daily wage did the provision of food for the beneficiaries of food-for-work measures correspond to? How did it compare to the national minimum wage? What daily wage could the beneficiaries have earned from private employers? Were the employment opportunities (construction of infrastructure as part of food-for-work) also suitable for women and vulnerable population groups (e.g. people with disabilities, the sick, the elderly)? How were these groups given access to food? What level of coverage did the project achieve among the vulnerable population groups?	
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Is the concept of the measure sufficiently precise and plausible (comprehensibility and verifiability of the target system and the underlying impact assumptions)?	Did it make sense to adopt the WFP's target system and indicators? Are the indicators measurable? How should the indicator measurement by the WFP be assessed? Are the assumptions formulated by the WFP plausible?	KfW, project proposal 2016 WFP, Standard Project Report 2017 Interviews with project managers from KfW and WFP
Please describe the results chain, including accompanying measures, if necessary in the form of a graphical representation. Is this plausible? As well as the original and, if applicable, adapted target system, including the impact levels (outcome and impact). The (adapted) target system can also be presented graphically. (FC E specific question)	The project is based on the following impact chain (theory of change): "Members of selected food-insecure households provide labor for public construction measures and receive regular food packages in return. The food packages allow them and their household members to consume regular and higher quality food. The public construction measures create infrastructures that increase the communities' resilience to future drought events. The financial contributions of international partners enable the Ethiopian government to maintain the PSNP as a form of social protection for vulnerable population groups in the long term."	KfW, project proposal 2016 WFP, Standard Project Report 2017 Interviews with project managers from KfW and WFP
To what extent is the concept of the measure based on a holistic approach to sustainable development (interplay of the social, ecological and economic dimensions of sustainability)?	To what extent did the measure take into account and address political, environmental, economic and social factors of food insecurity? To what extent did this transitional aid measure succeed in combining humanitarian and development-oriented approaches (nexus)? To what extent did the measure contribute to peacebuilding in the Somali region?	KfW, project proposal 2016 KfW, final inspection 2020 WFP, Standard Project Report 2017 Interviews with project managers from KfW and WFP
For projects within the framework of development cooperation programs: is the measure suitable for achieving the objectives of the development cooperation program according to its design? To what extent is the impact level of the	Is the measure part of a development cooperation program?	DC programme documents

FC module meaningfully related to the DC program (e.g. outcome-impact or output-outcome)? (FC E specific question)					
Assessment dimension: Response to change / adaptability			-	-	Since the FC project was not adapted during the implementation period, no rating is made.
Was the measure adapted in the course of its implementation due to changed framework conditions (risks and potentials)?	Were the funds of the measure earmarked (earmarking)? If so, for what purpose? What were the consequences of any earmarking of funds? Were there any adjustments to the allocation of funds by the WFP in the course of 2018 (e.g. adjustment of the regional focus, the target groups, the public construction measures, the implementation modalities)? Were these agreed with KfW?	KfW, reporting 2017 KfW, final inspection 2020 WFP, Standard Project Report 2017 Interviews with project managers from KfW and WFP			

Coherence

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of labor and synergies of German development cooperation):			3	0	
To what extent is the measure designed to complement and divide the work within German development cooperation (e.g. integration into the development cooperation program, country/sector strategy)?	What other DC measures took place in parallel to the project in Ethiopia in the areas of transitional aid, food security, agriculture, decentralization and public infrastructure during the project period?	Interview with KfW project managers If applicable, interview with GIZ food security officer Overview of FC and TC engagement in Ethiopia (2017)			

