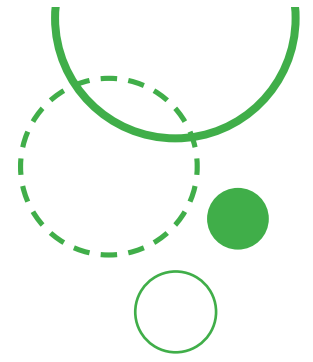




ETHIOPIA

COUNTRY PROGRAMMING PAPER TO END DROUGHT EMERGENCIES IN THE HORN OF AFRICA





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Ministry of Agriculture
Addis Ababa Ethiopia
November 2012



PREFACE

This Country Programming Paper for Ethiopia addresses the very important issue of ending drought emergencies in the Horn of Africa and has been prepared in response to the Nairobi Declaration which resulted from the IGAD Heads of States Summit held in 2011.

The paper has been prepared by the relevant Directorates in the Ministry of Agriculture of Ethiopia in close consultation with other Ministries and our Development Partners. It is therefore based upon inputs and views of a very wide range of stakeholders. It clearly recognizes the importance of moving from short-term emergency responses to droughts and other disasters that afflict the arid and semi-arid lands to proactive approaches that stress medium- and long-term policies and interventions to build resilience in the Arid and Semi-Arid Lands communities. Only in this way can livelihoods be strengthened and maintained in order to fulfill a major endeavor of the Government of Ethiopia: to reduce poverty.

This paper recognizes and promotes the seminal importance of regional cooperation and coordination to realizing our common goal of sustaining and improving the lives and future of our citizens in the Arid and Semi-Arid Lands.

This paper charts a new way forward to address the problem of recurring droughts and, at the same time, acknowledges that we have much to learn from each other as we embark on this resilience-building process: we must ensure that it is as efficient and effective as possible.

I sincerely hope that this paper will be viewed by readers as effective advocacy for new approaches to mitigating the dreadful effects of droughts in our region. I know that our development partners in particular recognize the importance of moving from short-term responses to the required medium- and long-term interventions, and I trust that they will commit themselves to provide the required multi-year and flexible funding to enable us to realize our CPP objectives.

In conclusion I thank all those who contributed to preparation of this most important paper and commend it to all who have interest in improving the livelihoods of the inhabitants of the ASAL through long-term and real development assistance. Only in this way we can transition them out of poverty.




Tefera Derbew
Minister of Agriculture

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ACRONYMS AND ABBREVIATIONS

ACDI	Agence canadienne de développement international
AfDB	African Development Bank
AGDP	Agriculture Gross Domestic Product
ARDPS	Agricultural and Rural Development Policies & Strategies
ASALs	Arid and Semi-Arid Lands
CAADP	Comprehensive African Agricultural Development Programme
CAHW	Community Animal Health Workers
CBO	Community Based Organization
CCIP	Complementary Community Investment Program
CEWARN	Conflict Early Warning and Response Mechanism
CEWERU	Conflict and Early Warning and Response Unit
COMESA	Common Market for Eastern and Southern Africa
CPMR	Conflict Prevention Management and Resolution
CPP	Country Programming Paper
CRGES	Climate-Resilient Green Economy Strategy
CRPB	Conflict Resolution and Peace Building
CSA	Central Statistical Agency
CSO	Civil Society Organizations
DFID	Department for International Development
DP	Development Partners
DRM	Disaster Risk Management
DRMFSS	Disaster Risk Management and Food Security sector
DRMSFIP	DRM Strategic Framework and Investment Program
DRR	Disaster Risk Reduction
DRSI	Disaster Resilience Sustainable Initiative
AED	Agriculture Extension Directorate
EDE	Ending Drought Emergencies
EFSRA	Ethiopian Food Security Reserve Administration
EPA	Ethiopian Protection Authority
ELMT	Enhanced Livelihoods in the Madera Triangle (Programme)
ELSE	Enhanced Livelihoods in Southern Ethiopia (Programme)
ELTA	Ethiopian Livestock Traders Association
EMPEA	Ethiopian Meat Producers and Exporters Associations
ESIF	Ethiopian Sustainable Land Management Investment Framework
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoE	Government of Ethiopia

GTP	Growth and Transformation Five Year Plan
HABP	Household Asset Building Program
HDI	Human Development Index
HFA	Hyogo Framework for Action
HoA	Horn of Africa
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IGAD	Intergovernmental Authority on Development
ILRI	International Livestock Research Institute
JICA	Japan International Cooperation Agency
LUP	Land Use Planning
MDTI	Meat and Dairy Technology Institute
MFA	Ministry of Foreign Affairs
MoFED	Ministry of Finance and Economic Development
MFI	Micro-Finance Institutions
MoA	Ministry of Agriculture
MoFA	Ministry of Federal Affairs
MS	Member States
MWE	Ministry of Water and Energy
NGO	Non-governmental Organizations
NTC	National Technical Committee
PAES	Pastoral Agricultural Extension System
PIF	Agricultural sector Policy and Investment Framework
PIM	Program Implementation Manual
PLI	Pastoral Livelihood Initiative
PPD	Planning and Programming Directorate
PRM	Participatory Rangeland Management
PSNP	Productive Safety Net Program
RBDP	River Basins Development Program
RED&FS	Rural Economic Development & Food Security
RF	Regional Framework
RP	Resettlement Program
SLM	Sustainable Land Management
SNNPR	Southern Nations, Nationalities, and Peoples' Region
SWG	Sector Working Group
TAD	Trans-Boundary Animal Disease
TBWR	Trans-Boundary Water Resources
TC	Technical Consortium
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WDPSP	Water Development Policy, Strategy and Program
WFP	World Food Programme



1 | INTRODUCTION

In 2011, 13.4 million people of the Intergovernmental Authority on Development (IGAD) region, predominantly pastoralists and agro-pastoralists, were affected by drought. This crisis was a stark reminder that insufficient attention was given to addressing livelihood vulnerability in the ASAL. It is apparent that it is not drought as such, but rather the vulnerability of pastoral communities that has thrown the region into recurring repeated food crises. Too often in the past, the international community has lost focus on longer-term resilience building initiatives, after recovery and reconstruction objectives have been achieved and media attention recedes. Following the 2011 drought, however, there has been a strong commitment from the international community and Member States (MS) of IGAD to focus on initiatives that will strengthen medium- and long-term resilience to disaster and ensure that the next disaster does not result in another crisis.

Following the Nairobi Heads of State Summit in September 2011, IGAD was given the mandate to coordinate regional initiatives to build resilience to drought in the Horn of Africa (HoA). Under this mandate, IGAD convened a series of high-level consultations where a consensus emerged among IGAD's MS and partners on the need for comprehensive regional interventions. These consultations resulted in the launching of a region wide "Drought Resilience and Sustainability Initiative", otherwise called the "Ending Drought Emergencies initiative" (the "EDE Initiative"), aimed at "improving livelihoods and enhancing resilience of drought-prone communities in the HoA".

The present document is an advanced version of Ethiopia's Country Program Paper (CPP) for the "Drought Resilience and Sustainability Initiative". Its overarching objective is to improve food and nutrition security and enhance resilience to external shocks with particular focus on the ASAL communities in Ethiopia. The CPP is prepared under the leadership of the Ministry of Agriculture by a National Technical Committee comprising the various Directorates of the Ministry, namely the Agricultural Extension, Planning and Programming, Natural Resource Management,

Food Security Coordination, Early Warning and Response, Animal and Plant Health Regulatory Directorates and the respective Directorates from the Ministry of Water and Energy and Ministry of Federal Affairs. The CPP was produced with the technical assistance of a National Consultant and with the support of the Technical Consortium (TC¹). A first draft of the document was presented to the IGAD-led Nairobi Ministerial Meeting on 3 - 4 April 2012. This draft was then further developed and improved through technical meetings and consultations with the Directorates of the Ministries cited above, representatives of the Ministry of Water and Energy, Ministry of Federal Affairs, Ministry of Foreign Affairs as well as staff the Ethiopian Environmental Protection Authority. Consultations and discussions were also held with representatives of development partners (USAID, DFID, Germany, Italian and Spanish Technical Cooperation and JICA) and with the FAO, UNDP, WFP, World Bank and AfDB. NGOs consulted include Oxfam GB, Mercy Corp, CARE Ethiopia, and ACIDI VOCA. The document was also enriched and elaborated through a Quality Enhancement (QE) process led by the TC.

This draft CPP was discussed with key partners from the seven member countries and DPs in a Quality Review meeting which was organized by IGAD and the TC on 8 October 2012 in Kenya. It was then shared with key Ministries and national partners during a retreat scheduled for mid October 2012, and finalized by the Technical Committee. Finally the CPP will be presented to the top management of Ministry of Agriculture for formal endorsement before being presented to the IGAD secretariat.

¹ Partnership establish between CGIAR research institutions and the FAO, coordinated by ILRI with initial funding by USAID and aiming at provide technical assistance to the country and IGAD to support the joint investment programming exercise.





2 | REGIONAL AND NATIONAL CONTEXT

Ethiopia is one of the fastest growing economies in sub-Saharan Africa with growth rates averaging 11 percent over the last 7 years². While the economy continues to grow impressively, poverty remains as a major challenge in rural areas in both highland and lowland contexts making the country highly vulnerable to a wide range of climate change-induced natural as well as man-made disasters.

Like its neighbors in the HoA, Ethiopia experiences frequent occurrence of disasters including drought, floods, volatile food prices and livestock diseases. While it seems too soon to attribute increase of drought incidences to climate change, drought occurrences have become more frequent and have taken a regional dimension. According to a recent report by the International Food Policy Research Institute (IFPRI) there is some indication that droughts are increasing in frequency in recent decades (Derek et al, 2011). Based on data available for the past 50 years³, the African Development Bank also reports that the *“chances of drought occurring in parts of the region have increased from a probability of one in every six to eight years to a probability of one in every two-three years”*.

In addition the “epicenter” of the recent drought (in terms of intensity and coverage) appears to have moved from the highland crop growing areas to the Arid and Semi -Arid pastoralist Areas (ASAL)⁴. Within the last ten years four major droughts in 2002, 2006, 2010 and 2011 have affected all the ASAL areas of the Horn countries in varying degrees of intensity. In each

drought episode more than a million people were affected in each country. In 2011 the Horn of Africa attracted international attention as a result of two interlocking disasters: an exodus of Somali refugees into neighboring countries as a result of the conflict and drought in Somalia and a drought that affected the lives of millions of people living in the dry-lands of Djibouti, Ethiopia and Kenya. It is estimated that the total number of people affected by the 2011 drought was 13.4 million⁵ including as many as 4.5 million Ethiopians⁶, when the drought was at its peak.

The scale and impact of the droughts in the recent past have been immense occasionally decimating herds by as much as 50-80% in the case of cattle (Coppock et al 2008, Devereux, 2006). Such frequent shocks do not give respite for recovery and make it extremely difficult to restock herds thereby forcing poor pastoralists and agro-pastoralists to drop out of Pastoralism and engage in non-pastoralist livelihoods that are high risk and detrimental to the environment such as charcoal making. In addition to the frequent occurrence of droughts, other factors including growth of human and livestock populations, environmental degradation and bush encroachment, are creating unsustainable pressure on land and water resources, and increasing the vulnerability of pastoralist and agro-pastoralist populations to disasters. A further adverse consequence could be conflict over dwindling resources.

Despite these negative aspects, pastoralists have coped with climate hazards for a long time, using seasonal mobility strategies for the sustainable management of dry-lands vegetation and water resources. Pastoralists use seasonal livestock mobility patterns to utilize the wet and dry season grazing lands and breeding of livestock that feed selectively on available pastures in the dry lands. These combined vital strategies allow pastoralists/agro-pastoralists to create economic value rather than mere survival in difficult environments. The African Union’s Pastoral Policy Framework adopted in 2010 recognized this importance.

The ASAL in general are characterized by relative land and animal resources abundance. In Ethiopia the

² Ministry of Finance and Economic Development (MoFED-2010/2011)

³ Report of AfDB Drought Resilience and Sustainable Livelihoods in the Greater HoA, Nov, 2011

⁴ Recent Climate Prediction and FSNWG Reports (Various)

⁵ Nairobi Declaration, The summit on the Horn of Africa crisis: Ending drought emergencies: A Commitment to Sustainable Solutions 8th-9th September 2011 NAIROBI KENYA

⁶ DRMFS Appeal

semi-arid lowland regions comprise the regional states of Afar and Somali, and partially cover the Oromiya and the Southern Nations, Nationalities, and Peoples' Region (SNNPR). They make up about 60 per cent of the country's area and are endowed with 22% of the country's cattle population (10.36 million heads), 40.7% of sheep (13.6 million heads), 60% of goats (18 million heads) and 100% of camels (2.5million heads)⁷.

Although not highly commercialized, pastoral and/or low land areas contribute to domestic and international trade and are not only a subsistence livelihood that they might appear to be. Pastoralists have a higher level of off-take from their herds than sedentary farmers in the high land of Ethiopia and consequently provide the majority of animals for both the domestic and export markets. Export trade in live animals mostly sourced from pastoral areas has risen from 163,000 head (US 27.3 m) in 2005/6 to 472,040 head (US 147.9) in 2010/11. Export of chilled meat has

correspondingly increased from 7,717 MT (US 15.6) to 16,877 MT in 2010/11 (Catley et al, Tufts University, 2011).

Overall the output of the livestock sector largely originating from the ASAL contributes 12-16% to Ethiopia Gross Domestic Product (GDP) and 30-35% to the agricultural GDP⁷. It also feeds a leather industry that is the second largest source of foreign currency after coffee. The ultimate goal of the DRSI should thus not only be to combat the scourge of recurring drought but harness the economic potential and spur longer term investments to achieve a successful economic transformation of the arid and semi-arid lands in Ethiopia.

⁷ Central Statistical Agency, Report of 2010





3 | RATIONALE AND OBJECTIVE OF THE COUNTRY PROGRAM

Decades of emergency assistance has not been able to mitigate the causes of pastoral vulnerability such as degraded ecosystems, lack of infrastructure and facilities, low investment, absence of economic opportunities and conflict. Owing to the combination of these interlocking vulnerabilities a mild stress like inadequate or untimely rainfall can result in major shock because of the communities' inability to withstand the effect of the disaster.

Breaking the cycle of emergencies, and building pastoralists' resilience to external shocks therefore requires livelihoods-focused programming tailored to the different stages of a crisis. This should be based on a holistic development approach and programming to effectively combat chronic food and nutrition insecurity and a necessity to make new and significant investments in the dry-lands. This entails helping pastoralists cope with emerging change, adapt their livelihoods and manage the ecosystem, and diversify their livelihoods so that they will be able to withstand future shocks.

Following the impact of the crisis on the lives and livelihoods of the over 13.4 million people affected and the consequent suffering as well as loss of human lives, the Heads of States of IGAD member States met at a Summit in Nairobi, 8-9 September, 2011 and deliberated at length on the problems associated with the drought and came up with the Nairobi Declaration committing themselves to make new and significant investments in the dry-lands to end drought emergencies and pledged, among other things to *"launch regional projects to address the underlying causes of vulnerability in drought-prone areas, in particular emphasis on pastoralists and agro-pastoralists to promote disaster risk reduction, ecosystem rehabilitation and sustainable livelihood base development practices"*.

They also underscored the urgent need to *"reform the system of emergency humanitarian response in the region, aiming to enhance resilience and promote long-*

term solutions and integrate drought risk reduction and climate change adaptation into development planning and resource allocation frameworks".

The extensive discussions within IGAD secretariat and Member States emphasized the need for a paradigm shift from emergency response to joint long-term interventions aimed at creating resilience and economic development. The meeting also highlighted the importance of a coordinated approach to address the effects of climate change.

At the end of the Summit an agreement was reached to *"develop the Horn of Africa Regional Disaster Resilience and Sustainability Strategy Framework to reduce the impact of disasters in the region considering existing frameworks and programs of action and to allocate significant portion of national revenue to fund these projects"*.

In line with what has been stipulated above the main objective of Ethiopia's Country Program for Drought Resilience Sustainable Initiative is to improve food and nutrition security and enhance resilience to external shocks with particular focus on the ASAL. Components include development-targeted initiatives giving due emphasis to livelihoods based programs coupled with a harmonized drought cycle management. Of course development efforts will be aligned with humanitarian interventions during emergency incidences.

The Country Program is firmly anchored to the Government's 5-year Growth and Transformation Plan (GTP) whose over-arching objective in turn is *"to radically transform the Ethiopian economy on a path of sustainable growth and development with a target growth of GDP by 14.9% at the end of GTP period (2014). One of the means for realization of the objective is the GTP's target for increasing export earnings from live animals and meat export from US\$ 125 million in 2009/10 to US\$ 1 billion in 2014/5⁸."*

This target is anticipated to provide one of the entry points for improving the lives of pastoralists and

enhancing their resilience. In the Pastoral Areas the GTP focuses on supporting the livestock sector, developing water sources for people and livestock including irrigation schemes, natural resources management, forage development, improving the livestock marketing, animal health service delivery system and strengthening implementation capacity⁹.