	To what extent was the project designed to complement these measures? What guidelines did the project follow in this regard (e.g. regional and country strategy)? Was there a development cooperation program in the field of food security? Did KfW finance other WFP measures in Ethiopia during the project period? What scope did KfW have for shaping the measure? What was the added value of KfW's participation in this project? What lessons learned and challenges arise from the co-financing of multilateral organizations for German FC?	
Do the instruments of German development cooperation interlock in a conceptually meaningful way within the framework of the measure and are synergies used?	What other DC measures took place in the areas of food security and food-for-work during the project period? What other DC measures took place with UN organizations? What common goals did these measures pursue? Where were there substantive or institutional links? Where were there overlaps? Where were there gaps?	Interview with KfW project managers If applicable, interview with GIZ food security officer Overview of FC and TC engagement in Ethiopia (2017) Detailed information on particularly relevant FC and TC projects (e.g. PV, supply)
Is the measure consistent with international norms and standards to which German development cooperation is committed to (e.g. human rights, Paris Climate Agreement, etc.)?	To what extent did the project contribute to the realization of human rights (e.g. right to food, right to income, right to water)? To what extent did the project contribute to the implementation of the 2030 Agenda? To what extent did the project take into account international agreements to strengthen gender equality?	Interviews with project managers from KfW and WFP

Evaluation dimension: External coherence (complementarity and coordination performance in interaction with actors outside German development cooperation):			3	-	
To what extent does the measure complement and support the partner's own efforts (subsidiarity principle)?	What were the objectives and volume of the PSNP during the project period? How was it implemented? What financial contribution did the Ethiopian government make to the implementation of the PSNP during the project period? Which other international partners supported the PSNP and with what funds during the project period?	KfW, final inspection 2020 WFP, Standard Project Report 2017 Various studies and evaluation reports on the PSNP Interviews with project managers from KfW and WFP			
Is the concept of the measure and its implementation coordinated with the activities of other donors?	To what extent did the WFP coordinate the design and implementation of the measure (PRRO 200712) with other donors (e.g. USAID, UK, KfW)?	Secondary literature on the engagement of international donors with the PSNP Interviews with project managers from KfW and WFP Interview with USAID, if applicable			
Was the design of the measure based on the use of existing systems and structures (of partners/other donors/international organizations) for the implementation of its activities and to what extent are these used?	Which national institutional structures were involved in the implementation of the PSNP during the project period? Which other international organizations - in addition to the WFP - were involved in the implementation of the PSNP during the project period? How did these actors interact? What coordination mechanisms existed and how were they used?	Secondary literature on the engagement of international donors with the PSNP Interviews with project managers from KfW and WFP Interview with USAID, if applicable			
Are common systems (from partners/other donors/international organizations) used for monitoring/evaluation, learning and accountability?	How was the measure monitored? What monitoring mechanisms did WFP have in place during the project period?	Secondary literature on the monitoring of the PSNP Secondary literature on the monitoring of the WFP Interviews with KfW and WFP project managers			

	What role did national institutions and the Ethiopian government play in monitoring the PSNP? Was independent monitoring of the measures guaranteed?	
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Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Achievement of the (intended) objectives			4	0	
Were the (possibly adjusted) objectives of the measure achieved (incl. PU measures)? Indicator table: Comparison of actual/target	To what extent was the programme able to achieve its outcome and impact indicators?	Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP			
Evaluation dimension: Contribution to achieving the objectives:			3	+	
To what extent were the outputs of the measure achieved as planned (or adapted to new developments)? (learning/assistance question)	How many and which people took part in the food-for-work measures? How was the number stated in the report to KfW determined? How many and which people in need received food without labour? How many and which food items did the people receive? Over what period of time? For what labour? What public infrastructure was created? How many and which people benefited from these infrastructures? In what way? Are detailed figures available for the nine supported woredas in the Somali region?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP			

Are the outputs produced and capacities created being utilised?	Who consumed the food distributed? How was the food distributed within the households? Did women and children benefit from the distributed food? What proportion of the food was resold at local markets? Which households were particularly inclined to resell food? For what reasons? How was the technical quality of the infrastructures set up by Food-for-Work assessed? How was the maintenance of the infrastructure ensured and financed? For how long was such an infrastructure usable? Who owned and used the infrastructures built through the food-for-work measures? For what purpose?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP
To what extent is equal access to outputs provided and capacities created (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable) guaranteed?	To what extent were the beneficiaries of the food-for-work measures and the direct distribution of food selected according to criteria of need? How was it ensured that only people or households in need benefited? Were particularly vulnerable people able to participate in the food-for-work measures (e.g. physical disabilities, pregnancy, care work)? Around 15% of the food was distributed directly to vulnerable people in the Somali region: Does this percentage correspond to their share of the total population? Were people in need able to use the infrastructure that was set up? How was it ensured that these infrastructures actually benefited people in need? Was there any evidence of discrimination against individuals or population groups? On what basis were people discriminated against? Could WFP have recognised and prevented this?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP

To what extent did the measure contribute to achieving the objectives?	To what extent did the food-for-work measures and the direct distribution of food to people in need improve the nutritional situation of people in the nine supported woredas in the Somali region during the project period? Is there any counterfactual data (on the nutritional situation of people in the Somali region who did not participate in the PNSP)? To what extent did the infrastructures built or rehabilitated increase people's resilience to future droughts? Is there any evidence that the people in the Somali region were better prepared for the droughts of the following years as a result of the infrastructures? Is there evidence that the droughts of the following years had less of an impact on the nutritional situation of the population in the Somali region?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP Secondary literature on the droughts of 2018-2022
To what extent has the measure contributed to the achievement of the objectives at the level of the intended beneficiaries?	See previous question	See previous question
Did the measure contribute to achieving the objectives at the level of particularly disadvantaged or vulnerable groups involved and affected (possible differentiation by age, income, gender, ethnicity, etc.)?	To what extent did the food-for-work measures and the direct distribution of food improve the nutritional situation of particularly disadvantaged people in the nine supported woredas in the Somali region during the project period? To what extent did the infrastructure created or rehabilitated increase the resilience of particularly disadvantaged people to future droughts?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP
Were there any measures that specifically addressed gender impact potential (e.g. through the participation of women in project bodies, water committees, deployment of social workers	What provisions did the PSNP make to enable women to access the programme and ensure that they benefited from it? What regulations existed in the areas of co-determination, labour	Implementation manual of the PSNP (2014) Secondary literature on gender aspects of the PSNP

for women, etc.)? (FC E specific question)	rights, maternity protection, pay and unconditional assistance?			
Which internal project factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the measure? (learning/assistance question)	What contribution did the WFP make to the implementation of the measure? What institutional capacities did the WFP have in the Somali region? How were these utilised for the measure?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP		
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the measure (also taking into account the risks anticipated in advance)? (learning/assistance question)	What contributions did the Ethiopian central government or regional and local governments of the Somali region make? How was the interaction between the WFP and the Ethiopian government structures organised? How did this interaction affect the achievement of the programme's objectives? What was the relationship between the Ethiopian central government and the regional and local governments of the Somali region? How did these affect the implementation of the programme? What role did the Ogaden National Liberation Front play in the region during the project period? How did their presence influence the implementation of the programme? What was the security situation in the Somali region during the project period? How did this influence the implementation of the measure?	Interviews with project managers from KfW and WFP Secondary literature on the PSNP Secondary literature on the Somali region		
Evaluation dimension: Quality of implementation			4	0
How is the quality of the management and implementation of the measure (e.g. project organiser, consultant, consideration of ethnicity and gender in decision-making bodies) to be assessed with regard to the achievement of objectives?	How did WFP implement the measure in detail (procurement, transport and distribution of food, identification of beneficiaries, monitoring of food-for-work measures)?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP		