The CPP is also firmly anchored to the Policy and Investment Framework – the indigenized

Comprehensive African Agricultural Development Programme of Ethiopia (CAADP), which is an instrument to realize the ambitions of the GTP.

⁸ Five Year Growth and Transformation Plan, 2010/11-2014/15

⁹ Ethiopia's Agricultural Sector Policy and Investment Framework (PIF), 2010-2020





4 | OPPORTUNITIES AND CHALLENGES FOR THE COUNTRY PROGRAM

4.1. Opportunities

The opportunities for implementation of the Drought Resilience and Sustainability Initiative include the following:

Commitment of the Government: The Developmental State of the Government of Ethiopia has laid strong foundations through its policies and strategies which offer a fertile ground for undertaking development activities in the ASAL. The main development agenda of the Ethiopian government is poverty eradication. All the country's development policies and strategies are geared towards this end. This reflects a wide national consensus on the priority agenda of eradicating poverty and the policies and strategies required to address such a development priority. During the GTP period special emphasis will be given to agriculture and rural development, industry, infrastructure, social and human development, good governance and democratization.

Trade and Economic Potential: Globally the domestic and international environment for livestock trade is favorable. Demand for livestock products in general and the demand for meat in particular is projected to double by 2050 (HPG, April 2009). Along with the demand, prices for livestock and livestock product have been increasing markedly. Livestock exports from Ethiopia have been booming for several years (albeit from a low level), and the region as a whole is ideally placed to cater to strong demand from the Middle East. The formal trade in Ethiopia earned \$125 m in 2010 and \$215 in 2011 while earnings from the informal / cross-border trade are estimated between US 200-300 m; 4 to 5 times the formal trade (Catley et al, 2011).

In Ethiopia, the prospect of rapid urban population growth and rising incomes all imply that the demand for meat will continue to grow rapidly in the years to come. The pastoral system, with supportive policies and appropriate interventions can play significant role in meeting the rising demand for meat and other

animal products and serve as a driver for economic development and in the ASAL.

Enabling Environment: A major opportunity for the development of the CPP is the recommendation and resulting strategy following the Summit Meeting on Ending Drought Emergencies in the Horn of Africa (HoA), held in Nairobi 8 - 9 of September 2012. The unprecedented commitment of the leadership at the highest levels not only provides a political and policy space both at national and regional levels and also an opportunity for allocation of more resources to combat the scourges of recurring drought. In addition the enhanced interest of donors to support national as well as regional initiatives provides an impetus for the development of the CPP. In Ethiopia the availability of institutions with long experience and well developed policy frameworks is also a plus towards ending drought emergencies.

Regional Plans for Diversification of Livelihoods: Although livelihood diversification was an area that received limited policy attention in the past, this is now changing. The Food Security Strategy and the Five-Year Regional Development plans give emphasis to livelihood diversification with market orientation. Irrigation-based horticulture and crop production, livestock- and livestock product-based trade (e.g. milk, hides and skins, livestock) are options that are to be explored for diversification of incomes, in addition to the exploitation of range products like gums and incense have received increased attention.

Strong Institutional Experience and Best Practices: there is a wealth of existing experience and good practices both within government institutions and development partners, on which to base up-scaling.

4.2. Challenges

Recurrence of Drought: The increased frequency and depth of drought in particular during the past decade

and its impact on livestock populations, which directly affects food and nutrition security of populations which lack coping mechanisms;

Population Growth versus Shrinking Resources: The rapidly growing human populations contrasting with a reduction in natural resources (land, water) due to degradation, climate change and alternative use of these resources (e.g. for crop production);

Deep-seated Poverty: The ASALs in Ethiopia have a long history of marginalization and it is with the advent of the current Government that commitments have been made to address poverty in the dry-lands. Despite the attention they have received, their resource endowment and economic potential, the ASAL have the highest levels of poverty head count index in the country - 36.1% in Afar followed by 32.8% in Somali region, according to a recently released report by Ministry of Finance and Economic Development¹⁰ (MoFED).

Low Levels of Infrastructure: The problem of the ASAL is also compounded by low levels of infrastructure development. Although modest infrastructure is already in place, poor infrastructure and limited connectivity remain a major bottleneck to the development of the ASAL.

Low implementation capacity: Limitations in institutional and human capacities, inadequate expertise, logistical shortfalls and management-related problems in the ASAL are major hurdles that may retard implementation of programs. The ASAL regions mostly suffer from lack of skilled expertise and the existing human resource has limited capacity that result in low level of implementation.

Violent Conflicts: The violent resource-based inter-clan and other conflicts in the border areas are also major challenges to implementation of programs. Although they are occasional occurrences, they further complicate the vulnerability of the population in the ASAL.

Climate Change: Global warming has challenged the world's socioeconomic conditions in general and exacerbates the natural resource base of pastoralists and agro pastoralists in particular. The effects directly impose their negative effects and worsen the life of the pastoral people and their livestock.

¹⁰ Ministry of Finance and Economic Development, March 2010





5 | THE COUNTRY PROGRAM BUILDS ON EXISTING INITIATIVES

The CPP builds on: (i) existing policies, strategies and plans; (ii) past and on-going projects and programmes that have demonstrated positive impact on food and nutrition security and resilience to drought; and (iii) programming exercises and workshops organized in the country with development partners. It has been developed within the context of the country's agriculture sector PIF (CAADP) which recognizes the role of the pastoralists' economy and the importance of enhancing security of tenure of pastoralist and agro-pastoralists through efficient and effective land utilization, certification and administration.

The overall objective of the Country's Food Security Program (FSP) is to achieve food security for chronic and transitory food insecure households in rural Ethiopia¹¹. To this end, the Program has four components: (i) the Productive Safety Net Program (PSNP), which provides transfers to meet household consumption and protect assets, and builds community assets through public works; (ii) the Household Asset Building Program (HABP) which provides credit and extension services; (iii) the Complementary Community Investment Program (CCIP) which undertakes community infrastructure investments in food insecure Woredas; and (iv) the water-centered Voluntary Resettlement Program (RP) which provides transfers, credit and infrastructure for re-settled households. The raising of households to the level of food security that these components aim to achieve is commonly described as graduation.

Within the last decade, the country has made great strides in tackling emergencies. The implementation

of Business Process Reengineering within the ministry has opened a new chapter in the history of Disaster Management in Ethiopia by shifting the focus from crisis management to risk management. More recently (2010) the GoE has come up with a revised Disaster Risk Management (DRM) policy which is already in practice and whose overall objective is to reduce the risks and impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development¹². The DRM Strategic Framework and Investment Program (DRMSFIP) is currently under development and will be in place after it has been approved. It will be based on the revised DRM policy and on the priorities enshrined in the Hyogo Framework for Action (HFA). Through this framework document and investment programme, it is intended that the overall objective stipulated in the draft DRSI Policy of reducing the risks and impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development would be achieved. The formulation of the DRM Policy heralded a radical shift from reactive response to drought emergencies to proactive management of risk through multi-sector approach including risk analysis and profiling.

As a complementary measure the government has developed and implemented the Ethiopian Sustainable Land Management Investment Framework (ESIF) with the aim of alleviating rural poverty through restoring, sustaining and enhancing the productive capacity, protective functions and bio-diversity of Ethiopia's natural ecosystem resources¹³.

Ethiopia has also developed a Climate-Resilient Green Economy Strategy (CRGES) outlining a green economic growth path that fosters development and sustainability. The development of a green economy will be based on four pillars: (i) agriculture: improving crop and livestock production practices for higher food security and farmer income while reducing emissions; (ii) forestry: protecting and re-establishing forests for their economic and ecosystem services including

¹¹ Food security is defined as "access by all people at all times to sufficient food for an active and healthy life". Chronic food insecurity refers to the persistence of this situation over time, even in the absence of idiosyncratic or covariate shocks.

¹² DRM Framework Document, DRMFS, MoAG, 2010

¹³ Ethiopian Strategic Investment Framework for Sustainable Land Management (ESIF), MoA, March 2010

their value as carbon stocks; (iii) power by expanding electricity generation from renewable energy for domestic and regional markets; and (iv) transport, industrial sectors and buildings by introducing modern and energy-efficient technologies.

Ethiopia has prepared a draft Conflict Resolution and Peace Building Strategy (CRPBS) through the Ministry of Federal Affairs (MoFA). The main objective of the MoFA's CRPBS prepared in 2005, is to prevent the occurrence of violent conflict through collection of early warning information and initiating early and timely responses plus tackling root causes by aligning the interventions with peace dividend projects and long term development plans. As an integral and important part of the drought resilience initiative it is envisaged that the CPP establishes firm linkages with Conflict Prevention Management and Resolution (CPMR) activities of the MoFA.