How would you rate the quality of the management, implementation and participation in the measure by the partners/providers?	How did WFP co-operate with the Ethiopian authorities? What role did the Ethiopian authorities play in the implementation of the programme (e.g. selection of beneficiaries, selection of infrastructure measures, monitoring of food distributions)? To what extent did the Ethiopian authorities control the financial resources of the PSNP? Are there any indications of misuse of funds? Was the WFP able to make independent decisions within this framework? Did differences of opinion arise between the WFP and the Ethiopian authorities? How were these resolved?	Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP			
Were gender results and also relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Were appropriate measures (e.g. as part of a BM) implemented in a timely manner? (FC E specific question)	Were gender-related impacts and risks systematically monitored during the implementation of the PSNP, by the WFP or the Ethiopian government?	Implementation manual of the PSNP (2014) Annual reports of the WFP Secondary literature on the gender dimension of the PSNP			
Evaluation dimension: Unintended effects (positive or negative)			4	-	
Are unintended positive/negative direct effects (social, economic, ecological and, if applicable, on vulnerable groups as affected parties) identifiable (or foreseeable)?	What unintended positive effects did the measure have? How did the distribution and possible resale of food affect the local markets (e.g. prices) in the Somali region during the project period? Were people who produced food locally still able to compete with the food produced by the WFP? How did this affect local food production?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP			

	Were there indications that certain groups of people were deliberately excluded from the project measures (e.g. for political reasons)? What political and social effects, if any, did this have? Were the infrastructure measures suitable for protecting the fragile ecosystem of the Somali region? Were there any indications of negative ecological consequences of the infrastructure measures? Did the working conditions in the food-for-work measures meet international minimum standards? Did child labour occur? Was there social protection in the event of accidents at work? Were there any indications of human rights violations in the context of the programme?	
What potential/risks arise from the positive/negative unintended effects and how are these to be assessed?	What consequences did any negative effects of the programme have for the people in the Somali region? Were there any unintended positive effects that could be further strengthened in the future?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP
How did the measure respond to the potential/risks of positive/negative unintended effects?	How was the WFP's risk monitoring carried out? Did the WFP use methods such as Do No Harm to record the positive and negative effects of the measure? Was the WFP able to recognise any negative effects? What room for manoeuvre did the WFP have in this case? Were there cases in which the WFP was involved in the prevention of negative effects?	KfW, final inspection 2020 Reporting by the WFP Interviews with project managers from KfW and WFP Secondary literature on the PSNP

Efficiency

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Production efficiency			3	-	
How are the inputs (financial and material resources) of the measure distributed (e.g. according to instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/promoters/other participants and those affected, etc.)? (learning and help question)	What elements does the project budget presented by WFP contain? How are these to be understood?	WFP project reporting WFP annual reports			
To what extent were the inputs of the measure used sparingly in relation to the outputs provided (products, capital goods and services) (if possible in comparison to data from other evaluations of a region, a sector, etc.)? E.g. comparison of specific costs.	Were the costs of procuring, transporting, storing and distributing the food reasonable? What cost components did this total expense consist of? How does the cost expenditure compare to comparable measures over the project period (benchmarking)? Would the distribution of cash (cash for work) in the Somali region have been more efficient? Would there have been enough food available in the markets? Was the pay of people appropriate as part of the food-for-work measures? What monetary value did the food packages correspond to? What daily wage resulted from this? How does this compare to benchmarks such as the minimum wage in Ethiopia? How can the efficiency of the construction or rehabilitation of infrastructure through food-for-work be assessed? Would skilled labor or machines perform these tasks more cost-effectively and with better quality? Would this be a realistic option in the Somali region?	KfW, final inspection 2020 WFP reporting KfW, evaluations of other food aid measures in Ethiopia. Secondary literature on the PSNP Interviews with project managers from KfW and WFP			