In addition to the above key strategies and policies, the CPP is also embedded in Agricultural and Rural Development Policies & Strategies (ARDPS), Millennium Development Goals for Pastoral Areas (MDGPA), National Food Security Program, Early Warning and Response System, Sustainable Land Management Program, National Agricultural Extension System (NAES), Water Development Policy, Strategy and Program, and the River Basins Development Program.

The main initiatives that the CPP will build on and establish firm linkages with include both Government and NGO implemented programs and projects as indicated below. The CPP will also factor in some of the important lessons from on-going and past initiatives in the design and implementation of the program's components and sub-components.

a) Government Implemented Programs and Projects:

- **The Regional Development Plans (2010-2014)** of the regional states that have large pastoral and agro-pastoral population (Afar, Somali, Oromiya and SNNPR) are modeled on the GTP and are focused, among other things, on improving food security and enhancing resilience. The plans are based on two inter-related strategies: (i) enhancing pastoral livelihoods and building their resilience through natural resources management including development of water, animal health

services, infrastructure and basic services, and (ii) irrigation development with emphasis on voluntary resettlement of pastoralists along major river basins, forage and crop production, creating market linkages and value chains. The plans also recognize the importance of diversification of livelihoods in light of a declining livelihood base and increasing destitution of pastoral drop outs.

- **The Pastoral Community Development Project (PCDP II).** Operational since May 2003, the World Bank-assisted PCDP focuses on the implementation of effective modules of public service delivery, livelihood diversification and investment in disaster management. The project is operating in 55 woredas/districts in the ASAL regions of Somali, Afar as well as in the pastoral areas of Oromiya and SNNPR. Alternative livelihood interventions of PCDP have focused mainly on working with women. Following an evaluation, the World Bank and IFAD made the judgment that the activities of PCDP were sufficiently effective to continue into a second (2008-2013) and a third phase is now under preparation. Satisfaction rates recorded for the first phase activities¹⁴ were 80% amongst participating beneficiaries. The PCDP has also important lessons on livelihood diversification through Micro-Finance Institutions (MFIs) and provision of basic services in the ASAL.
- **The National Food Security Program (PSNP, CCIP).** As indicated above, the FSP has four components. The PSNP component guarantees appropriate, timely and predictable cash transfers and access to essential social services. Currently it is being implemented on a pilot basis in 32 chronically food-insecure woredas in the pastoral areas, to enhance the resiliency of pastoral communities. The CCIP provides communities access to basic services and infrastructure in food insecure woredas/ districts in most of the ASAL. It is one of the most important instruments in building and expanding social infrastructure in the pastoral areas.
- **The Irrigated agriculture / Voluntary resettlement Program ("Water Centered Development Approach").** The five-year development plan for the ASAL regions envisages implementation of

¹⁴ Which include community infrastructure as well as IG activities.





settlements based on irrigated agriculture along major river basins like the Awash, Wabe Shebele and the Omo. In the Shebele corridor of the Somali Region alone (one of three river basin corridors), the Five-Year Plan speaks of 170,000 families benefitting from irrigated agriculture over the plan period. Information provided from the MoA indicates that 77,000 households have already been provided with 1 hectare of land and a shared generator/pump kit (1 kit to ten households). An additional 55,000 households will be provided with the same resources during the coming months. No doubt this provides a potential opportunity for asset-less and unemployed youth.

- **The Sustainable Land Management Program (SLMP)** is a five year project started in 2008 with extension of an additional one year. The project area of intervention has four major components namely water shade management, rural land certification and administration, project management and knowledge management. It was estimated that about 500,000 people will benefit from the project and six Regions are included in the program (Amhara, Tigray, Benshangul Gumuz, Oromiya, SNNPR and Gambela). The project is supported by World Bank and GIZ and focused on agricultural productivity potential and food security in degraded areas. The program is based on climate-smart agriculture, soil and water conservation, small scale irrigation and a forestation project.
- **The Millennium Development Goal Project.** This aims to promote the development and management of the untapped water resources of the regions to achieve higher sustainable production leading to higher income and living standards for the inhabitants in the watershed areas. This will be achieved without causing any deterioration in the resource base and ecological equilibrium and aims to meet the MDGs by reducing halving poverty by 2015 and reach GTP targets. The project is focusing on rural water supply and range land development, irrigation using ground water and surface sources by small water pumps, ground water potential assessment, land use study and rural roads. To date 124,445 people and 792,190 head of livestock have benefited from improved water supply services. The government of Ethiopia is very much committed to achieve the MDGs and has allotted significant financial resources for this purpose. However, this huge intervention will require continuing investment support in the coming

years. Thus, this program will directly be aligned and harmonized in the framework of the CPP to enable further development interventions.

- **The Peace building and Conflict Resolution Program:** Under the Ministry of Federal Affairs this program has been implementing peace building and conflict resolution activities in three areas: (i) early warning and response; (ii) promotion of a culture of peace and education; and (iii) community policing. The program had undertaken capacity building activities including training, provision of computers and other facilities, and developed manuals and toolkits. With regard to cross border conflicts, the Ministry of Federal Affairs has been appointed as a Deputy Head of the Conflict Early Warning Response Unit (CEWERU) of the CEWARN Mechanism. Both conflict resolution and peace building activities implemented by Ministry of Federal Affairs and CEWARU provide very important lessons in establishing and working with local peace committees and customary institutions, collection and dissemination of early warning information as well as mounting timely responses (MTR, RRF Evaluation, CEWARN, 2011).

b) NGO Implemented Projects

The country program will also draw important lessons and build on the experiences of donor- funded and NGO-implemented projects that have had a marked impact on enhancing livelihoods and reducing vulnerabilities of the pastoral population. These include:

- **The Pastoral Livelihood Initiative (PLI I, II), Enhanced Livelihoods in the Mendera Triangle (ELMT) and Enhanced Livelihoods in Southern Ethiopia (ELSE). (Phased out).** Designed to mitigate the effects of drought on pastoral livelihoods and build their resilience the PLI and ELMT activities provided crucial lessons in upscaling and adaptation. These lessons include: strengthening early warning and response at community level; provision of livestock health services using community animal health workers (CAHW); participatory natural resource management and diversification of livelihoods. The PLI and ELMT successfully combined emergency mitigation techniques to development through the "Crisis Modifier approach" an in-built flexible emergency response mechanism that allows NGO partners to respond quickly to an emerging crisis.

This is one of the important lessons that could be taken forward by the DRSI in the introduction of flexible funding mechanism. In addition commercial and slaughter destocking, animal treatment and vaccination, animal feed provision during drought emergencies are crucial strategies that could be picked up and replicated (Boku, 2010; Nicholson and Desta, 2010; Catley et al, 2009; CARE, 2009, ECHO, 2010). In the pastoral areas, households that have transitioned out of pastoralism have benefited from small-scale businesses such as petty trade, service provision, and livestock-related business activities. Although patchy and small scale, the implementation of this intervention has important lessons on how to craft such programs in the future (Nicholson and Desta, 2010; Boku, 2010).

- ***The Ethiopian Sanitary and Phyto-Sanitary***

Standards and Livestock and Meat Marketing SPS-LMM (phased out) had relevant experience in setting animal health standards, promotion of market linkages and feed and/or fodder production techniques and supporting private live animal and meat exporters in accessing markets. The SPS LMM Project had played a crucial role in linking export market to the Live Animals Exporters Association as well as to individual operators.

- ***Pastoralists Resiliency Improvement and Market Expansion (PRIME)***. The upcoming PRIME is intended to increase incomes and improve the resiliency and adaptive capacity of pastoral communities to climate change through market expansion. PRIME will be implemented in selected pastoral and agro-pastoral districts (Woredas) of Somali, Afar and Oromiya Regions.





6 | COMBINED APPROACH FOR HUMANITARIAN AND DEVELOPMENT

The structures and programs for linking humanitarian and development interventions in Ethiopia are already in place. The merger of the erstwhile Disaster Preparedness and Prevention Agency (DPPA) which was responsible for humanitarian activities with the Ministry of Agriculture that is dealing with development is aimed at bringing development activities and humanitarian actions under one umbrella. This will foster agricultural growth and economic transformation while simultaneously addressing disaster management and food security issues, thereby reducing vulnerabilities of the rural population and enhancing their resilience to recurring drought. With this new institutional arrangement and with a paradigm shift linking development and humanitarian activities, the focus of the Ministry's activities is now to foster agricultural growth, sustainable natural resource management and proactive risk management involving the full DRM cycle – prevention, mitigation, preparedness, response, recovery and rehabilitation.