	What work performance was required as part of the food-for-work measures (daily working hours, number of working days per week)? At the same time, did the participants still have enough time to grow food on their own fields? What alternative sources of income existed in the Somali region during the project period and what income would these have made possible? Did the food-for-work measures promote or hinder the population's coping mechanisms?	
If necessary, as a supplementary perspective: To what extent could the outputs of the measure have been increased through an alternative use of inputs (if possible in comparison to data from other evaluations of a region, a sector, etc.)?	Could a larger number of people have been reached using the same resources? Was there realistic savings potential (e.g. cash for work)? Are other organizations working more efficiently?	KfW, final inspection 2020 WFP reporting KfW, evaluations of other food aid measures in Ethiopia Secondary literature on the PSNP Interviews with project managers from KfW and WFP
Were the outputs created on time and within the intended period?	When exactly did the food-for-work measures and food distributions take place (months, frequency)? Did they take place during times of greatest food demand (e.g. before the new harvest) or times when people were not busy with agricultural work? Were the drought and its consequences for the food security of the population in the Somali region recognized in time? Were there any warning signs? Was the food provided on time? Did the logistics of the WFP allow food to be made available on time? What role did the creation of storage warehouses (pre-positioning) play?	KfW, final inspection 2020 WFP reporting Secondary literature on the PSNP Interviews with project managers from KfW and WFP
Were the coordination and management costs reasonable? (e.g. cost share of the implementation consultant)? (FZ E specific question)	Were WFP's flat rates for operational costs (8%) and general overheads (7%) reasonable?	KfW, final inspection 2020 WFP reporting Evaluations of the WFP Interviews with project managers from KfW and WFP

Evaluation dimension: allocation efficiency		4	-	
In what other ways and at what costs could the achieved results (outcome/impact) have been achieved? (learning/help question)	What alternatives existed to improve food security in the Somali region during the project period? Would direct distribution of food or cash without participation in construction activities in return have been more effective? Did the population have its own coping mechanisms that could possibly be promoted (e.g. seasonal migration)? Could similar improvements in the nutritional situation in the Somali region have been achieved through other, more cost-effective measures?	KfW, final inspection 2020 WFP reporting Evaluations of the WFP Interviews with project managers from KfW and WFP		
To what extent could the achieved effects have been achieved more cost-effectively compared to an alternatively designed measure?	How could the project implementation have been carried out more efficiently within the framework of the existing concept? Was there further potential for savings during project implementation? What consequences would this have had on the quality of the services provided? How was the demand planning for food deliveries carried out?	KfW, final inspection 2020 WFP reporting Evaluations of the WFP Interviews with project managers from KfW and WFP		
If necessary, as a supplementary perspective: To what extent - compared to an alternatively designed measure - could the positive effects have been increased with the available resources?	Could more people have been reached with the same resources? In which way? Could alternative approaches and concepts have achieved more impact at a lower cost?	KfW, final inspection 2020 WFP reporting Evaluations of the WFP Interviews with project managers from KfW and WFP		

Impact

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Over-arching (intended) development policy changes			3	-	
Are overarching development policy changes to which the measure should contribute identifiable? (or if foreseeable, specify the timeframe if possible)	How did the nutritional situation and resilience of the people in the nine supported woredas in the Somali region develop in the long term (period 2018-2022)? To what extent has the Ethiopian government succeeded in establishing PSNP as a social safety net for vulnerable population groups in the long term?	KfW, final inspection 2020 Reporting of the WFP Secondary literature on the PSNP Secondary literature on the Somali region Interviews with project managers from KfW and WFP			
Are overarching development policy changes (social, economic, ecological and their reciprocal effects) discernible at the level of the intended beneficiaries? (or if foreseeable, specify the timeframe if possible)	Are further effects of the measure recognisable? For example, is it plausible to assume that the food distributions have had a stabilising effect on the political and conflict situation in the Somali region? What are the macroeconomic consequences of the food distributions in the region? Are there ecological consequences?	KfW, final inspection 2020 Reporting of the WFP Secondary literature on the PSNP Secondary literature on the Somali region Interviews with project managers from KfW and WFP			
To what extent are overarching development policy changes discernible at the level of particularly disadvantaged or vulnerable sections of the target group to which the measure was intended to contribute (or if foreseeable, specify the timeframe if possible)?	How did the nutritional situation and resilience of particularly disadvantaged people in the nine supported woredas in the Somali region develop in the long term (2018-2022)? To what extent has the Ethiopian government succeeded in establishing PSNP as a social safety net for particularly vulnerable population groups in the long term?	KfW, final inspection 2020 Reporting of the WFP Secondary literature on the PSNP Secondary literature on the Somali region Interviews with project managers from KfW and WFP			
Evaluation dimension: Contribution to overarching (intended) development policy changes			3	-	