Programmatically, instruments like the Productive Safety Net Program (PSNP), Household Assets Building Program (HABP) and Community Complementary Investment Programme (CCIP), Voluntary Resettlement and Risk Financing (RF) are designed to bridge the gap between relief and development by linking emergency activities with regular development interventions. PSNP labor-intensive public works, for example, focus on soil and water conservation and integrated watershed management. Community Complementary Investment (CCIP) on the other hand provides significant resources to build roads, irrigation and social infrastructure in the ASAL regions.

The PSNP focuses on chronically food insecure households, and risk financing provides timely resources for transitory food insecurity in response to shocks within existing program areas. Risk financing uses a contingent funding mechanism, which provides resources for scaling up activities under PSNP, based on early warning system and contingency planning to tackle an impending drought in PSNP woredas (districts). This component is seen as central to the sustainability of the overall PSNP by providing an early

response that can more effectively prevent household asset depletion and increased levels of destitution (FDRE August, 2009b, 40).

The HABP is not implemented in the ASAL because of lack of capacity and contextual mechanism for provision and managing of resources as well as lack of clarity on targeting and graduation.

There is a broad consensus between government and development partners that the government is working in the right direction to link emergency response with development by instituting safety nets and social protection programs cited above. Various interventions were mentioned as examples which can be expanded in times of drought emergencies. The first of these is the Productive Safety Net Program (PSNP) that has a contingency provision of 20% built in for scaling up public works programs when the need arises in the case of developing drought situation. This provision allows timely diversion of resources from development to livelihood generating activities to prevent a hydro-meteorological drought from turning into a disaster.

A second example is the financial support to government animal health services during emergencies to enhance deworming and vaccination of livestock. Under the Crisis Modifier Facility a group of NGOs funded by USAID were able to divert funds from the Pastoralist Livelihoods Initiative (PLI) to fund early animal-health interventions in the 2005/06 drought. This was a good example establishing linkages of relief and development (Grunewald et al, 2006a; Nicholson et al, 2007). These examples could be precursors for allocation of a “pulled fund” to be allocated both from government and donor sources and used flexibly for development and emergency interventions.

The maintenance and strategic pre-positioning of grain and vet drug reserves under the auspices of DRMFSS and the Regional Food Security and Agricultural Bureaus respectively is another good example. The Ethiopian Food Security Reserve Administration (EFSRA) is one of the largest and most successful emergency food reserve programs and plays a critical

role as a buffer stock for drought induced shortfalls. The grain and drug reserves are meant to be used for stabilization of markets in normal times and are accessed for emergency during drought or other disasters like disease outbreak and floods. The built-in mechanism of the Ministry of Water and Energy and its dedicated department in expanding its water and sanitation activities during emergencies is also an illustration in linking humanitarian and development activities.

Despite the approaches and instruments stated above, there are a number of issues that need to be taken as next steps in making the interventions effective in the ASAL. First, the discussion that is ongoing between government and development partners in building the requisite capacities and mechanisms for implementation of HABP needs to be speeded up. Second, action needs to be taken to link public works activities implemented under PSNP and the regular natural resource management activities implemented by the Natural Resource Management Directorate of the MoA. Likewise coordination and linkages need to be established between the income diversification and basic services activities implemented by the

Pastoral Community Development Program (PCDP) assisted by the World Bank and the upcoming HABP activities as part of the Food Security Strategy. Third is the strengthening of the early warning system and fine-tuning the indicators to changes in pastoral and agro-pastoral livelihoods so that they would be able to predict change in the climate and solicit early response. Equally important is developing disaster risk profiles for all woredas in the ASAL based on information collected from communities, households and DRM actors which will inform DRR plans, early warning system and comprehensive contingency plans.

The consensus between government and development partners with regard to linking humanitarian and development interventions indicates that there is growing realization that pastoralists' vulnerability can only be mitigated through long-term development interventions and investments aimed at building the resilience of pastoral livelihoods, strengthening pastoralist institutions, building up social and economic infrastructure and fostering cross-sector linkages. However this can materialize only if DPs and governments adhere to their commitment for multi-year and flexible allocation of resources.





7 | PROPOSED AREAS OF INTERVENTION

7.1. Overall objective and expected results

The global objective of the programme is to enhance resilience of drought-prone communities in Ethiopia. While target indicators will have to be fine-tuned at a later stage, the expected result of the initiative is to reduce, over the next 15 years, by 50% the proportion of affected drought-prone population in need of humanitarian assistance and food aid (Results Framework - Annex 1). Proxy indicators to measure progress include: (i) the number of drought emergencies recorded by biennium, (ii) the percentage of households below the acute and chronic Food insecurity levels, (iii) the average annual income of household in drought-prone areas, (iv) the human development index (HDI) in drought-prone communities, (v) the percentage of drought-prone communities population with access to primary level education, (vi) the assets level of households in drought-prone communities, (vii) the terms of trade (cereal/livestock), (viii) the coping strategy index, and (ix) the financial resources spent in investments in development versus the resources spent to emergency response.

7.2. Target groups and targeting mechanisms

As stated in the objective, the most vulnerable households of communities located in drought-prone areas will form the main target group of the programme. The majority of these communities are pastoralists and agro-pastoralists located in the ASAL of Ethiopia. Therefore, spatially, the initiative is to be primarily implemented in all woredas (districts) of the ASAL which, according to the DRMFS of the Ministry of Agriculture, are all Chronically Food Insecure (CFI). In terms of livelihood categories they include pastoralists, agro-pastoralists as well as household who have dropped or opted out of pastoralism because they have been subjected to recurring drought and lost their assets. Households in drought-prone areas located outside the pastoralist-area will also be considered as beneficiaries in the targeting mechanism.

The target beneficiaries will be identified through a consultative processes involving district, and other local government officials and stakeholders operating in these communities including local leaders and community-based organizations (CBOs). Local communities will participate in the programme design and targeting to ensure ownership of the interventions. As reflected in the results framework through disaggregated indicators, special attention will be given in the process to women and youth. Gender concerns will be incorporated in all programs when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure women and other vulnerable groups benefit. The program will also ensure that the nutritional and economic needs of HIV/AIDS-affected households are adequately addressed.

Program Implementation Manual(s) (PIM) will be prepared in due time during the preparation of the investments projects. The PIM will be based on the PIM designed for the other similar ongoing programs which are already broadly followed by regional and woreda officials. The intended projects' investment, in line with the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), will target those areas that suffer most often from drought, flood and conflict incidences. On top of these the level of human and institutional capacity including the status and distribution of basic infrastructures in the respective drought prone areas will be taken in to account in the course of preparation of the project document. The criteria for involvement in livelihood or income diversification activities would primary depend on the level of assets in a household particularly targeting women and youth in order to improve employment.

7.3. Component, sub-component and priority interventions

Being the dominant livelihood for the foreseeable future, pastoralism and agro-pastoralism will be an important component of the program. However, there

is now a large consensus on the need for a holistic and comprehensive approach and programming to effectively enhance drought resilience in the drought-prone areas, combat chronic food and nutrition insecurity and break the cycle of dependence on food aid. Hence, to achieve its objectives, a coordinated set of investments should be simultaneously implemented in a number of domains including: (i) natural resource management; (ii) trade and market to improve the household access to markets, improve competitiveness and value addition (milk, meat, hides and skins, etc.); (iii) increase income from household economic activities (livestock, crops and fisheries) and economic diversification; (iv) improved social infrastructure (health, nutrition and education); (v) improved physical infrastructure (roads, mobile telephone and irrigation where profitable); (vi) support effective disaster risk management strategies; (vii) policy and a range of governance efforts, including efforts for better protection of pastoralist property rights, strengthening of conflict resolution mechanisms; and further efforts to promote bottom-up policymaking. When possible and appropriate, a public-private partnership approach (“PPP approach”) will be followed. It is anticipated that such an approach will contribute to improvement of employment opportunities in the drought-prone areas.

The meetings and workshops organized by IGAD, country members and partners between September

2011 – March 2012 in the context of the DRSI resulted in the identification of priorities which have been streamlined within a common architecture of six components in order to facilitate the preparation of coordinated programs to end drought emergencies both at country and regional levels. The country priorities for Ethiopia summarized below are presented under these six components:

1. Natural Resource Management
2. Market access and Trade
3. Livelihood Support
4. Disaster Risk Management
5. Research and Knowledge Management
6. Peace Building and Conflict Resolution

The expected outcomes and outputs of the interventions are presented in Annex 1 (Results Framework). While additional work will be needed to fine tune the results framework, it indicates possible indicators, targets to be achieved and baseline indicators. Annex 2 details the priority by type of interventions considering the major means of change i.e. (i) policy and legal framework; (ii) institution strengthening and capacity development; (iii) infrastructure development; and (iv) financial instrument. Regional priorities that should be considered to be better addressed at the regional level are summarized in Section 7.

COMPONENT 1: Natural Resources Management

The objective of this component is to enhance access of drought-prone communities to sustainably managed natural resources. The component will address the issue through (i) increasing availability and promoting sustainable management of water resources, land and pasture (s/c 1.1 and s/c 1.2); (ii) securing access to natural resources (s/c 1.3); and (iii) promoting environmental management, renewable energy and biodiversity. For its implementation, the component will build on the results of the participatory rangeland management approach to ensure that the needs of the whole rangeland and the rangeland communities are taken into account.

Sub-component 1.1: Water resource developments

Intermediate outcome: This sub-component aims at increasing the availability of water from sustainably

managed resources for livestock and crop production. It will support the sustainable development and management of shared water resources and watersheds as well as of water harvesting and storage facilities.

Priority Interventions

- Promote, expand and support the expansion of irrigated agriculture: (i) rehabilitation / development and sustainable management of irrigation schemes, and (ii) expand small-scale irrigation and river basin development (Water Centered Development approach / Voluntary resettlement Programme).
- Increase availability and ensure sustainable management of water resources for livestock: e.g. rehabilitation, development and management of





water infrastructure and livestock watering points (birkas and ellas, sand dams, cistern, hafier dams, shallow wells, deep well water, boreholes, water harvesting technologies, water conservation; protection and management of water catchments), and capacity building of water resource professionals and communities/user's associations.

- Strengthening of the Water Information System (WIS): enhance capacities to collect and analyse data and to ensure that water information are disseminated; and build capacities of drought-prone communities to efficiently use the water information provided.

Subcomponent 1.2: Pasture and land development

Intermediate outcome: This sub-component aims at increasing the availability of pastures and rangelands under sustainable management. It will support the sustainable development and management of rangeland resources.

Priority Interventions

- Strengthen and implement sustainable pasture and rangeland rehabilitation and development programs: promote and develop Land Use Planning (LUP) and Participatory Rangeland Management (PRM) approach; strengthen communities in rangeland management; strengthen soil and water conservation practices; enhance soil fertility management practices; and rehabilitate and improve pastures and rangelands/grazing areas.
- Enhance control of invasive plants (e.g. Prosopis, Parthenium, Acacia Drypanolobium)
- Promote Eco-system Management across international borders: identification, mapping, strategy and development plan, and promote dialogue on cross-border rehabilitation and development of rangeland resources with neighboring countries;
- Develop irrigated forage production.

Sub-Component 1.3: Securing Access to Natural Resources

Intermediate outcome: This sub-component aims at enhancing secured and rational access to natural resources.

Priority Interventions

- Development and implementation of integrated

land use policy and legal frameworks to secure access of drought prone communities to key and strategic natural resources (water, pasture and land), including during transhumance.

Sub-Component 1.4: Environmental management, renewable energy and biodiversity

The sub-component aims at ensuring the promotion and adoption of environmentally friendly and renewable energy technologies. It will support biodiversity conservation and management to ensure that significant reduction in the rate of biodiversity loss is achieved.

Priority Interventions

- Protection and management of bio-diversity in the ASAL: mapping and inventory, regulations, rehabilitation and management of biodiversity; and conservation of flora and fauna resources.
- Promote and expand the use of environmentally friendly and renewable energy and wood-fuel saving technologies: improved stoves; biomass programs; and alternative sources of energy (geothermal, wind, solar, biogas).
- Develop and expand the payment for environmental services.
- Develop and strengthen early warning response system for outbreaks of wildfires.
- Promote a forestation practices

COMPONENT 2: Market and Trade Access

The expected outcome of this component is to enhance access of drought-prone communities to market and trade in order to increase household incomes, in particular, incomes from commercial sales. Livestock being the dominant and potentially the most profitable livelihood given growing demand for livestock products, the component is primarily addressing constraints and potential of this sector.

However, access to market for other ASAL products (crops, fisheries, non-wood products, etc.) will be also, directly or indirectly, be addressed. The component will also enhance staple food availability for drought-prone communities.

Sub-Component 2.1: Transport and Market Development

This sub-component aims at increasing and securing access to markets and trade of drought-prone communities by improving management of market and trade infrastructures. It will address its objectives through: (i) improving the network and the management of infrastructures (conservation, transport, processing and marketing) (s/c 1); (ii) developing value addition practices (s/c 1); and, (iii) facilitating trade by removing trade barriers (s/c 1, 2, 3, 4).

Priority Interventions

- Rehabilitation, construction and sustainable management of market and trade infrastructures: rehabilitation and construction of transport infrastructure e.g. feeder roads, holding grounds; water points, animal health stations, market infrastructure and facilities, storage capacities.
- Rehabilitation, construction and sustainable management of processing (value addition) infrastructures: small-scale enterprises (milk processing, hide and skins, etc.), pastoral cooperatives and livestock marketing centers development, promote export standard abattoirs.
- Strengthen market information systems: strengthen existing national and regional systems, improve telecommunication /mobile telephone connectivity.
- Promote national and regional market: workshops and trade fairs to promote ASAL products and trade; market intelligence.
- Develop and harmonize regional trade policy and regulations.

Sub-component 2.2: Securing Pastoral Mobility to grazing and water

The sub-component aims at securing mobility of pastoral community for grazing land and water. While sub-component 1.3. aims at securing and promote rational access to water and pasture for livestock, the sub-component will focus on mobility for trade at national and regional levels.

Priority Interventions

- Develop and regionally harmonize a regulatory framework for the movement of livestock inside and outside the country: regional vaccination certificate, harmonized trade tariff, etc.
- Establish and support sustainable management of water points, animal health facilities, fodder and pasture along livestock stock routes to national and regional markets.

Sub-component 2.3: Availability of Financial Services

The sub-component aims at ensuring that effective regulatory frameworks for national and international financial transactions are developed and operational. It will support increased access to financial services to enhance market and trade in drought-prone communities.

Priority Interventions

- Develop and enforced an regulatory frameworks for national and international financial transactions;
- Establish, support and strengthen the establishment of micro-finance institutions in the ASAL and the development of financial products adapted to the needs and conditions of drought-prone communities.


Sub-Component 2.4: Trans-boundary disease control and SPS measures and standards

This sub-component aims at ensuring that major trans-boundary animal diseases (TADs) and plant pests are sustainably controlled and that SPS measures and standards are developed and implemented.

Priority Interventions

- Harmonize legal framework and procedures for the surveillance and the control of major TADs and plant pests and establishing animal identification and





traceability system.

- Rehabilitate/create and strengthen management and operations of national and regional animal health and food safety infrastructures and facilities: export quarantine centers, animal health laboratories, regional referral plant and animal laboratory centers and net-works, identify and support centers of excellence for animal health;

- Strengthen and support cross-border and in-country disease surveillance and control and implementation of sanitary and phyto-sanitary procedures and standards: (e.g. expand establishment of permanent and mobile animal health clinics, coordinated vaccination campaigns, and establish/strengthen national and regional disease reporting system);

COMPONENT 3: Livelihood and basic services support

The component will focus on increasing households' adaptive capacities to drought. Expected results include: (i) improved food production and nutrition status, and (ii) increased household incomes and assets. Interventions will focus on activities at household level and aim at increasing livestock production, crop/fodder cultivation, apiculture and fisheries production and productivity (s/c 1, 2, 3), strengthen the ongoing productive and social safety nets with facilitation of graduation through asset and resilience-building capacities including insurance (s/c 4), and improve access to basic social services (education, health, nutrition, potable water and sanitation) (s/c 5).

Sub-Component 3.1: Livestock production and productivity

The sub-component aims at increasing livestock production and productivity. The expected results are to increase milk and meat production. Priority interventions will aim at: enhancing fodder production, animal health services, and enhance livestock cross breeding practices including improve animal feeding; and raising productivity of indigenous breeds through improvement of animal husbandry practices.

Priority Interventions

- Improve animal health and access to animal health services: expansion of CAHW services, promote and support services delivery for drugs and medicines (PPP), strengthen local disease surveillance and diagnostic capacities, and implementation of the IGAD regional policy framework on animal health.
- Development and implementation of breeding strategies adapted to production systems; breed improvement through selection and through cross breeding with human and institutional

capacity-building interventions, and strengthening and expansion of artificial insemination (where appropriate).

- Increase and diversify animal feed production and sources, and improve animal nutrition requirements: cut and carry livestock feeding; forage development including irrigated forage development; diversify animal feed production technologies and practices; improve feed storage and treatment techniques, increase service providers for animal production inputs; and encourage private stakeholders to produce fodder.
- Establish forage seed production and multiplication centers.

Sub-component 3.2: Agricultural production and productivity

The sub-component aims at increasing crop production and productivity. It will also support the adoption of appropriate production technologies suitable for dry-lands such as drought tolerant crops and conservation agriculture. The sub-component is complementing the interventions to support increased irrigated agriculture considered under component 1 (s/c 1.1.4).