To what extent has the measure actually contributed to the identified or foreseeable overarching developmental changes (also taking into account political stability) to which the measure was intended to contribute?	To what extent can changes in the nutritional situation and resilience of the people in the nine supported woredas in the Somali region be attributed to the food distributions and food-for-work measures?	Reporting by the WFP Secondary literature on the development of the food situation in the Somali region (2017-2022) Secondary literature on the PSNP Interviews with project managers from KfW and WFP
To what extent has the measure achieved its intended (possibly adjusted) development policy objectives? In other words, are the project effects sufficiently noticeable not only at the outcome level, but also at the impact level? (e.g. drinking water supply/health effects)	To which overarching development policy objectives could the measure contribute (e.g. nutritional and health status of the population, agricultural production, drinking water supply, access to social services)?	Reporting of the WFP Secondary literature on development indicators in the Somali region (2017-2022) Secondary literature on the PSNP Interviews with project managers from KfW and WFP
Has the measure contributed to the achievement of its (possibly adjusted) development objectives at the level of the intended beneficiaries?	To what extent can changes in the nutritional situation and resilience of the people in the nine supported woredas in the Somali region be attributed to the food distributions and food-for-work measures?	Reporting of the WFP Secondary literature on development indicators in the Somali region (2017-2022) Secondary literature on the PSNP Interviews with project managers from KfW and WFP
Has the measure contributed to overarching development policy changes or changes in living conditions at the level of particularly disadvantaged or vulnerable sections of the target group (possible differentiation by age, income, gender, ethnicity, etc.) to which the measure was intended to contribute?	To what extent can changes in the nutritional situation and resilience of the most disadvantaged people in the nine supported woredas in the Somali region be attributed to the food distributions and food-for-work measures?	Reporting of the WFP Secondary literature on development indicators in the Somali region (2017-2022) Secondary literature on the PSNP Interviews with project managers from KfW and WFP
Which internal project factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended development objectives of the measure? (learning/assistance question)	See similar question under "Effectiveness"	
Which external factors were decisive for the achievement or non-achievement of	What external factors influenced people's access to food in the Somali region and their	Berichterstattung des WFP

the intended development policy objectives of the measure? (learning/assistance question)	resilience to crises (e.g. extreme weather events, violence, political dynamics, discrimination against pastoralist population groups) during the project period?	Sekundärliteratur zu Entwicklungsindikatoren in der Region Somali (2017-2022) Sekundärliteratur über das PSNP Interviews mit Projektmanagern der KfW und des WFP			
Does the programme have a broad impact? - To what extent has the measure led to structural or institutional changes (e.g. in organisations, systems and regulations)? (structure formation) - Was the programme exemplary and/or broadly effective and can it be replicated? (modelling character)	To what extent has the measure contributed to the consolidation or further development of the PSNP as a social safety net? How does the specific measure in the Somali region fit into the national implementation of the PSNP? What are the advantages and disadvantages of the national implementation of the PSNP? Does the PSNP serve as a model for other social safety nets in Africa?	Reporting of the WFP Secondary literature on the PSNP Interviews with project managers from KfW and WFP			
How would the development have proceeded without the measure? (Learning and support question)	What alternative coping strategies were available to people in the Somali region during the 2017 drought? Were they sustainable? Is there any information on the nutritional status and resilience of people in Somali Region who did not participate in PSNP? Did other actors provide food aid in the Somali region during the project period?	Secondary literature on the Somali region Secondary literature on the PSNP Interviews with project managers from KfW and WFP			
Evaluation dimension: Contribution to overarching (unintended) developmental change			3	-	
To what extent can overarching non-intended development policy changes (also taking political stability into account) be identified (or, if foreseeable, specify the timeframe if possible)?	What development policy changes have occurred in the Somali region since 2017 (e.g. political situation, violence, economy, ecology, climate, social cohesion, human rights, nutrition)?	Secondary literature on the development of the Somali region Secondary literature on the PSNP Interviews with project managers from KfW and WFP			
Has the measure had any discernible or foreseeable unintended (positive and/or negative) overarching developmental impact?	To what extent has the project contributed to these changes?	Secondary literature on the development of the Somali region Secondary literature on the PSNP			