Priority Interventions

- Strengthen and expand small scale irrigation development for crop/fodder production;
- Promote and support conservation of agriculture (minimum tillage, etc.), soil management and soil fertility techniques;
- Enhance and support development of agriculture services providers (farm inputs);

- Introduce and enhance improved agricultural practices, appropriate inputs, and post harvest technologies;
- Strengthen meteorological stations and information systems.

Sub-Component 3.3: Fishery, Aquaculture and Apiculture development

This sub-component aims at sustainably increasing fish, honey and wax production through strengthening of fishery/aquaculture and apiculture development interventions

Priority Interventions

- Promote and support the development of fisheries cooperatives e.g. create / strengthen fisheries/ aquaculture cooperatives and provision of fishing equipment and cold chain;
- Enhance management and development of water bodies, and enhance capacity building (human and institutional) activities;
- Promote apiculture development through provision of improved beehives and other equipment, integrate apiculture with watershed development, promote plantation of flowering plants and promote conservation of forest and/or ecosystem.

Sub-component 3.4: Diversification of Household Income sources/Livelihoods

The sub-component aims at promoting and support the diversification of household income sources.

Priority Interventions

- Support the identification and the characterization (description of techniques and technologies and socio-economic conditions for implementation) of new sources of income for ASAL.
- Promote and provide support to household to adopt new sources of income: upscale the relevant experiences of PCDP in income generation, support to the establishment of small-scale and medium enterprises (small-scale technologies,/ milk processing/marketing, hides and skins, grain marketing, extraction and sale of ASAL products (gum arabic, incenses, etc.).
- Promote eco-tourism as an alternative source of income.

Subcomponent 3.5: Productive and Social safety nets

The sub-component aims to improve the food security status for members of all food-insecure households in drought-prone areas. It will also improve creation and maintenance of household and community assets.

Priority Interventions

- Maintain and strengthen the Productive Safety Nets Programme to cover all food insecure households in drought-prone areas, till they graduate;
- Contextualized and implement the Household Assets Building Programme in the drought-prone communities;
- Assess, and eventually support, the introduction and the upscale of agriculture/livestock insurance such as the Index Based Livestock Insurance;
- Strengthening traditional safety net the experience from (PCDP);
- Enhancing the public work for the development of natural resource.
- Promote and strengthen public and private investment programs

Sub-component 3.6: Access to Basic Social Services

The sub-component aims at increasing households' and communities' access to basic social services increased (nutrition, education, human health services, water sanitation)

Priority Interventions

- Promote education for ASAL communities through improvement and rehabilitation of education facilities: e.g. development and scaling-up the mobile education services;
- Increase the availability and quality of public and private health services in the ASAL, for example. improvement and rehabilitation of animal health facilities; development and scaling-up the mobile health care; development of one health services;
- Promotion of dietary diversification by raising awareness on nutrition and hygiene;
- Rehabilitation of drinking water resources;
- Establishment of sanitation facilities;
- Upscale the relevant experiences of the PCDP in the development of basic services.





COMPONENT 4: Disaster Risk Management

Sub-Component 4.1: Early Warning and Response System

This sub-component aims at ensuring timely response to early warning information

Priority Interventions

- Adoption of the new DRM strategy;
- Strengthen existing DRM system to enhance efficient timely response mechanism;
- Enhance Disaster Risk Reduction through risk profiling and contingency planning;
- Strengthen Early Warning System by strengthening capacities and enhancing and updating WeredaNet-Ethiopia for timely and accurate early warning information and recommendations; Design, propose and adopt flexible financial mechanisms for pooling emergency and development funding under the drought cycle;
- Promote regular maintenance of traditional water points for better water storage/reserve;
- Enhancement of traditional disaster coping systems;
- Enhance the establishment of fodder banks, feed

warehouse and molasses tankers;

- Strengthen strategic food/feed reserve and logistic capacity;
- Put in place predictable and adaptable development plan for humanitarian intervention during crisis.

Sub-component 4.2: Climate monitoring and Climate Change Adaptation

The sub-component aims at ensuring that reliable climate outlook reports for drought-prone areas are available in a timely manner and shared, and that climate change policies and interventions are identified and incorporated into development plan and budget.

Priority Interventions

- Strengthening the climate monitoring and reporting system in all drought-prone areas;
- Promote and implement the CRGE initiatives;
- Identify “climate-smart” policies, practices and technologies and ensure the incorporation of national policies, development plans and projects.

COMPONENT 5: Research and Knowledge management

The objective of the component is to ensure that improved technologies and policies aiming at enhancing household resilience in drought-prone areas and communities are generated, promoted and successfully adopted. The component will aim at improving the three pillars of the Technologies Generation and Diffusion (“TGD process”) i.e. (i) adaptive research; (ii) advisory and extension system, and (iii) knowledge management and communication.

Sub-component 5.1: Support to adaptive research

The sub-component aims at ensuring that an enabling environment for adaptive research is in place and operate efficiently. It will support research in

technologies best adapted to drought-prone areas and communities.

Priority Interventions

- Identify and conduct adaptive research to develop and test adaptability of improved technologies and strategies aiming at enhancing household resilience in drought-prone areas and communities (applied research for DRM, water technology, NRM, climate change mitigation practices and technologies, etc.).
- Support the establishment of regional and national centers of excellence for drought-prone areas and communities;

Sub-Component 5.2: Pastoral areas extension system

The sub-component aims at ensuring that appropriate advisory and extension services are available and accessible to drought-prone communities. It will also support mechanisms for these communities to obtain advisory services on demand.

Priority Interventions

- Strengthen the existing participatory pastoral extension system through creation of model pastorals/agro-pastorals systems and upscale best practices to other pastoral areas;
- Ensure skills update of advisory and extension staff in improved technologies and strategies aiming at enhancing household resilience in drought-prone areas and communities;
- Strengthen and increase the number of Pastoral Training Centers/PTCs and Pastoral Field Schools in the ASALs;
- Organize training and experience sharing for communities, professionals and para-professionals in the ASAL.

- Strengthen the Agriculture development partners linkage advisory council (ADPLAC)

Sub-Component 5.3: Knowledge management

The sub-component aims at increase access to information and dissemination of knowledge contributing to enhanced community resilience.

Priority Interventions

- Establish knowledge management rules and procedures;
- Strengthen ICT for knowledge management(data collection, sharing and utilization)
- Establish and support regional, national and local mechanism (networking, stakeholders' platforms, etc.) for knowledge sharing in order to identify and promote scaling up of best practices aiming at enhancing household resilience in drought-prone areas and communities.

COMPONENT 6: Conflict prevention and resolution

The component aims at ensure effective response to sources of conflict to enhance peace and development. The component addresses thematic areas related to (i) conflict resolution and (ii) peace building.

Sub-Component 6.1: Conflict resolutions

This sub-component aims at ensuring that effective mechanisms for conflict prevention and resolution are in place.

Priority Interventions

- Implementation and strengthening of conflict monitoring and prevention mechanism, including developing woredas' Early Warning and Rapid Response System, establishing and/or strengthening local peace committees, peace clubs and situation rooms for field monitors;

- Regular awareness creation on proper resource management and utilization;
- Establishment and strengthening of conflict resolution/mediation mechanisms.

Sub-Component 6.2: Peace building

This sub-component aims at promoting a peace culture in ASAL community

Priority Interventions

- Popularization of existing strategies, guidelines and scaling up of best practices;
- Establishment of inter- and intra-community dialogue, reconciliation and peace building activities;
- Regularly capacitate peace building committees and institutions.





8 | REGIONAL PRIORITIES

Enhancing households' resilience to end drought emergencies is a cross-cutting issue that requires collaborative action by a range of public, private, civil society organizations, community actors as well as development partners at different administrative levels. While in the past there have been many interventions that focus on issues at national level, the IGAD member states and international community now recognize the need for appropriate, complementary and concerted efforts both at national and regional levels to efficiently address the areas of strategic importance.

These efforts include control of trans-boundary animal disease, the herd mobility, identification and traceability, the regional trade, and tariffs, cross-border conflict resolution, trans-boundary water, cluster development and management of range land resources, that are of a trans-boundary nature. Coordinated regional efforts and approaches for Disaster Risk Management and Disaster Risk Reduction are also required.

Pastoralism as a form of livelihood depends, among other things, on mobility often transcending international boundaries in search of grazing and water. The movements required to access these vital resources are often mediated by negotiations between pastoralist customary institutions. Pastoralists and agro-pastoralists also depend on cross-border trade to dispose of their livestock and buy supplies to maintain their livelihood. Pastoral livelihood on the other hand is fraught with problems associated with cross border movements such as trans-boundary livestock diseases, conflicts as a result of competition over resources, power and hardening of ethnic identities. Informal trade across international boundaries also face administrative blockages and control resulting in friction and clashes.

These trans-boundary issues cannot be tackled by individual countries unilaterally, and there is a need to develop collaborative and coordinated approaches and interventions to also address these problems at a regional level in order to complement and support community and country-level efforts. The main

thematic areas and priorities considered that need to be addressed at the regional level include the following:

Natural Resource Management

- **Natural Resources or Eco-systems Management** to coordinate approaches for rational management/utilization of common resources. The approach should combine/incorporate risk management measures with natural resource rehabilitation as well as forage development for livestock

Market and Trade Access

- **Regional harmonization** of national policies and legal frameworks and facilitation of regional trade (in particular livestock and animal products) to: (i) ensure the access to markets and trade routes and the harmonization of cross-border trade restrictions (tariff and non-tariff barriers); (ii) rationalize quality standards and SPS requirements; (iii) accelerate the implementation of the IGAD free trade agreement; and (iv) develop marketing opportunities for livestock and other ASAL products.
- **Trans-boundary diseases** to promote and support prevention and control of trans-boundary animal, plant diseases and pests, including invasive plants such as *Prosopis*, *Parthenium*, *Acacia Drypanolobium*, etc.

Disaster Risk Management

- **Early Warning Systems** to streamline and harmonize the various early warning systems in member countries and within the region with emphasis on livestock and rangelands. The primary purpose of harmonization is assisting member states to deal in a timely manner with the adverse effects of drought and other disasters hazards through integrated multi-sector risk management interventions. The appropriateness and timeliness of the interventions as well as timely processing and distribution of the information are vital. Another area would be the implementation of coordinated sustainable development programs in refugee host communities

to mitigate impacts of refugee influx on fragile ecosystems.

- **Financing mechanism:** Regional facilitation and collaboration in developing innovative financing mechanisms such as for pooled emergency and development funding under the drought cycle.
- **Climate Change adaptation and Mitigation** to promote formulation of climate change adaptation and mitigation policies and interventions. This would involve the conservation and protection of ecosystems and designing a Regional Climate Resilience Green Economy Initiative.

Research and Knowledge management

- **Knowledge management** including the identification, assessment and propagation throughout the region of good practices in support of enhancing resilience to drought. An important undertaking would be to perform independent evaluations of these practices so as to inform future policies and programming of new ideas and practices relevant to drought resilience. Another area of intervention which would have large economy of scale is the identification, support and strengthening of centers of excellence in order to facilitate coordinated efforts in research

of common interest such as the management and conservation of animal genetic resources, climate change, natural resources, etc.

- **Capacity building** to promote and strengthen capacities of regional associations and institutions (pastoral associations, in particular) and ensure their representation in regional policy and harmonization dialogues, and to develop capacities and promote exchange of expertise between countries in cross-border issues such as trade negotiation skills, peace building, conflict prevention, resolution and management.

Conflict resolution

- **Conflict Prevention, Management and Resolution (CPMR)** to (i) develop a regional framework for CPMR activities, (ii) foster cooperation and linkages with local and regional organs and customary institutions, (iii) support regionally-facilitated negotiations between countries in case of conflict over access to natural resources and of contested borders affecting pastoral communities; and (iv) strengthen early warning systems and regional border conflict surveillance mechanism to enhance security.





9 | IMPLEMENTATION AND INSTITUTIONAL ARRANGEMENTS

The main government institution for the implementation of the DRSI is the Ministry of Agriculture (MoA) as the mandated and dedicated umbrella organisation. The MoA was re-structured in 2007 in line with the three pillars of the comprehensive Africa Agricultural Development program (CAADP) and has four main sectors each led by a State Minister and responsible for the implementation of Agricultural Growth (AG), Natural Resource Management/SLM, Livestock Development Sector (LDS) and Disaster Risk Management and Food Security (DRMFS). The Ministry is structured in such a way as to foster agricultural growth and economic transformation while simultaneously addressing disaster management and food security issues.

The Rural Economic Development & Food Security platform (RED&FS) and the various SWGs under MoA are responsible for overall coordination and linkages with DPs, the various Directorates of the MoA which have responsibility for back stopping and coordinating implementation with the Regional Bureau of Agriculture and Pastoral Development in the ASAL regions.

In order to realize this overarching objective and coordinate with development partners, the RED&FS platform was formally established in April 2008. The establishment of the RED&FS is fully aligned with the its goal, targets, and specific thrusts of CAADP. The RED&FS is a principal government organ for the Ethiopia-development partners consultative forum and its organizational set up includes a broader platform, an executive committee and four technical committees within MOA: (i) agricultural growth, (ii) natural resource and, (iii) food security (iv) early warning and response.

Back stopping and provision of technical support to program implementation is the responsibility of the various Directorates of the Ministry of Agriculture: Planning and Programming; Agricultural Extension; Natural Resource Management; Food Security coordination, Early Warning and Response, Plant Health regulatory; Animal Health; Animal production and forage and pasture development; and Pastoral

areas livestock development directorate.

Direct implementation of planned activities is the responsibility of the Regional Bureaus (in Somali and Afar Regions). The Oromiya and the Southern Nations, Nationalities and Peoples' Regions do have Pastoral Areas Development Commission Bureaux, which are accountable to the Bureaus of Agricultural Development in each of these two regions.

A recently completed annual review of the Agricultural Policy and Investment Framework (PIF) implementation established that the RED&FS platform is an effective mechanism for implementation of agricultural growth, food security and DRM government plans.

The Livestock Development (LD) Technical Committee has officially established comprising two task forces namely Mixed crop-Livestock task force and Pastoral task force to co-ordinate and harmonize efforts both by the GOE and DP initiatives in the livestock and pastoralists areas.

The forementioned group is expected to spearhead the coordination and implementation of the DRSI at the federal level. It is also anticipated the same sub-group will backstop and support implementation in the ASAL regions. Discussion has been under way with regard to the establishment of the sub-group by the RED & FS, AG SWG members. However it has yet to be endorsed and approved by the Executive Committee. Although the mandates and responsibility of the sub-group are yet to be defined, it is anticipated that this sub-committee will play a leading role in coordinating the implementation of the DRSI in all sectors – agriculture and livestock growth, sustainable land management and DRMFS.

An important implementation modality worth mentioning is the Private-Public Partnership (PPP) in provision of services and enhancing market linkages. These include provision of veterinary services by CAHW, provision of feed for livestock; facilitated training to enhance production and linkage with markets, etc. The targeted private sector agencies are the Ethiopian Livestock Traders Association (ELTA), Ethiopian Meat

Producers and Exporters Associations (EMPEA) and the various abattoir owners and operators. On the producers' side there is a need to facilitate the formation of pastoralist producers group along the lines of the model of Utuba Gummi (a Borena-based Association) so that producers will have the necessary bargaining power.

Another modality stated above is the availability of a "pooled fund" which can be used flexibly both for development and emergency intervention when the need arises. Related to this is the commitment of both donors and government in providing longer term funding to address development and emergency needs.

With regard to Conflict Resolution and Peace Building (CRPB), the responsible organ at the national level is the General Directorate of Conflict Prevention and Resolution under Ministry of Federal Affairs. Under the General Directorate there are 2 Directorates: Early Warning and Rapid Response Directorate, and Culture of Peace Building Directorate. The main

duties and responsibilities of the General Directorate include: undertaking conflict analysis and reporting, conducting conflict assessment and recommend solutions, organizing seminars, workshops, developing manuals and conducting training for capacity building, providing equipment and facilities for capacity building and working for durable peace through education, negotiation and dialogue. In line with its responsibilities the Ministry of Federal Affairs is deputy to the Conflict and Early Warning and Response Unit (CEWERU) of the Conflict Early Warning and Response Mechanism (CEWARN) and has been playing an important role in addressing cross-border pastoral conflicts.

In line with what has been stipulated above the implementation of Conflict Prevention, Management, and Resolution (CPMR) activities in the context of DRSI is foreseen to be implemented within the existing structure. Efforts will be made to link with the regional structures in the ASAL and build strong and functional linkages with Customary Institutions to bolster peace building activities.





10| MONITORING & EVALUATION

Monitoring and evaluation of the implementation of planned activities within MoA has been the responsibility of the Planning and Programming Directorate. However every Directorate of the Ministry is responsible for the planning, monitoring and evaluation of its own activities. Accordingly the monitoring and evaluation of planned activities should rest with the Pastoral Working Group and the Program

Management Unit, which will be established in the course of preparation and /or implementation of DRSI programs/projects.

Therefore, the implementation of the DRSI should build on and advocate for the establishment of its own M&E unit.

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