		Interviews with project managers from KfW and WFP
Has the measure demonstrably (or foreseeably) contributed to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group) (do no harm, e.g. no increase in inequality (gender/ethnicity, etc.)?)	What development policy changes have occurred since 2017 at the level of stakeholder groups in the Somali region? To what extent has the programme contributed to these changes?	Secondary literature on the development of the Somali region Secondary literature on the PSNP Interviews with project managers from KfW and WFP

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or justification if question not relevant/applicable)	Grade	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Capacities of those involved and affected			3	-	
Are the target group, organisers and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the measure over time (after the end of the funding)?	Evaluation criterion: To what extent will the WFP continue its support for the PSNP and its contribution to food security in Ethiopia? Is sufficient funding for the WFP's measures still assured? To what extent will the Ethiopian government continue the PSNP? Is sufficient funding for the PSNP secured? Would the Ethiopian government be willing and able to finance the services of the PSNP from its own resources? Does the Ethiopian government have sufficient implementation capacity? What impact does the war against Ukraine have on the procurement of food for Ethiopia?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			
To what extent do the target group, executing agency and partners	What options does WFP have to continue contributing to food security in	Reporting of the WFP Evaluations and studies on the WFP			

demonstrate resilience to future risks that could jeopardise the impact of the measure?	Ethiopia even under difficult circumstances? What options does the Ethiopian government have to continue PSNP in the future, even under difficult circumstances? What options do people in the Somali region have to survive droughts?	Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			
Evaluation dimension: Contribution to supporting sustainable capacities:			3	-	
Has the measure helped to ensure that the target group, organisers and partners are institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the measure over time and to contain any negative effects?	Did the programme contribute to the consolidation and, if necessary, further development of the PSNP? Did the programme contribute to capacity building at the level of the beneficiaries, the government and the WFP, which facilitated the management of late droughts? Did the programme enable learning experiences or capacity building at the level of the WFP, the Ethiopian government and the beneficiaries, which were used in dealing with subsequent droughts (2018-2022)?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			
Has the measure contributed to strengthening the resilience of the target group, executing agency and partners to risks that could jeopardise the effects of the measure?	Has the measure strengthened the resilience of the beneficiaries and government structures to future droughts? Is there an exit strategy?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			
Has the measure contributed to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the measure?	Has the measure strengthened the resilience of particularly disadvantaged groups to future droughts?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP			

		Interviews with KfW and WFP project managers			
Evaluation dimension: Durability of effects over time			3	-	
How stable is the context of the measure (e.g. social justice, economic performance, political stability, ecological balance) (learning/help question)	How has the climate and food situation developed in the Somali region since 2017? Have droughts and food crises occurred again? How did the population, the government and the international community deal with the subsequent droughts? How has the political and economic context in the Somali region developed since 2017? Have there been violent conflicts?	Secondary literature on the context in the Somali region (2017-2022) Reports by UN organisations and other actors on the climate and food situation in the Somali region (2017-2022) Interviews with project managers from KfW and WFP			
To what extent is the permanence of the positive effects of the measure influenced by the context? (learning/help question)	How did the dynamic context in the Somali region affect the sustainability of the programme's impact, in particular the use of infrastructure and the institutional capacities of the PSNP?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			
To what extent can the positive and possibly negative effects of the measure be considered permanent?	To what extent can it be assumed that the infrastructures will continue to exist and be utilised in the long term? Are there any indications that the PSNP will continue to exist and possibly be strengthened?	Reporting of the WFP Evaluations and studies on the WFP Secondary literature on the PSNP Plans and strategies of the Ethiopian government on the PSNP Interviews with KfW and WFP project managers			